

TOWN OF MIDDLEBURY  
**NOTICE OF PUBLIC HEARING**

The Middlebury Planning Commission hereby provides notice of a public hearing being held pursuant to 24 VSA §4384 (Preparation of Plans) and §4447 (Public Hearing Notice) for the purpose of hearing public comments concerning the proposed 2017 Middlebury Town Plan Amendment.

The public hearing has been scheduled for:

DATE: **September 7, 2017 at 7:30pm**

PLACE: **Municipal Office Building, 77 Main Street, Middlebury, VT 05753  
Large Conference Room**

**Statement of Purpose:** Under Vermont State Law, town plans must be updated every 5 years (future versions of the plan must be updated every 8 years). The current 2012 Town Plan will expire in December 2017. The purpose of this hearing is to receive public comment on the updated, draft plan and to discuss any comments provided by the public.

**Geographic Area Affected:** This Plan shall apply to all areas in the Town of Middlebury, VT

**Table of Contents:** (abbreviated)

- Context
- Goals and Themes
- Historical Development
- Natural and Scenic Resources
- Local Economy
- Housing
- Energy
- Transportation
- Education
- Colleges and Institutions
- Community Facilities, Services and Utilities
- Land Use
- Implementation
- Maps
- Appendices

**Location where full text may be examined:**

Copies of the full text of the proposed Town Plan amendment for the Town of Middlebury can be viewed in the Planning & Zoning Office or the Town Clerk's Office at 77 Main Street, Middlebury, VT. The proposed amendment may be viewed online on the Town's web site [www.townofmiddlebury.org](http://www.townofmiddlebury.org).



# Town of Middlebury

MIDDLEBURY PLANNING COMMISSION

77 Main Street, Middlebury VT 05753 | [www.townofmiddlebury.org](http://www.townofmiddlebury.org)

## MEMORANDUM

**TO:** Interested Parties  
**FROM:** Town of Middlebury Planning Commission  
**DATE:** August 3, 2017  
**RE:** Planning Commission Report  
**Amendment to the Middlebury Town Plan**

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This report is in accordance with 24 VSA § 4384(c), which states:

“When considering an amendment to a plan, the planning commission shall prepare a written report on the proposal. The report shall address the extent to which the plan, as amended, is consistent with the goals established in § 4302 of this title.

**This proposed amendment does not alter the designation of any land area.**

*Summary:* This Town Plan amendment is an Update of the 2012 Town Plan, and not a significant revision. The data and the inventory of community facilities have been updated to reflect changes in the past 5 years. In other sections, content has been edited and reduced to make the document easier to read and navigate. There are no changes proposed to the land use map. We anticipate making other amendments to this plan in the next 0-5 years. Our plans for that 5-year window include: updates to the energy, land use and local economy sections, updates to natural resources and community facilities mapping, and incorporation of 2020 census data when that becomes available.

*How the 2017 Middlebury Town Plan is consistent with the goals established in 24 VSA § 4302:*

- In accordance with the goals established in 24 VSA § 4302, the 2017 Middlebury Town Plan encourages planned development that maintains the historic settlement pattern of compact village and urban centers separated by rural countryside. The Land Use map remains unchanged from 2012, and the Plan encourages ongoing renewal of State designations for the East Middlebury Village Center and downtown. To maintain the desired settlement pattern, the 2017 Town Plan identifies several areas for targeted commercial growth, including Exchange Street, the designated Downtown area, and the commercial center in the vicinity of Court Street and Middle Road. Smart growth principles and strategies for reducing the appearance of sprawl along major corridors are reflected in the goals and recommendations of this plan. The plan identifies several areas for planned residential growth, and contains many goals and recommendations that reflect proper neighborhood design principles. Across the various sections of the 2017 Town Plan, new growth is encouraged in areas with existing water and sewer infrastructure, in close proximity to existing services and community facilities. The plan recognizes and continues to advocate for public infrastructure investments that reinforce the general character and growth patterns of the area.
- The Local Economy section of the 2017 Town Plan contains several goals and recommendations for promoting a strong and diverse local economy that provides

satisfying and rewarding job opportunities and that maintains high environmental standards, and to expand economic opportunities for creating good-paying jobs. It also stresses the importance of educational and vocational training opportunities in achieving these goals. This section recognizes Middlebury's role in the regional economy as a shire town, where many of the region's goods and services are concentrated.

- The 2017 Town Plan (Transportation, Community Facilities and Services and Energy sections in particular) contains goals and recommendations for providing safe, convenient, economic and energy-efficient transportation systems that respect the integrity of the natural environment. The Plan places particular emphasis on the importance of public transit options and paths for pedestrians and bicyclists. Another topic addressed in the integration of highways, air, rail, and other means of transportation. This will be a subject we continue to develop in the coming year, as we discuss how to integrate passenger rail into Middlebury's transportation network.
- Throughout the 2017 Town Plan (Historical Development and Natural Resources sections in particular) we provide goals and recommendations for identifying, protecting, and preserving important natural and historic features of the Vermont landscape, including significant natural and fragile areas, water resources, scenic resources, important historic structures, sites, and districts, archaeological sites, and archaeologically sensitive areas. The 2017 Town Plan contains several recommendations for expanding our inventory of these community assets, so that they can be appropriately protected. This plan recognizes the importance of maintaining and improving the quality of air, water, wildlife, forests, and other land resources and promotes the wise and efficient use of Vermont's natural resources, including the appropriate extraction of earth resources and the proper restoration and preservation of the aesthetic qualities of the area.
- The 2017 Town Plan (Energy section in particular) contains several goals and recommendations for making efficient use of energy, planning for the development of renewable energy resources, and reducing emissions of greenhouse gases. We intend to update, supplement and enhance the Energy section with the assistance of Regional planning in the next 1-3 years.
- Throughout the 2017 Town Plan, the importance of maintaining and enhancing recreational opportunities for Vermont residents and visitors is recognized. The plan recognizes the quality of Middlebury's outdoor recreational activities an important aspect of quality of life in our community, that growth should not significantly diminish the value and availability of outdoor recreational activities, and that public access to noncommercial outdoor recreational opportunities, such as lakes and hiking trails, should be identified, provided, and protected wherever appropriate.
- The 2017 Town Plan encourages agricultural and forest industries, and includes goals and recommendations that protect the long-term viability of agricultural and forestlands, the manufacture and marketing of value-added agricultural and forest products, use of locally-grown food products, the use of sound forest and agricultural management practices.
- The Housing section of the 2017 Town Plan includes goals and recommendations for ensuring the availability of safe and affordable housing for all Vermonters. This update discusses current housing data and trends, and provides goals and recommendations intended to encourage housing that meet the needs of diverse of social and income groups in each Vermont community, particularly for those citizens of low and moderate income. The Plan recognizes that new and rehabilitated housing should be safe, sanitary, located conveniently to employment and commercial centers, and coordinated with the provision

of necessary public facilities and utilities. As part of the strategy for increasing housing opportunities, accessory apartments and multifamily housing are encouraged by the Town Plan.

- The Community Facilities and Services section of the 2017 Town Plan includes goals and recommendations to plan for, finance and provide an efficient system of public facilities and services to meet future needs. It stresses the importance of conducting system-wide inventory and planning to track maintenance needs and ensure that our rate of growth does not exceed the ability of the community and the area to provide facilities and services.
- The 2017 Town Plan (Education section in particular) recognizes the importance of safe and affordable child care, and includes goals and recommendations for improving and expanding the availability of childcare.
- The 2017 Town Plan encourages Middlebury to implement best management practices for flood resiliency, reinforces existing zoning regulations limiting new development in identified flood hazard, fluvial erosion, and river corridor protection areas, and provides a map for identifying those areas. The plan references Middlebury's current Hazard Mitigation Plan, and encourages flood emergency preparedness and response planning.
- The proposed 2017 Town Plan amendment is an update based on previous iterations of the Town Plan. However, the data and trends in this 2017 Town Plan amendment have been verified using current information, including current demographic data (2010 Census data and even more recent American Community Survey data), current building permit data, current public works mapping and data, and State, Federal and Regional data resources and agencies.

The 2017 Town Plan meets the following goals statement of 24 VSA § 4302:

“All plans and regulations prepared under the authority of this chapter shall be based upon surveys of existing conditions and probable future trends, and shall be made in the light of present and future growth and requirements, and with reasonable consideration, for the landowner, to topography, to needs and trends of the municipality, the region and the State, to the character of each area and to its peculiar suitability for particular uses in relationship to surrounding areas, and with a view to conserving the value of buildings.”

# Middlebury 2017 Town Plan

Proposed Draft: August 3, 2017

Adopted X/X/XXXX



# Inside the 2017 Draft Plan

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Cover: Painting by Prindle Wissler

# I. Context

## 1. Middlebury's Planning Process

The Middlebury Select Board has adopted this Town Plan based upon work performed by Middlebury's Planning Commission. The Commission is comprised of 7 volunteers, appointed by the Select Board, and is supported by the Town Planning Office staff. The 2017 Town Plan builds on the work of past plans, surveys and community forums, with ongoing support from the Town's staff and officials. For the past five years since the 2012 update, we have worked to educate ourselves about current planning practices and trends, to understand the issues and values that are most important to this community, and to develop policies and strategies that best serve the interests of our community.

We have learned that people in Middlebury are strongly interested in preserving the character of our community and promoting an environment where we can build positive relationships with each other. We heard from many people that they are concerned about the economy and the cost of living in our town. We learned that people are thoughtful about the many changes we face as a community, and they want to ensure that our town is prepared to endure and thrive into the future.

### Purpose of the Plan

This Plan is Middlebury's principal policy statement regarding development, conservation, and related public investments. It identifies what is important to the town, in terms of both our enduring policies as well as our new goals and directions. These goals and directions will be used to guide the community.

The plan seeks to:

1. Inform and enable the residents of Middlebury to have significant influence over the future of their community.
2. Affirm and establish goals, policies, and tasks that reflect the community's values.
3. Provide guidance for budget and capital investments taking into account a realistic financial capacity.
4. Present the basis for zoning & subdivision regulations and other Town bylaws.
5. Establish a practical implementation plan that delineates steps to be taken, priorities for action, and responsibilities for each task.

### What must be included in the Town Plan?

The VT Planning & Development Act, 24 VSA Chapter 117 §4387, requires that a local plan be updated at least every eight years and that a local plan:

- be consistent with Vermont statewide planning goals in Chapter 117, and be based on evaluation of trends in population, housing and patterns of growth, with consideration to the social and economic consequences of the plan;
- be developed through a public planning process;
- provide the basis for land development regulation and non-regulatory measures including community investment;
- have required elements, including:
  - objectives, policies and programs to guide growth, development, public services and facilities and to protect the environment;
  - a land use plan, providing for mapped resource conservation areas and development areas that are phased commensurate with necessary facilities and services;
  - a housing, transportation, energy, economic development, educational, facilities and utility plans; and
  - an implementation program with achievable, measurable objectives and assigned tasks.

### **Who has the authority to adopt it and what is its relationship to Regional and State planning?**

By Statute, the Planning Commission proposes the Plan and, through a public hearing process, it is transmitted to the Select Board, which ultimately adopts the Plan on behalf of the Town. The Addison County Regional Planning Commission reviews the plan and acts to approve a local plan based on consistency with Statutory planning goals, and compatibility with the Regional Plan and the other approved town plans of the region [24 VSA 4350(b)]. Thereafter, Middlebury's Plan has legal standing in State and Federal regulatory proceedings and State, Regional and other neighboring community plans must thereafter be compatible with our approved Middlebury Town Plan, giving it important legal status.

### **Middlebury planning – an historic context**

This is the eighth generation of comprehensive Middlebury plans since the 1972 adoption of the Town Charter by voters and by the Legislature.

Prior to the Charter, which merged Middlebury Village and Town, there were plans for the Village dating back to 1963. The 1963 "MEND" [Middlebury Effort for a New Downtown], with the best of intentions for improving downtown vitality, called for replacement of the Battell Block and Marble Works and many downtown landmarks. Fortunately these historic elements were instead rehabilitated and today are valued and critical to Middlebury's downtown character and attractiveness. We have learned to respect our history and invest more wisely in restoration and adaptive re-use.

Middlebury's planning, however, has much deeper historic roots. One could say the first town plan was when the town was originally chartered in 1761. That layout of lots was loosely followed, but the town center is now in a different location than where it was originally envisioned due to waterpower and mill development around the falls and the investment decisions of the Town's early leaders. Early policies requiring mill sites to be developed or else forfeited and laws taxing farmers for mill development were effective if not brutal early planning and economic development programs.

For most of our history since then, landowners did as they wished with their property. They also, however, cooperated with each other when their efforts would achieve some common good. Our oldest community tradition is that of balancing private property rights and public good, of aiming for community betterment through civil discourse and decision-making.

In 2011, Middlebury celebrated its 250<sup>th</sup> anniversary of the signing of the 1761 charter. With the 2017 Plan, Middlebury continues to look forward, mindful of the long view.

## **2. Survey and Public Input, Forums and Plan Adoption**

### **Survey and Forums**

The Planning Commission distributed a survey, "What Makes Middlebury Rock?" in November of 2009. Over 475 people responded to questions regarding what they valued about Middlebury, what they would change about Middlebury, and what Middlebury's greatest opportunities and challenges are. The feedback from those surveys was thoughtful and insightful and has been considered throughout the development of the plan. Five major themes emerged. People were concerned about the following themes, and how the Town would address them:

#### **Trends**

Recognize, respond to and take advantage of trends, future challenges and possibilities;

#### **Affordability**

Ensure all socioeconomic groups can live here;

#### **Sustainability**

Ensure that our community is economically, environmentally and socially healthy and resilient;

#### **Community Character**

Define, preserve and enhance what makes us unique; and,

#### **Social Interaction**

Create opportunities for people to gather, exchange ideas and build relationships.

In 2009, we also held a series of televised forums to gather information on energy, education, natural resources, housing, local economy, transportation, town public works

investments, and cultural, scenic and historical preservation. State and local experts gave input on these topics and on the five themes. The public, officials and agencies, the media and Middlebury College representatives were asked to participate in all sessions and were invited to ask questions and offer comments.

### **Plan Development & Review**

The 2017 Town Plan is an update, which builds upon the work of previous town plans. The 2012 Town Plan utilized input from the community surveys and the forums, and is organized around the five themes that emerged from that public process and was vetted through an extensive public process. The 2017 Town Plan seeks to preserve that basic framework, and we have updated the data and trends in each section to be reflective of 2017. We are currently gearing up to perform another robust public input process and Town Plan rewrite during this next town plan cycle.

### **Plan Adoption**

The final draft was formally reviewed at public hearings by the Planning Commission on \_\_\_\_\_ and then by the Select Board on \_\_\_\_\_.

The Plan was officially adopted by the Middlebury Select Board on \_\_\_\_\_, 2012.

Insert new PC Photo

Seated (L-R): Planning Commission Chair Nancy Malcolm, Barbara Saunders (PC), Sarah Peluso (PC). Standing L-R: Steve Terry (PC), Chris Robbins (PC), Sam Ostrow(PC), John Anderson (PC) and Staff: Jennifer Murray (Town Planner) and Victor Sinadinoski (DRB Administrator).

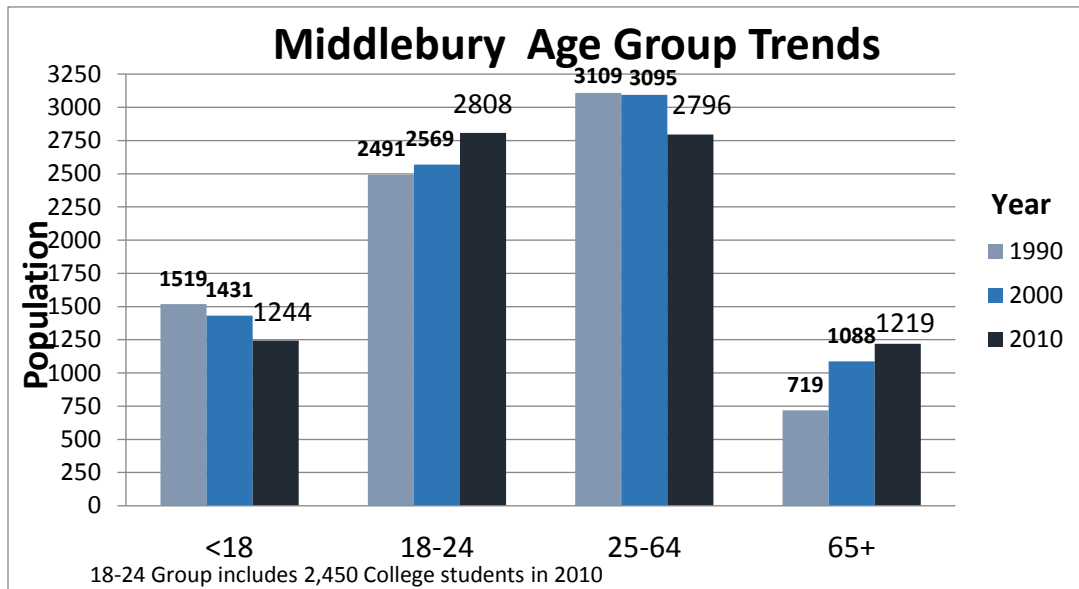
## **3. Middlebury Population Trends**

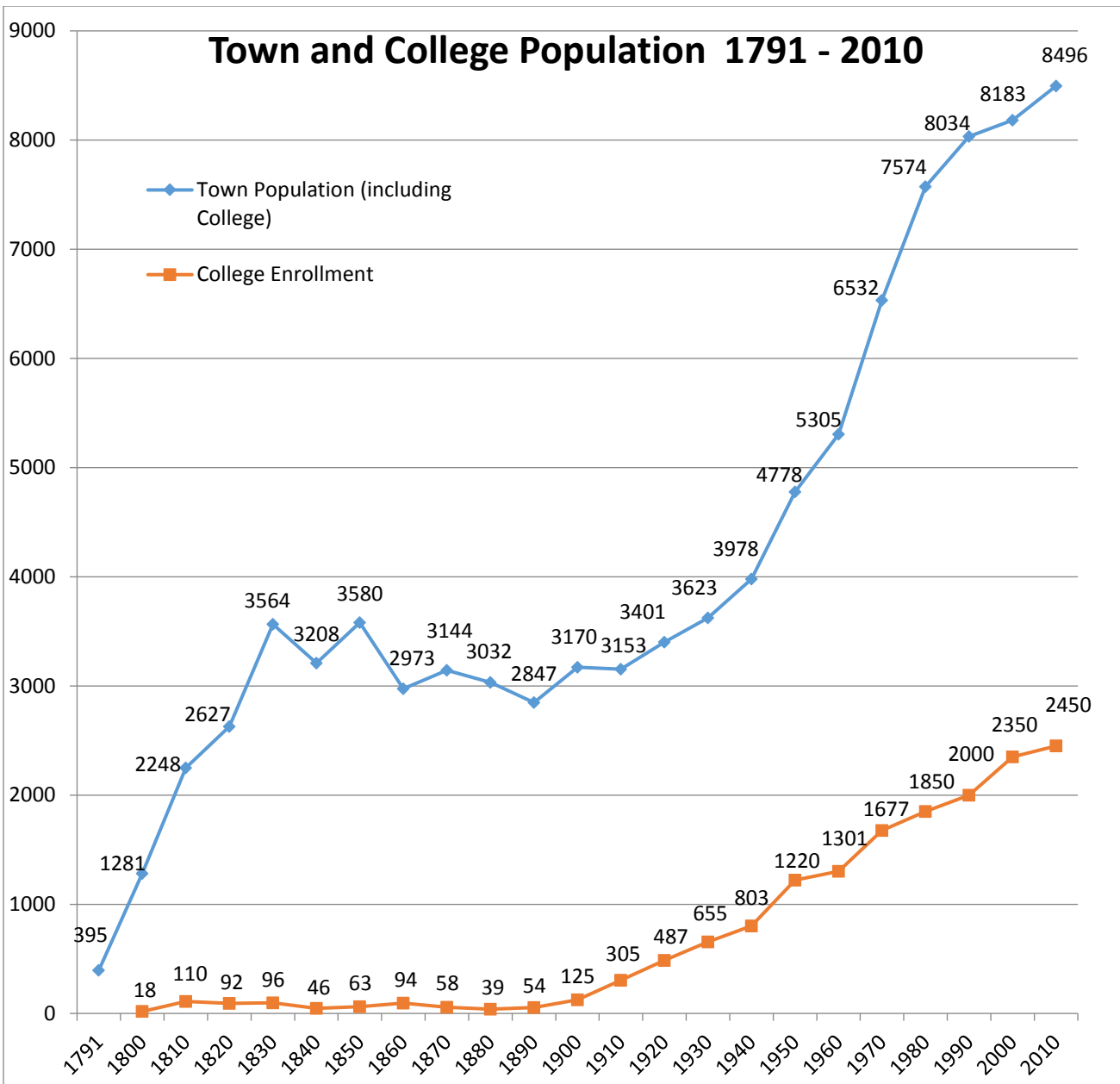
Middlebury grew significantly during the 1960's through the 80's, and at a generally more moderate rate in recent years. During the 1980's, 447 dwelling units were added (including houses, apartment units, condominiums, modular homes etc.). During the 1990's the growth was 124 units and in the 2000-2010 decade, 263 units. The most recent population increases included additional college students and the development of two large residential developments, South Village and South Ridge.

Today we have approximately 8,500 people including 2,450 Middlebury College students. Over the next ten years we project a continued modest growth rate. Extrapolating current demographic trends of gradually reducing household size, this Plan anticipates, by 2020, about 300 more people to be living here. College enrollment is not planned to expand, but could slowly rise - as the graph below shows it has done over history.

We plan for a similar continued growth rate, sustainable and commensurate with managing the cost of public services. Under the same principles we also foresee modest growth in visitors to Middlebury, more people joining our annual festivals, more people supporting our downtown businesses, and, hopefully, a few more children in our schools.

Although college students in our community help us maintain a youthful 'average age' compared to other Vermont towns, we also know that our senior population will continue to grow from the aging baby boom and national social demographic changes.





The above graph shows in blue the total Middlebury population growth, including College students. The population grew rapidly in the Town's early years, from the first US census in 1791, until about 1830 -- and then fluctuated or stayed roughly level for over 110 years, until the end of World War II. Between the 1940's, and 1960 there was substantial growth -- and a more modest steady growth since 1970, to the 2010 census of 8,496.

The College enrollment, shown in red, started with 18 students in its founding year (1800) and stayed below 100 until the late 1800's. Since then enrollment has grown steadily to a 2010 level of 2,450 students.

## **II. Plan Elements and Policies**

### **1. General Goals and Themes**

Middlebury will strike a balance between embracing growth and change while steadfastly preserving the Town's unique historical, cultural, and natural assets. We will use these assets to build a sustainable economy and culture, maintain our quality of life, and ensure the long-term vitality of our community.

Based on the community input, five broad goals guide this plan:

#### **Trends.**

Recognize, respond to and take advantage of future challenges and possibilities.

#### **Affordability.**

Ensure all socioeconomic groups can live here.

#### **Sustainability.**

Ensure that our community is economically, environmentally and socially healthy and resilient.

#### **Community Character.**

Define, preserve and enhance what makes us unique.

#### **Social Interaction.**

Create opportunities for people to gather, exchange ideas and build relationships.

## 2. HISTORIC DEVELOPMENT OF MIDDLEBURY

Middlebury's history is one of its most important assets.

The product of a long and, at points, nationally significant history, Middlebury is a unique and special place. It has a wealth of historic resources that range from examples of virtually every building style in New England architecture since the Revolution, to one of the nation's rare double covered bridges, another bridge based on the Ponte Sant'Angelo in Rome, the birthplaces of important industries and inventions, landmarks in the history of American education, an antigravity stone, and the grave of an ancient Egyptian prince. As importantly, these features exist in a town fabric where the whole is at least the equal of its parts.

Middlebury's history pervades its built landscape in a readable fashion. This evident history provides a potent sense of identity that strengthens our community, enhances our quality of life, and attracts visitors, some of whom remain here. As we go forward, respecting and protecting Middlebury's historic and cultural resources is critical to our community's vitality. They provide the foundation for planning in the 21st Century.

### Our Past

Middlebury was chartered in 1761 as one of the Hampshire Grants, along with the towns of New Haven, Salisbury, and Cornwall, to a group of proprietors based in Salisbury, CT. According to the charter, it was to be six miles square, extending from the Green Mountains on the east to Otter Creek on the west, New Haven on the north to Salisbury on the south. Boundary adjustments in the 1780s shifted the north and south lines of the town northward, and in 1796 involved the annexation of a contiguous piece of Cornwall to the west and the relinquishment to Ripton of some eastern lands in the mountains. The prime alluvial farmlands – along what is now Three Mile Bridge Road – were home to early settlers like Gamaliel Painter and John Chipman, giving rise to the rural district known as Farmingdale.

The town was originally designed to have a village center composed of one-acre house lots located near the present day intersection of Quarry Road and Foote Street, surrounded by 100 acre farm lots. However, in spite of this intention, more concentrated settlement occurred at centers of water power, forming the linear mill village of East Middlebury, where the Middlebury River left the mountains, and the radial mill village of downtown Middlebury, adjacent to Middlebury Falls. These falls provided one of the most reliable sources of power in the region, fed by the wetlands of Otter Creek to the south. Just above the falls, near today's Cross Street Bridge, was a safe fording spot, which drew the first road from the west (the Cornwall Road, now VT Rte 125), creating a linkage with the first major north-south route through the village, which ran parallel to the creek and then followed the alignment of present-day North and South Pleasant Streets.

The concentration of milling at the falls and the bridge built above them became a major regional destination. This hub gave rise to the basic radial pattern that shapes our village. Three of these roads were used as turnpikes and stagecoach routes: the Center turnpike to Boston (Court St/Rte 125); the Waltham Turnpike to Montreal (Seymour St/ Pulp Mill Bridge); and South Main Street to Troy (Rte 30).

Community greens served as collecting points for these roads on both sides of the Creek, and commerce became concentrated in between, on Main Street and Merchants Row. Public buildings and the homes of prominent citizens surrounded the greens, and additional residential construction followed the radials as they stretched toward the rural areas of town. As Middlebury Village filled out, major buildings and monuments were placed purposefully at strategic visual locations in the street network. For example, the Congregational Church replaced a tavern to serve as the focus for Main Street, the old Town Hall (Town Hall Theater) replaced a grand house to focus the attention of travelers entering the green from the north, and St. Mary's Catholic Church tower was built in alignment with College Street. Movement through the village was from one landmark to another.

The Middlebury College campus, in an elevated location at the western edge of the village, filled the wedge between South Main and College Streets. Similarly, in the 20th Century, residential neighborhoods filled in the wedges between the historic radials with loops and cul-de-sacs (e.g. Chipman Park, Green Mountain Place, Gorham Lane, Buttolph Acres).

In 1849, the railroad cut through the center of the village. It encouraged the development of an industrial/service district north of the village center. As various functions (e.g. schools, playing fields, commercial structures, and parking) demanded more space than was available in the compact village center, and as private vehicles enhanced mobility, commercial and residential developments moved beyond the village boundaries. Given the physical impediment of Chipman Hill along Route 7 north of the village, commercial construction tended to follow the Rte. 7 corridor south of the village, toward East Middlebury. Today we can be pleased that we retain many historic buildings and our compact town center sits in an area with broad and scenic views to the mountains and working fields beyond. Respect and concern for Middlebury's historic and cultural resources are critical to our community's vitality and character. Our intact historic character stimulates tourism, and it is recognized as a crucial asset to Middlebury College. Scenic elements of the village and its landmarks are further described on pp. 31. Maps of the Historic Districts, landmarks and historic contributing buildings are in the appendix to the zoning regulations.

### Archaeology

Vermont's archaeological sites comprise a fragile, complex and irreplaceable record of past human activities. Given its strategic location at a waterpower source and crossing point on Otter Creek and its long history, Middlebury has considerable potential for archaeological discovery that can serve as an important source of information on the region's past. It is important to identify and catalog these sites as our community grows.

The Vermont Division for Historic Preservation has developed a highly accurate predictive model that can assist the town in identifying ~~such~~ archaeologically sensitive areas. Of particular sensitivity in Middlebury are the entire floodplains of Otter Creek and the Middlebury River, including adjacent terraces or knolls. Also of significance, though not well documented, are cultural landscape features, including stone walls, foundations and cellar holes, quarry and mill sites, and old road beds. Such features should be documented, incorporated into subdivision and site design, and protected where appropriate.

When development or excavation is proposed within highly sensitive areas, the State Archaeologist should be notified early in the planning process. In many cases, voluntary site avoidance or a minor adjustment of plans is all that is required and site protection need not unnecessarily stall or deter construction projects. With advance notice, significant findings can be catalogued, interpreted and, where appropriate, preserved without undue delay to or burden on the landowner.

## TRENDS

Middlebury has a tradition of responding to historic preservation needs.

The number of intact historic sites and buildings in our town demonstrate that we have ably responded to many historic preservation challenges. One of our biggest challenges is to recognize and value the many small details that sustain the historic character of our community and not lose these valuable historic resources. Examples of well-done historic preservation projects include the Town Hall Theater, Beckwith Block, John Warren House (Folklife Center), Marbleworks Offices, Gas House, Train Depot, Congregational Church, and St. Stephens Church.

## AFFORDABILITY

Historical Preservation is an investment in our future.

Maintaining historic sites and the historic character of our neighborhoods is a significant cost that actually pays off. Historical character is recognized as an economic driver that gives Middlebury an appealing identity as a community and makes it a significant destination within the state of Vermont.

Care must be taken when weighing the cost savings of improving energy efficiency and the costs of historic preservation. If performed without the oversight of a historic preservation architect, maintenance and energy upgrades can lead to the removal of original detailing, and replacement of historic doors, siding, porches and windows, often altering the essential historic character of a building.

Incentives exist that can make historic preservation more affordable. The Vermont Division for Historic Preservation (VDHP) currently makes state and federal tax credits available once per year on a competitive basis to assist with restoration and renovation costs of certain historic buildings within our designated Downtown and Village Center areas. VDHP also offers support for the preservation of historic agricultural buildings. The Preservation Trust of Vermont offers grants to assist with conservation assessments for historic structures, and Efficiency Vermont offers rebates for energy audits and upgrades to older structures. A summary of these programs can be viewed at <http://accd.vermont.gov/historic-preservation/funding/historic-preservation-grants>.

## SUSTAINABILITY

Preservation is a green building strategy.

Historic buildings are recognized as having so much embodied energy that even the most efficient replacement structure will take decades to compensate for the loss of the original before they can show a sustainability gain. Many historic structures have been and continue to be adapted for new uses. The Vermont Division for Historic Preservation and a growing number of preservation architects and builders can provide information on upgrading and restoring historic properties, and substantial energy upgrades are available for historic structures that will not materially affect their appearance, damage their fabric, or require expensive replacement of features.

## COMMUNITY CHARACTER

Our built environment is highly valued, yet can be subtly eroded.

What makes Middlebury unique are the details of construction and architecture as well as larger neighborhood patterns of streets and houses.

For infill development, the design of any new structure or addition should fit the existing character of the historic neighborhood in which it is to be located. This includes various elements of style such as massing, window patterns, cornice height, and construction materials. This plan supports architecture

that is designed to fit within the character of Middlebury as described by this Plan, and does not support standardized trade-marked or corporate prototypes. The proximity of other poorly designed sites and structures shall not justify the replication of unsatisfactory design elements in new construction.

For neighborhood development, the design should replicate the character of existing neighborhoods in Middlebury, described as follows. An essential element defining the character of Middlebury's designated downtown and residential neighborhood areas is their human scale. Human scale is experienced when the built environment is relatively compact and richly detailed – particularly at heights that are within a person's reach. Wood-framing conventions before the advent of steel and concrete gave Middlebury common modules for structural spans and floor heights, signaled by such things as door and window openings, porches, and string courses, providing a means for people to measure themselves against buildings and for large and small buildings to relate to each other. Traditional patterns of streetlights and regular tree plantings importantly give streets a sense of containment and readable measure. Defined spaces and relatively short distances between buildings create a sense of community and walkability. New developments should incorporate a variety of architectural designs and include pedestrian amenities and linkages such as a central park or green, sidewalks, and trails. The planning department and design advisory committee can offer helpful pre-application assistance to help applicants develop designs that are in keeping with community character.

## **SOCIAL INTERACTION**

We have a history of strong community relationships.

Middlebury's historic buildings and sites form a network of facilities for us to interact with each other. Many of these buildings, especially in the two villages, either are public facilities or are open to the public and also define small landscaped areas that act as outdoor gathering places for everyone to enjoy. All of these host both formal and informal events. Our care for these facilities are also a glue that binds many of us together, either through formal clubs and organizations or simply through our shared sense of place that these facilities inspire. The presence of these facilities is also a testament to many historic personal relationships between townspeople of the past who worked together to construct them.

### **Goals:**

- Inventory, protect and maintain historic assets in the Town of Middlebury
- Recognize historic resources and traditional settlement patterns in Middlebury as contributing to strong neighborhoods and community character

### **Strategy 2.1. Develop access to historic preservation resources**

#### **Actions:**

- 2.1.1. Enroll Middlebury as a Certified Local Government. Use CLG designation to access additional training and funding opportunities from State and Federal resources for preservation projects and public education.

### **Strategy 2.2. Actively promote the many benefits of historic preservation**

#### **Actions:**

- 2.2.1. Promote preservation as a sustainable strategy, given the embodied energy and materials in building stock. Prepare and distribute informational literature about methods for improving the energy efficiency of older buildings.
- 2.2.2. Provide better regulatory guidance on the standards for historic preservation and renovation of historic homes. Prepare and distribute informational literature about best practices for maintenance and rehabilitation of historic structures.
- 2.2.3. Increase the availability of information regarding potential funding sources and incentive programs (grants, tax credits) for historic preservation. Provide technical assistance with preparation of these applications.

**Strategy 2.3. Maintain historic resources as an important community asset**

**Actions:**

- 2.3.1. Protect and maintain buildings, greens, monuments and other infrastructure of historical significance as part of the capital planning process.
- 2.3.2. Create a mapped inventory of known archeological sites for use in DRB review.
- 2.3.3. Update the inventory of historically significant buildings and landmarks within the Town.
- 2.3.4. - Consider updating the historic district boundaries and regulatory standards relating to renovations, new development, and other items affecting the character of the district such as signage and outdoor displays.
- 2.3.5. Encourage adaptive reuse of historic structures, including changes to the zoning regulations and creation of locally-sponsored incentive programs.

**Strategy 2.4. Use historic and traditional patterns to inform new development**

**Actions:**

- 2.4.1. Continue to develop strategies to encourage traditional settlement patterns that concentrate development in areas targeted for denser development, surrounded by open space.
- 2.4.2. Assess current dimensional, parking/access, and fluvial erosion hazard regulations to ensure they promote compact development patterns in historic population centers, such as the designated downtown and East Middlebury designated village center.
- 2.4.3. Integrate new development with existing traditional neighborhoods by encouraging context-sensitive design consistent with this plan.
- 2.4.4. Consider a design overlay for downtown and other neighborhood areas, to provide continuity of appropriate building massing, scale, materials, and architectural features with other neighborhood areas.

# 3. NATURAL AND SCENIC RESOURCES

Our natural resources are the foundation of a diverse economy and healthy environment that supports a high quality of life.

The settlement and subsequent development of Middlebury is grounded in our rich natural resources. Blessed with abundant water, forests, agricultural lands and valuable geologic deposits, our natural resources are the foundation of a diverse economy and healthy environment that supports a high quality of life. Protecting and conserving our natural resources is integral to maintaining and enhancing Middlebury's community character.

## Air Quality

Our community has excellent air quality, but some types of pollutants are a concern. Monitoring by the Vermont Agency of Natural Resources (VANR) indicate that key pollutants in Middlebury are well below the maximum acceptable thresholds - including ozone, sulfur dioxide, carbon monoxide, nitrous oxides, lead, and particulate matter. Volatile organic compounds such as benzene and formaldehyde, however, have been found by VANR to be above state air quality standards. These pollutants are caused by combustion processes such as automobile engines and wood burning.

## Geology and Soils

Our diverse natural resources are the result of Middlebury's position straddling the Champlain Valley Lowlands to the west side and the Green Mountain Ridge to the east. The Green Mountains are dominated by glacial till and bedrock geology with very steep slopes. The Champlain Valley is comprised of clay and sand deposits from ancient Lake Vermont. Most of the agricultural lands are composed of silt and clay deposits, that can be impermeable and problematic for on-site sewage disposal, but they are also fertile and some are classified as prime agricultural soils. (See map in appendix).

## Ground Water and Aquifers

The amount and quality of ground water is of great importance because it is the sole source of water for drinking and fire protection. Private wells vary as to quantity and quality in much of Middlebury, but the thick deposit of sand and gravel along the east side of town provides a very reliable source for our municipal and fire district water systems. This area absorbs rainfall and snowmelt at its surface and collects runoff from the Green Mountains. Middlebury pumps water out of this aquifer from two properties, Palmer Springs and a site northeast of Dow Pond. Fire District #1, East Middlebury has a separate water system managed by its Prudential Committee. This water system is served by two separate sand and gravel wells. The primary well (Well #2) is located behind the Middlebury Beef Supply and the reserve well (Well #1) is located near the Methodist Church in the center of East Middlebury.

The aquifer recharge area (map in Section 3) is mostly in a Forest zoning district that is designed to protect the fragile soils and the aquifer recharge functions of this area. About 75% of the aquifer recharge area is in Federal ownership as part of the Green Mountain National Forest. The remainder is made up of private commercial timber lands and the local sand/gravel/concrete operations of J.P. Carrara & Sons. The capacity of the aquifer to supply drinking water poses no limit to the development of the town in the foreseeable future.

There are a few portions of the aquifer recharge area that are outside the Forest zone and on which limited development has taken place. The densities of such development are at or below that recommended in the aquifer study. The Town must maintain regulations over activities that could potentially affect the water supply and monitor the developed areas as well as forest land uses and sand and gravel and concrete operations within the recharge area.

A 1980 aquifer study and subsequent wellhead protection studies determined that the most significant threat to the aquifer was the agricultural pesticide and herbicide spraying operations that were formerly based at the Middlebury Airport. Monitoring wells have been established around the airport to detect any effect on the wells at Palmer Springs. The Town wells north of Dow Pond are a greater distance from the airport and are less at risk.

The Fire District #1, East Middlebury system draws water from a semi-confined aquifer with its recharge area located along the western slopes of the mountains. A majority of this recharge area is elevated woodlands and relatively remote National Forest. The Well-Head Protection (WHP) area that delineates the Fire District #1, East Middlebury's Source Protection Area is current. Potential sources of contamination range from onsite septic, agricultural practices, previous petroleum fuel releases, and other hazardous material leaks.

### Rivers and Streams

Our town is located within the Otter Creek Watershed of the Lake Champlain Basin. The Middlebury River is a major tributary which runs from Ripton through East Middlebury and into the Otter Creek in the southwest corner of the town. It sustains an outstanding natural brook trout fishery and is also stocked. Numerous other smaller tributaries flow directly into Otter Creek. Surface water in the northeast quarter of the town predominantly flows into the New Haven River through a number of small tributaries. The largest of these is the Muddy Branch.

The rivers and streams in Middlebury range from relatively pristine to significantly modified by human activity. Although there are some upland headwaters designated as Class A waters (the cleanest), the vast majority of streams in Middlebury are Class B. The State restricts discharges into Class B waters and maintains water quality standards so they will be suitable for drinking (with treatment) and safe for swimming, fishing, and other uses. A Class C mixing zone is designated for the one-mile section of the Otter Creek downstream from the Middlebury wastewater treatment plant. With this facility's high level of wastewater and sludge treatment, there has been a substantial improvement in Otter Creek's water quality, particularly in the removal of nutrients.

### Flooding and Floodplains

There are extensive flood plains in the southwestern portion of Middlebury. These flood plains have been mapped by the Federal Emergency Management Agency, and the Town participates in the National Flood Insurance Program (NFIP). This makes flood insurance and flood disaster assistance available, as long as the Town manages these flood hazard areas through zoning to prevent future building or development. All Middlebury waterways are capable of flooding that can cause damages from both inundation and erosion; however, the relationship between the Middlebury River and East Middlebury Village is of particular concern.

Located on an alluvial fan, the Middlebury River in East Middlebury is a naturally dynamic stretch of river. As the river leaves the steep gorge and enters the flatter valley, it would naturally meander across the whole valley. Pushed south and historically channelized, bermed and confined by development, it erodes stream banks, infrastructure and periodically causes flood damages (see appendix). The levee constructed in 1989 along Ossie Road is not an engineered flood protection device, and may not provide adequate long-term protection against recurring erosion and deposition as the river seeks a stable, width, depth, slope and sinuosity.

A Stream Geomorphic Assessment (SGA) has been completed for the main stem and middle branch of the Middlebury River. This work includes a River Corridor Conservation Plan and identification of a Fluvial Erosion Hazard (FEH) area. The Corridor Plan makes long term recommendations to reduce infrastructure maintenance costs and improve water quality and should be implemented over time. Adoption of the FEH overlay zone will prevent further encroachment into the flood and erosion hazard area, which is critical to public safety and long term river management. These mapping and protection measures are an effort to mitigate losses from future flooding but are not a guarantee against future damages.

The history and nature of flooding along Otter Creek suggest that the potential for flood damage along its banks may be less than along the Middlebury River, although the buildings and infrastructure in downtown Middlebury are still

at risk. The extensive floodplains upstream of Middlebury hold large amounts of water during flooding and reduce the risks in town. Continued floodplain access is critical to prevent flooding in Town.

A map of flood hazard areas is in Section 3 and a history of flood events in the area is provided in the appendix.

### Wetlands

Wetlands are areas that are inundated by surface or ground water with a frequency sufficient to support vegetation or aquatic life that depend on saturated or seasonally saturated soil conditions for growth and reproduction. Wetlands take diverse forms such as marshes, swamps, sloughs, potholes, fens, river and lake overflows, mud flats, bogs, and ponds. They are important for floodwater storage, aquifer recharge, and filtration of surface water and groundwater. Wetlands provide habitat for many plants and animals, provide many scenic vistas, and recreational and research opportunities. Wet meadows that are upland of surface water can retain and cleanse agricultural runoff.

A portion of the Cornwall Swamp, perhaps the most significant wetland in the State, is located in Middlebury. This vast wetland system includes a mix of forested and agricultural land and accommodates important wildlife corridors, grazing and nesting grounds for a variety of species, significant fisheries, and even staging areas for flocks of snow geese in migration. Smaller wetlands also serve important environmental purposes and may have a special local significance since they are located close to where we live and work.

Human-induced wet areas resulting from road construction and land development may also be wetlands. The State of Vermont's Wetland Rules define any such areas as wetlands when they are seasonally saturated and display hydric soils and hydrophytic vegetation.

### Stormwater and Drainage

Pollutants and sediment from stormwater runoff can have significant negative impacts on our rivers, streams, and wetlands. While some of our drainage strategies can filter pollutants from stormwater, such as vegetated ditches, others such as catch basins and underground pipes do not. State and Federal stormwater regulations are applicable to new developments that construct over one acre of impermeable surfaces, but existing developed areas, such as the downtown and the College, need to be addressed by local initiatives, as do smaller new developments that fall under the regulated area.

Middlebury still has some combined storm drainage and sanitary sewer systems. Untreated sewage overflows into the Otter Creek and its tributaries during the largest storm events. The Town has separated major portions of these systems, successfully reducing direct wastewater discharges, however, during very wet conditions, the peak flow rate is greater than the 1.2 million gallons per day capacity of the treatment plant. Continued efforts are ongoing to address this problem.

In 2010 a Middlebury College student mapped impervious surfaces throughout the Town. This exercise includes the quarries and gravel pits and determined that 1,272 acres of land is developed or significantly altered by human uses. This represents 5% of the land area in Middlebury. A watershed that is 10% or more developed is considered to be hydrologically altered. The concentration of development around the Village area means that it is significantly more developed and requires more attention to stormwater runoff. Drainage structures such as vegetated ditches, storm water treatment ponds, detention/treatment basins, constructed wetlands and rain gardens can treat stormwater and reduce discharge rates. Stormwater detention will also provide a measure of flood control.

Public works maintenance policies should address the need for natural filtration and water quality enhancement, and vegetated storm water drainage ways and detention areas within the developed areas of the Town must be planned.

### Biological Diversity & Natural Communities

Middlebury is home to many hundreds of species of plants and animals, as well as to dozens of different natural community types, all of which contribute to the natural character of the area. While some of these species and communities are well represented in the Town, such as raccoons, blue jays, and northern hardwood forests, others are known to be less abundant and, therefore, of potential conservation concern. For example, an important habitat site for the Indiana Bat has been identified in the area of Wainright Hill, off Shard Villa Road, which should be protected from development.

Many species require particular habitats in which to live. Using aerial photographs and ground surveys, wildlife biologists have mapped deer wintering areas and have determined that, in general, the mountainous areas in the eastern portion of Middlebury are important black bear habitat.

Because the distribution of other wildlife species is poorly known, ecologists have moved toward using Natural Community Type mapping to inventory and assess available habitat. Natural Community types are based upon the underlying soil characteristics and the assumption that if they are in natural vegetation or were allowed to grow back to it, these areas are or would become the natural community types. These include habitats for many species of birds, reptiles, amphibians, and non-game mammals. Middlebury currently has an updated map of existing natural community types that should be used as the basis for further study to identify “necessary wildlife habitat and rare and irreplaceable natural areas” for the purposes of Town and Act 250 development review. The Vermont Non-game and Natural Heritage Program has drawn up a preliminary inventory of the species and natural communities in Middlebury that have been listed by either the State or the federal government as being rare, threatened or endangered. Although some of these listed species are protected to some extent under either Vermont or Federal law, the presence and distribution of these species in the Town are generally not well known. In the past, efforts to locate these species have focused primarily along Otter Creek.

Some species found within Middlebury are exotic, having been brought here from other places where they are native. Exotics include many that cause serious problems by displacing native species and disrupting natural communities. Examples of exotic invasive species are: European starlings, Japanese knotweed, chervil, purple loosestrife, gypsy moth, and many organisms that cause diseases in trees.

#### Forest Resources

The natural history of Middlebury is based to a large degree on the predominance of forests. Our 10,000 acres of woodlands are northern hardwoods, particularly maple, beech and birch, with pockets of softwoods in colder areas and oaks in warmer areas. Most of this acreage is located in the area east of Route 116 and is comprised of a combination of Green Mountain National Forest and privately owned woodlots. Woodlands also make up important portions of many farms. The Town and Middlebury College own small but significant forest parcels, as well. Most of Middlebury’s forests are managed for multiple purposes including wildlife habitat maintenance, commercial forest product cultivation, and hunting and other recreational activities.

The Town’s forest lands are subject to varying degrees of management. Battell Woods, Chipman Hill and Means Woods are managed under specific trust restrictions. Wright Park is managed by a plan, written by the Middlebury Area Land Trust and adopted by the Select Board in 2004, which offers a good model for management of other Town lands.

In 2012, over 80% of the private forest lands east of Route 116 were enrolled in the State Use Value Tax Program, which provides property tax relief in exchange for active forest management. This program is important to the Town because it encourages maintenance of forest lands while minimizing impacts to the Town’s tax base.

With the addition of Middlebury College’s Biomass Gasification Plant and the strong interest in developing more of this type of energy source, the Town and region must be vigilant in assessing impacts to other important forest values as well as the impact on those who already use wood to heat their homes.

#### Agriculture

Agricultural land and working farms dominate the rural landscape of Middlebury. Farming is a crucial component of the heritage, character and economy of the Town. A Land Evaluation and Site Assessment (LESA) Study completed in 1989 identified 8,865 acres in active agricultural use, including some 735 agricultural fields on a total of 114 separate properties. The LESA study identified 15 owner-operated farms that are wholly or partly in Middlebury. Although the number of dairy farms has decreased significantly in recent years, much of the agricultural land in Middlebury is still farmed, either by incorporation into larger farms or by rental. There has been some diversification from dairy including small beef, fallow deer, sheep, and vegetable farms. Two horse farms, a Christmas tree farm and an orchard are in operation. Future planning should include an update of the LESA study to better measure the changes occurring in agriculture and land use.

The cultural and economic strength of Middlebury is strongly rooted in agriculture. Regional agriculture supports a variety of related services, ranging from farm equipment dealers to feed supply, milk haulers, and veterinarians. The area's rural agricultural character is also a powerful draw for tourism. With the growing importance of locally produced food, protecting and conserving our agricultural lands and resources is critical.

Cabot's renovation and investment in the former Kraft cheese plant is an important facility supporting dairy farming. There are an increasing number of alternative and diversified operations, most notably the Foster Brothers Farms soil amendment (manure composting) business, VT Natural Agricultural Products.

Middlebury's zoning ordinances have supported agriculture by establishing an Agricultural Rural Zone, which includes our economically viable farm lands. The zoning ordinance includes a "right to farm" district where housing and other buildings must be sited to minimize unnecessary loss of agricultural use.

Middlebury has enacted a number of programs beyond zoning to support agriculture. In 1975 Middlebury began to provide agricultural property tax stabilization, one of the first such farm programs in the State. In 1985 Middlebury helped agricultural land owners take advantage of the new State Use Value Tax Program. At the same time, Middlebury established the Land Conservation Fund. The Fund is used to permanently preserve open space in key areas of our community by purchasing property or conservation easements. A portion of the fund's interest supports the Middlebury Area Land Trust (MALT). The Town actively supports and maintains the Land Conservation Fund. It has been financed by a one-cent tax rate approved by voters in early years, and recently by an agreement with the Battell Trust. Continued wise use of this fund and maintaining sustainable funding are essential to this Town Plan.

### Scenic Resources

Important to residents' and visitors' perceptions of Middlebury is its striking visual character. This is established by a number of particularly important vistas. For Middlebury Village these include views of the Congregational Church seen down the corridor of Main Street and set against the green backdrop of Chipman Hill; the falls and Otter Creek seen from the Battell Bridge, Frog Hollow, and the Marble Works; the iconic skyline of the College with the distinctive silhouettes of Old Stone Row and Chapel Row visible from Route 7 South, Route 125 west, and South Main Street; and the view up Merchants' Row to the soldier's monument, Town Hall Theater, and Painter House.

For the town there are the important broad vistas of the countryside. Middlebury sits in an enviably open working Champlain Valley landscape with views both to the nearby Green Mountains and to the distant Adirondacks. These vistas open dramatically as one moves outward from the compact fabric of the village along the radial roads. Particularly striking are the views afforded by Route 125 West, Route 30 South, South Street Extension, Route 7 South, Quarry Road, and Painter Road. Also of scenic importance are views of countryside along the face of the Green Mountains on Munger and Case Streets, in the Seeley District, and northbound on Route 7. Sweeping views of the Adirondacks from Route 7 North and South are also significant.

Our setting and vistas are also important to the quality and character of our recreational resources, which include the Otter Creek, Wright Park, Means and Battell Woods, the Trail Around Middlebury, and the Ralph Myhre Golf Course.

The relationship of our scenic setting to our villages and planned growth areas is critical to maintaining our quality of life. As the agricultural landscape changes and as development increases, the Town needs to take a more active role in scenic resource management. We must be sensitive to the visual impact of changes such as: large-scale solar; the loss of traditional agricultural buildings; scattered, low-density residential development; large new buildings and the impact of development on significant view corridors.

### Marble and Gravel Resources

There is a significant deposit of “soft marble” running through the central portion of Middlebury and there have been numerous small marble quarries over the years. OMYA, Inc. operates a large quarry east of Foote Street. Material from this quarry is processed at OMYA’s plant in Florence, 27 miles south, to make white pigments and calcium carbonate additives for products such as paint and paper and numerous consumer products. Marble extraction is planned for the Middlebury OMYA site for the next several decades.

Extensive gravel deposits lie along the eastern side of the town along Route 116. These resources are used for most of the local construction and road building. J.P. Carrara & Sons manufactures concrete and precast products that are delivered throughout the New England and New York area.

The location of the OMYA quarry does not affect the Town’s water supply aquifer; however, the gravel pits and related processing operations along Route 116 are in the aquifer recharge area and are close to the Town’s public water supply wells. Similarly, a sand and gravel extraction performed by J.P. Carrara & Sons has potential impact to the Fire District #1, East Middlebury water supply as an existing pit and expansion are located in the recharge area and Wellhead/ Source Protection Area. Mineral deposits in the Town are important to local businesses and the economy. The gravel operations are also important in these regards but are of particular concern due to the potential impact on the aquifer. Marble and gravel extraction as well as transportation of earth resources must be done in an environmentally safe way and regulated so as not to adversely affect neighborhoods.

### Land Cover Map

**TRENDS** We should continue to anticipate and respond to changes that affect our natural resources.

#### Air

- Thanks to the Clean Water Act and the Clean Air Act, Middlebury (and the entire State) is enjoying generally cleaner air and water over the past 45 years.
- Middlebury’s emissions of greenhouse gases are growing.

#### Water

- Increased frequency and volume of storm events, which may be the result of climate change, has resulted in an increase in erosion and sediment deposition in our surface waters.
- As the town develops, there is increased impermeable surface area from roofs, parking lots, and driveways, resulting in an altered hydrologic cycle.
- New stream buffer and shoreland protection legislation has changed the way Towns regulate water resources on the local level.

#### Land

- There is an increase in the abundance and diversity of wildlife statewide as agriculture declines and previously cultivated fields grow into shrub and forest land.
- At the same time, as land develops, contiguous areas of forest land are interrupted causing fragmentation of wildlife habitat and disruption of movement corridors.

- There is increasing use of the Trail Around Middlebury (TAM) and Middlebury's undeveloped parks and conserved lands.
- More residents are knowledgeable of and interested in natural resources.
- Individuals and institutions are seeking alternative sources of energy and the need for these must be balanced with other benefits accruing from these resources (eg. Biomass energy vs. forest ecosystem functions).
- There is increased interest in local agricultural products and diverse farm businesses.

### Scenic Resources

- Important vistas within the village are marred by the location of utility poles and lines.
- The division of farmland into small (1-5 acre) house lots is a trend that threatens the pastoral landscape and viewsheds.
- There has been incremental conversion of open land to commercial development along Route 7 between Middlebury and East Middlebury.
- Solar development poses a potential threat to the scenic character of our rural roads.

### AFFORDABILITY

Conservation pays for itself.

Land conservation can seem expensive; however, conserved lands improve our quality of life. Middlebury's high property taxes and the underfunding of the Current Use Program make it expensive for large landowners to hold land and for young farmers to purchase it. Scattered residential and commercial development increases the complexity and costs of road maintenance and school and public transportation, degrading air and water quality and contributing to the loss of wildlife habitat and productive land. Addressing stormwater issues pro-actively may prevent Middlebury from becoming subject to the MS-4 stormwater impaired permit process, saving money in the long term while improving water quality.

### SUSTAINABILITY

Responsible stewardship of our natural heritage today will ease changes brought on by climate and energy changes. Conservation of productive farmland and wildlife habitat will provide an insurance policy against climate change and changes brought by the declining availability of inexpensive oil. Our native flora and fauna depend upon an interconnected network of habitat areas to support all stages of their life history and to facilitate migration over the short and long term. In order to maintain and improve the quality of our surface waters, we need to insure that required setbacks are maintained and established for both developed land and cultivated land. Long term maintenance of the aquifer recharge areas must continue to be a priority for the Town in order to protect water quality for all residents. Middlebury's wetlands provide important habitat, filter runoff from developed areas before it enters surface waters and also provide visual access to many scenic vistas. Conserving Middlebury's scenic resources, particularly at the entrances to Middlebury, will help us continue to be an attractive destination for tourists and promote business.

### COMMUNITY CHARACTER

Our daily interaction with the natural world is integral to our community identity.

Middlebury's landscape and development patterns are highly influenced by a legacy of land conservation, beginning with Joseph Battell's bequeathing of Chipman Hill and Battell Woods to the Town, followed by Eleanor Means' gift of Means' Woods and, more recently, Will Jackson's gift of Wright Park to the Town and the Murdoch Family's gift of

Murdoch Woods near the Middle School. On the east side of town, these undeveloped public lands create an almost continuous wooded corridor. In addition to individual support of land conservation, the community commitment to the Land Conservation Fund indicates on-going support for the continued acquisition of important public lands.

- The Trail Around Middlebury (TAM) makes a walk in the woods accessible to many residents and employees of area businesses.
- The Otter Creek Falls is an icon in our downtown and the Middlebury River provides countless people respite from summer heat.
- Many residents hunt, fish, mountain bike, hike, swim and otherwise enjoy the outdoors in Middlebury.
- Middlebury is blessed with many open landscapes and spectacular views east and west.

## SOCIAL INTERACTION

Our landscape provides opportunities to interact with each other.

Many of us find ways to enjoy the nearby trails and parks in Middlebury, and more often than not we do this with each other either informally or with recreation clubs. The TAM and the 'Paddle Around Middlebury' provide easy access to the natural environment as well as opportunities for families and friends to spend time together. Our public parks such as Battell Woods, Chipman Hill, Means Woods, and Wright Park offer additional opportunities for experiencing the natural world.

### Goals:

- Maintain and improve the quality of life in Middlebury for people, plants and animals such that we ensure the long-term viability of our community
- Provide a buffer to climate and energy-related changes and improve our chances of successfully adapting to these changes
- Promote collaborative planning and partnerships to address natural resource concerns

### **Strategy 3.1. Design and maintain smart, low-impact infrastructure**

#### **Actions:**

- 3.1.1 Utilize stormwater BMPs for new and replacement infrastructure
- 3.1.2 Properly size road and sewer infrastructure to a minimum bankful width
- 3.1.3 Implement new state regs (Act 46) regarding ditching and road runoff
- 3.1.4 Support demonstration projects for rain gardens, bioswales, and other LID techniques
- 3.1.5 Create a proactive sidewalk and pedestrian path plan
- 3.1.6 Revise road and parking standards to minimize paved surfaces, to generate less runoff

### **Strategy 3.2. Limit the impacts of construction and land development on natural and scenic resources**

#### **Actions:**

- 3.2.1 Conduct planning to inventory and prioritize open space parcels in need of protection, such as an open space plan.

- 3.2.2 - Identify and prioritize important areas for conservation, such as wildlife and scenic corridors. Create an updated map based on the Natural Community Types map.
- 3.2.3 Utilize easements and clustered development to protect important lands
- 3.2.4 Continue to actively protect wetlands through enforcement of local and state regs regarding fill and maintenance of buffers adjacent to wetlands
- 3.2.5 Evaluate fluvial erosion hazard zoning.
- 3.2.6 Publicize and encourage smart growth principles, for example higher densities and smaller lot sizes, reduced parking requirements, neighborhood centers for mixed-use development, reduction of cul-de-sac and dead end streets.
- 3.2.7 Encourage developers, contractors, homeowners and the town public works dept. to install flowering plants, shrubs and trees that can be used as forage for pollinators.
- 3.2.9 Evaluate the existing wellhead protection plan, as well as opportunities for implementation.
- 3.2.10 Evaluate revising the zoning regulations to better correlate stream setbacks to stream size.
- 3.2.11 Encourage the use of erosion control measures on construction sites and other problem areas
- 3.2.12 Evaluate the standards for length and construction of driveways, and their impacts on forest fragmentation

### **Strategy 3.3 Encourage stewardship of natural resources**

#### **Actions:**

- 3.3.1 Encourage property owners to maintain their property in a wildlife- and water-friendly manner by providing information about backyard habitat and stormwater mitigation practices
- 3.3.2 Work with Middlebury Area Land Trust (MALT) and Middlebury Parks and Recreation Department to conduct public outreach about the benefits and availability of local recreation opportunities. Improve access to natural and scenic resources.
- 3.3.2 Improve and maintain the tree canopy in town, and find ways to engage the public in tree stewardship
- 3.3.3 Implement Act 46 with regard to small farms and other property owners.
- 3.3.4 Utilize the Town website to expand public awareness of natural resources issues affecting our Town
- 3.3.5 Work with MALT and other partners to implement programs to reduce invasive species. Implement an Emerald Ash Borer (EAB) preparedness plan.

### **Strategy 3.4 Provide ongoing financial support for land conservation**

#### **Actions:**

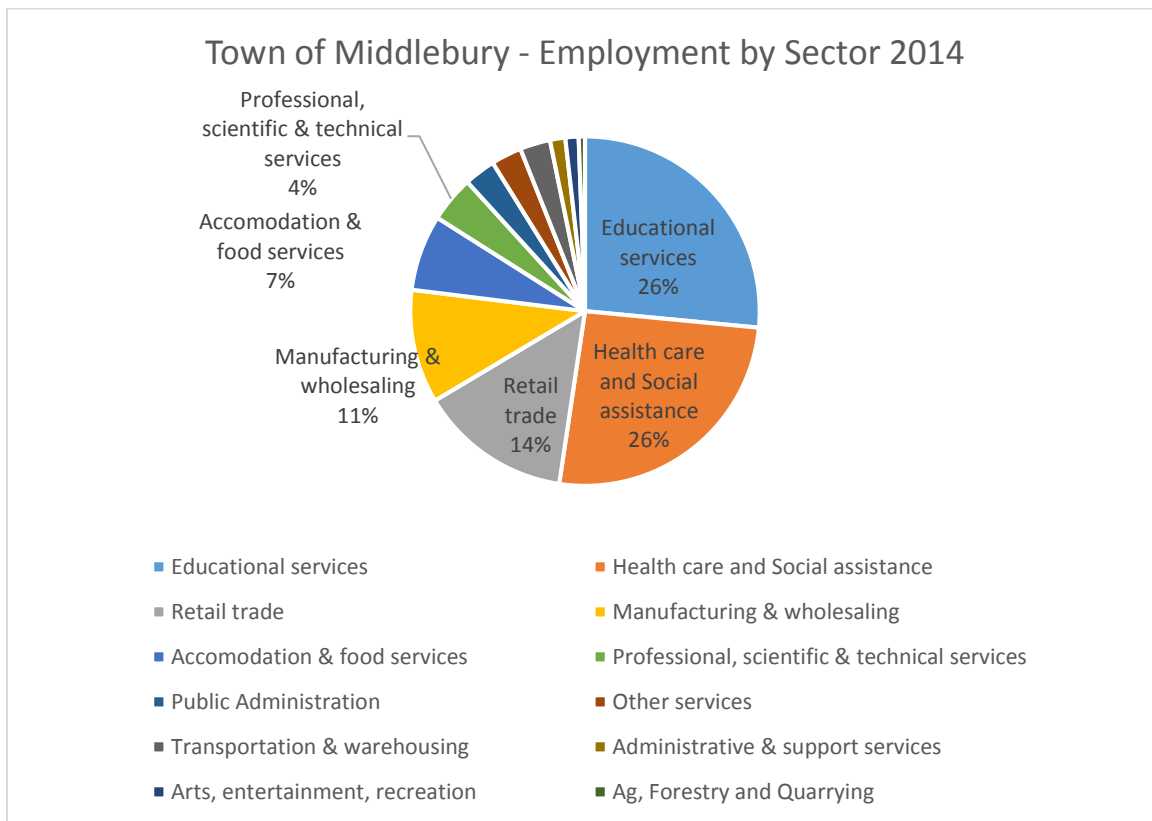
- 3.4.1 Continue to grow the Land Conservation Fund through annual allocations. Continue to support MALT or its successor through annual contributions from the Conservation Fund.
- 3.4.2 Support the working landscape by promoting enrollment in and full funding of the state's current use program.
- 3.4.3 Investigate the creation of a local fund to purchase and hold vulnerable properties until they can be conserved or developed properly.
- 3.4.4 Encourage the US Forest Service to purchase lands within the acquisition area (east of Rt. 116) by identifying specific parcels of undeveloped open land within the acquisition area and work with the landowners and USFS on long-term transfer to the Green Mountain National Forest

# 4. LOCAL ECONOMY

The Town of Middlebury is the county seat and the economic center for Addison County. As a shire town, Middlebury is home to many essential services for the surrounding area.

## ECONOMIC PROFILE

Census data indicates that Education, Health Care and Social Services comprise 52% of all of jobs in Middlebury. Retail and manufacturing comprise 25%. This ratio has remained unchanged from the last Town Plan update (2000). Agriculture, forestry and quarrying comprise a very small piece of the overall jobs reported in this survey (approximately 1%), but many of these jobs belong to self-employed or unpaid family workers, which may be underreported by this survey.



Source: 2014 American Community Survey, U.S. Census

### Middlebury is a regional destination for services and healthcare

Healthcare & social services provide 26% of the jobs in the Town Middlebury, reflecting Middlebury’s role as a shire town. Major employers in the healthcare sector include Porter Hospital and providers of housing and services geared toward the aging population. This plan supports the future growth of Porter Hospital. In the interest of creating a future medical complex that concentrates services one convenient location, this plan supports the concept of Porter Hospital expanding at their current location on South Street.

Retail, service commercial, professional services, auto dealerships and real estate agencies are concentrated in Middlebury and serve customers from outlying areas. Several state and local public agencies are located in Middlebury, including the County Sheriff and courthouse, Health Department, Department of Motor Vehicles, etc. As the county seat, Middlebury should be able to continue to rely on this type of baseline economic growth in the service and retail sectors. Our goal is to encourage this type of growth to occur in areas planned for development, and for that growth to add value to our community and compliment what is already here. Our regulations will continue to encourage good practices for siting and design of new commercial construction. This plan encourages the recruitment of Vermont-owned and locally-owned enterprises. Since the loss of the Ames department store, the community has asked for limited large commercial retail that could meet the demand for general goods and attract customers from the surrounding region. However, this store would ideally not compete with specialized locally-owned businesses. Commercial growth should be concentrated in and around: (1) the Exchange Street area, (2) Court Street (in keeping with the character of the historic district and surrounding residential uses), (3) within the commercial core near Court Street and River Road, and (4) along the Route 7 corridor south of town (taking care to limit curbcuts and minimize the appearance of sprawl). Significant master planning is needed for all these areas of town, with updates to the zoning map and regulations performed accordingly. An analysis needs to be made of where various uses best belong, and provisions should be included to allow flexibility in creating mixed use developments.

#### Education sector

Education is tied with Healthcare and social assistance as the two largest employment sectors in Middlebury. These employers play a large role in our local economy. Large employers in the education sector include Middlebury College, Addison County Supervisory Union (ACSU), Community College of Vermont (CCV) and various private schools and preschools. Middlebury College is a driver for an emerging technology and innovation sector, and this plan supports the efforts of the Middlebury Business Development Fund (MBDF) to encouraging entrepreneurial initiatives in this area. Several investors and business owners in Middlebury are Middlebury College graduates, and encouraging entrepreneurship helps to grow that critical mass.

Through its large Environmental Studies program and its commitment to sustainability, Middlebury College is a source of technical assistance and an economic driver for the local Agricultural economy. Locally-produced food is utilized in the dining hall, locally-produced biomass is used for heating, and students and professors have devoted time and effort to developing ideas ranging from creation of a regional food hub, to creation of small, portable anaerobic digesters to re-use methane generated on local farms as a source of renewable energy. College events such as the Middlebury Summer Language Program bring hundreds of summer visitors into the Town of Middlebury. A goal of this plan is to continue to work as a Town to invest in amenities that contribute to quality of life in our community. The types of smart, talented people who will be employed in the education and healthcare employment sectors are attracted to strong communities with a variety of amenities, including excellent childcare, high-quality locally-owned dining and shopping opportunities, parks and gathering places, cultural and community events, scenic and natural resources, and attractive neighborhoods with sidewalks and access to paths and trails.

Middlebury still is the breadbasket for industry and manufacturing in the Region

Manufacturing and wholesaling compose another large segment of Middlebury's local economy, employing approximately 11% of workers. These businesses are spread out across Town, and have some of the potential to negatively impact rural areas and scenic resources. Our goal is to continue to ensure that there is always an appropriate home for these types of uses, for example- Exchange Street and certain areas of Route 7 south. Future planning efforts should focus on finding ways to consolidate this type of development if possible. The goal of the zoning ordinance is to find ways to keep these uses, which serve a very important role in our local economy, from experiencing conflicts with other types of uses such as residential and general commercial uses (e.g. fitness centers, doctor's offices, restaurants, etc.) Master planning is needed for the Exchange Street area to segregate potentially conflicting uses along this corridor. Master planning is also needed to address present and future infrastructure needs along the Exchange Street corridor, and determine what improvements would be beneficial for the property owners in that area.

### Middlebury's Creative Economy

An essential aspect of Middlebury's character is that it represents a center for arts and culture, within a rural-agricultural setting. For its size, Middlebury enjoys an abundance of facilities, organizations, and creative talent. Cultural facilities include Middlebury College, the College's Center for the Arts and Middlebury College Museum of Art, Ilsley Public Library, the Henry Sheldon Museum of Vermont History, the Town Hall Theater, the Vermont Folklife Center, downtown restaurants and retailers, galleries, and our pedestrian-friendly streets and public parks. These play host to films, exhibitions, lectures, readings, classical instrumental and choral music, dance, jazz, folk, opera, professional and amateur theater, monthly Arts Walks, the annual summer Sheldon Pops Concert and Festival-on-the-Green, the Middlebury Maple Run (half-marathon), the Middlebury New Filmmakers Festival and the twice weekly farmer's markets. The Better Middlebury Partnership has earned state-wide recognition for their seasonal festivals: Vermont Chili Festival, Midd Summer Festival, Halloween Spooktacular, and A Very Merry Middlebury, each of which brings thousands of people to Middlebury. This rich collection of cultural resources and activities is enormously important to the quality of life in the town.

In 2007, Middlebury participated in the VT Council of Rural Development's Creative Economy process and embraced the concept that a strong cultural community will lead to a strong economic community. The result was the 2007 Middlebury Creative Economy Report, many recommendations from which have been implemented. Four priority topics identified through this process were: establish Middlebury as a pioneer in alternative energy production and management; make better use of the river; found a community creative economy umbrella association; and establish business incubator for entrepreneurs and creative individuals. (See appendix for link to Creative Economy report).

### Middlebury's Ag-Based and Natural Resources Economy

Middlebury has a variety of natural resources that contribute to growth in this sector of the economy, Quarries, the largest of which is the OMYA quarry, and Carrera cement products are located in Middlebury due to the gravel and limestone bedrock resources in our area. Middlebury has abundant and high quality water resources, which are attractive to beverage manufacturers like Vermont Hard Cider and Otter Creek Brewery. Manufacturers and distributors of forestry products, and farming operations are located in this area because of our forest and soil resources. There are a variety of secondary services associated with these primary economic drivers, such as transportation and

warehousing, manufacturing and equipment sales. Thus, the number of jobs created by the primary businesses in this sector are only a partial indication of the overall value of this sector to our local economy. This plan supports investments in secondary business ventures that can further support the Ag and Natural-resources based sector, either by providing a second source of income for some of these businesses or by creating better mechanisms for bringing their goods to market.

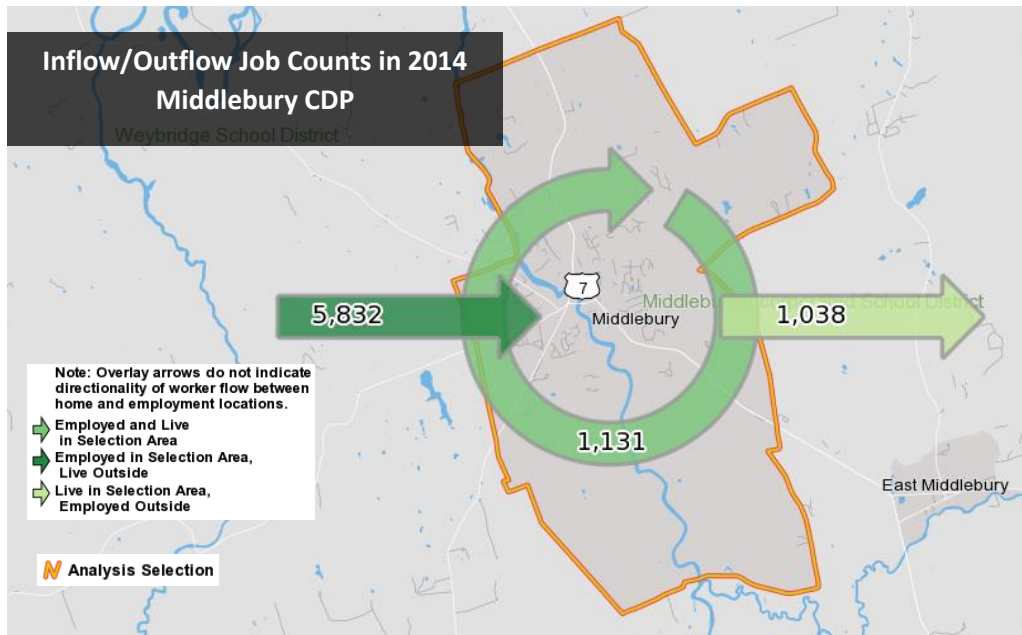
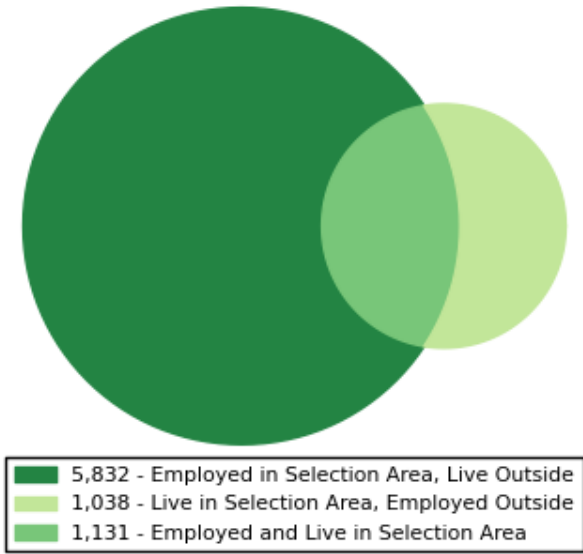
As a Town, this plan advocates for investment in the infrastructure that supports these types of businesses. On the most basic level, these are infrastructure investments such as maintenance of our water systems. It also means supporting the manufacture of value-added products, for example- turning berries into jam, apples into cider, manure into fertilizer and compost products- which can be exported for higher profit margins. Creation of value added goods also creates additional job and business opportunities and keeps more dollars within our town than straight export of the raw goods alone. The Town and Middlebury Business Development Fund should continue to participate in developing the infrastructure that producers can use for this purpose. For example, a food hub might provide cold storage and vegetable washing facilities, a commercial kitchen could allow producers to make jams, salsa and pickles to export outside the area, a USDA-inspected meat processing facility could allow a variety of smaller producers to package and sell meat products, an equipment cooperative might provide shared farm equipment to a group of small farmers, or a sawmill could allow foresters to produce their own lumber.

#### EMPLOYMENT AND WORKFORCE

Our goal is to provide a diversity of jobs that are close to home and pay a livable wage so that our community members can enjoy the rich amenities we have. We know that many workers and employers choose Middlebury because of the exceptional quality of life that can be had here. This includes great learning opportunities, beautiful landscapes, small town charm, and abundant opportunities to be socially and culturally active. Many economists support the notion that such lifestyle choices are a key economic driver for both workers and business owners, and our community is well positioned to compete in this arena. (See Natural and Scenic Resources Section 2.3, p. 31).

According to the US Census Bureau (2014), approximately half of all Middlebury residents (49.8%) work in Middlebury. The majority of Middlebury residents work within Addison County (61.40%), with the next highest percentile (13.8%) commuting to Chittenden County. According to the US Census (American Communities Surveys (ACS) 2014) approximately half of all Middlebury residents (49.8%) work in Middlebury and just over 60% of Middlebury residents work within Addison County. Middlebury residents have an average commute time of 12.9 minutes, with 7.2% working outside Addison County. As a whole, Addison County residents commute an average of 24 minutes, with 27.2% reporting that they work outside Addison County. (ACS 2015)

### Inflow/Outflow Job Counts in 2014



Employment Characteristics for the employed civilian population 16+ years of age residing in the Town of Middlebury

Employment type	Percentage
Employees of private companies	49.9%
Private non-profit worker	24.7%
Self-employed or unpaid family worker	16.7%
Local, State or Federal government workers	8.7%

Source: 2015 American Community Survey, U.S. Census

## Unemployment

According to the Vermont Department of Labor and US Bureau of Land Statistics, Addison County is dominated by the “Middlebury Labor Market Area” (LMA), which includes the towns of Addison, Benson, Brandon, Bridport, Bristol, Cornwall, Fair Haven, Goshen, Leicester, Middlebury, New Haven, Orwell, Panton, Ripton, Salisbury, Shoreham, Sudbury, Waltham, West Haven, Weybridge, and Whiting. Employment data shows that the Middlebury LMA is performing favorably compared to the State and region as a whole. The Table below shows that unemployment rate for the Middlebury LMA has steadily declined since 2011.

<b>Net Seasonally-Adjusted Employment Data (Annual Averages)</b>			
<b>2015 VT Dept. of Labor</b>			
	Middlebury Labor Market Area	Rutland Labor Market Area	State of Vermont
Labor Force	18,350	22,000	347,900
Employment	17,650	21,000	334,050
Unemployment	700	1,000	13,850
Rate	3.8%	4.5%	4.0%

<b>Net Seasonally-Adjusted Employment Data</b>						
<b>Middlebury Labor Market Area (Annual Averages)</b>						
<b>VT Dept. of Labor</b>						
	2011	2012	2013	2014	2015	2016*
Labor Force	19,100	18,800	18,750	18,700	18,350	18,300
Employment	18,000	17,800	17,900	17,950	17,650	17,750
Unemployment	1,100	1,000	850	750	700	550
Rate	5.8%	5.2%	4.5%	4.1%	3.8%	2.9%

\* December 2016; annual average for 2016 is not yet published

Middlebury has a designated downtown and has planned growth center areas to concentrate development efficiently and support the economic center. We recognize the importance of a strong downtown and mixed-use neighborhoods that provide options for transportation, parking and a variety of retail and social establishments for the entire community.

### Recent Studies:

A report titled “The Future of Retail Report” was prepared for the Town of Middlebury by Arnett Muldrow and Associates in September 2014. This study did some community engagement through stakeholder interviews and a survey, and identified the following key issues:

- The variety of merchandise available in Middlebury is insufficient to meet the daily needs of its residents
- There is a perception that Downtown is more for tourists than residents
- Store hours are inconvenient and inconsistent
- Parking is inconvenient
- Traffic flow along the corridors causes concern for safety
- Four distinct districts exist but are under-marketed as such
- There is tension in the community regarding what types of retail are appropriate

The study also included a market analysis which identified opportunities for developing industrial retail (such as Champlain Valley Equipment) along Exchange Street, and opportunities for a larger variety of food service options in the community, as Middlebury is losing nearly \$6M/year to restaurants in other communities. The study found that there are additional opportunities for retail development in Middlebury, but that market data indicates that the market in Middlebury cannot support a large “big box” store.

A second study, a “Retail Leakage and Surplus Analysis” was performed in 2015 by Buxton Co. This study provided additional detail about what types of retail are drawing customers to Middlebury from outside the Town and what types of retail are showing leakage (customers from Middlebury seeking these goods elsewhere), as a supplement to the 2014 market study. The study supports the observation that auto dealerships and auto parts, accessory and tire stores are bringing shoppers to the area. It also identified significant leakage for home centers, other building materials dealers, outdoor power equipment stores and nursery and garden centers, with the potential for over \$9M in additional sales in these retail categories combined.

### Employment and Workforce:

Our goal is to provide a diversity of jobs that are close to home and pay a livable wage so that our community members can enjoy the amenities of our Town

#### TRENDS

Our economy is global and local.

Middlebury is affected by all aspects of a global economy. Health care costs continue to rise, with uncertain prospects for national or state solutions. Internet and communications technologies continue to play a critical role for local businesses that must compete with global competition. Energy availability and costs affect local economy decisions and Middlebury must explore all options. There has been a decline in conventional dairy agriculture and in manufacturing while at the same time, there is growing support for re-localizing the economy and revitalizing “Main Street” by supporting local food, energy, products, services and locally-owned businesses.

#### AFFORDABILITY

Our economy must be proactive in its growth.

Middlebury must actively pursue businesses that will complement our community and provide livable wages for citizens. While the unemployment rate for Middlebury and Addison County have remained relatively stable, a goal is to increase the number of jobs that pay a livable wage and employ people to their fullest potential.

#### SUSTAINABILITY

The long-term health of our economy requires coordinated action.

Long-term economic health requires us to be proactive and to coordinate resources, particularly communication and transportation that will benefit local businesses and attract new ones. Our agricultural roots and scenic resources must be supported and strengthened (see Natural Resources Section 2.3. In order to stay viable we must continue to improve and expand infrastructure to accommodate our growing and changing needs.

#### COMMUNITY CHARACTER

Economic development should build and enhance our community.

Our community offers a combination of high-quality small town living, creative and hard-working people, a beautiful setting, and services and infrastructure for both residents and businesses. We recognize and value all of the elements that combine to shape and define us. Our working landscapes, rural areas, and strong educational opportunities are economic drivers and we should work to attract businesses that will complement these assets.

Policy decisions and economic development opportunities should carefully evaluate their benefits against their social, cultural and environmental impacts. There must be continued support for all businesses in Middlebury.

## **SOCIAL INTERACTION**

Our economy and our community are interdependent.

The local economy is significantly influenced by and integrated with the physical, social, and cultural assets, including the availability of the transportation system (pedestrian, bicycle, bus, rail, and roads); utilities and infrastructure; cultural amenities such as our museums and arts venues; our talented pool of workers; housing for that workforce; existing businesses; our strong education system; recreational opportunities and the natural beauty of Middlebury's landscapes. Combined, they provide day-to-day opportunities and relate with one another. A vibrant downtown enables us to interact while going about our daily lives. Amenities, events and promotions bring to light the richness and diversity the town offers to the entire community.

### **Goals:**

- Bring significant employment opportunities that provide a competitive wage that are consistent with our community character.
- Plan and implement public infrastructure improvements to support businesses of all sizes, including home-based businesses.
- Maintain Middlebury as a cultural center and support the creative economy.
- Recognize and support Middlebury's role in the agricultural economy
- Conserve and enhance the natural beauty and character of the area, in recognition of the fact that these are economic drivers and an important part of our identity.

### **Strategy 4.1. Promote diverse economic growth that is in keeping with Middlebury's identity and purpose as a shire town within a rural, agricultural setting.**

#### **Actions:**

- 4.1.1. Engage in a strategic planning process to solicit input about the character and future needs of various parts of town, including Downtown, Exchange Street, the node at Shaw's/Middlebury Natural Foods Coop and Route 7 South. Develop strategic plans for these areas, and integrate them with other planning efforts (e.g. capital planning, bike-pedestrian and transportation plan, urban forestry plan, energy plan, etc.)
- 4.1.2. Create a Downtown Master Plan, including a public process to identify a vision and direction for growth in Downtown Middlebury.

- 4.1.3. Create a master plan for the parcels adjacent to the new Municipal Office Building.

**Strategy 4.2. Promote economic development in Middlebury that will enhance Middlebury's community character**

**Actions:**

- 4.2.1 Build partnerships with public and private stakeholder groups to capitalize on significant development opportunities
- 4.2.2 Pursue businesses that make appropriate economic use of our local resources including agriculture, forest, education, and recreation and encourage job creation in the natural resource industries.
- 4.2.3 Continue to implement strategies from the 2006 plan and find new ways support the creative economy.
- 4.2.4 Support the agricultural and forestry economy of Middlebury. Continue to explore opportunities for expanding the production of ag-based and value-added products, particularly on Exchange Street. Support the development of a Middlebury Food Hub, to assist with storage, processing and distribution of locally produced products.
- 4.2.5 Maintain a clear permitting and regulatory process for new and expanding businesses.
- 4.2.6 Maintain a strong cultural and historical commercial downtown.
- 4.2.7 Develop a new Town of Middlebury website with particular information regarding economic development opportunities
- 4.2.9. Work with Middlebury College to explore business opportunities and joint energy projects. Engage early with the local planning process for community development projects that utilize Middlebury College funds.
- 4.2.10 Pursue a department store that can service most Addison County families.
- 4.2.11 Promote cultural, recreational and athletic events and establishments for the fulfillment of residents and visitors.
- 4.2.12** Attract, support and protect locally-owned businesses

**Strategy 4.3. Support businesses through local government programs and policies.**

**Actions:**

- 4.3.1 Continue to work with the State to maintain the Downtown and Village Center designations, and promote the incentives these programs provide.
- 4.3.2 Continue to partner with the Downtown Improvement District Commission (DIDC)
- 4.3.3 Expand energy and fiber optic infrastructure to support new and expanding businesses
- 4.3.4 Maintain a clear permitting and regulatory process for new and expanding businesses.

**Strategy 4.4. Protect open space, scenic vistas, wetlands, working agricultural lands and other natural resources, in recognition of their importance to the local economy.**

**Actions:**

- 4.4.1 Identify and protect the scenic and rural landscape and open spaces especially along the Rte. 7 South corridor
- 4.4.2 Develop design standards that incentivize mixed-use development within appropriate areas.
- 4.4.3 Promote infill and reuse within areas of existing development and infrastructure

# 5. HOUSING

Middlebury has diverse housing options.

Middlebury's housing reflects the changing styles, priorities and financial resources of our residents over our long history. With a mixture of historic homes in two compact village centers, small rural neighborhoods and homes surrounded by open countryside, our community's housing includes single-family residences, multi-family residences, a mobile home parks, apartment buildings, town houses, condominiums, and two retirement communities.

Incorporated by reference and attached to this plan is the 2015-2020 Vermont Housing Needs Assessment published by Vermont Agency of Commerce and Community Development (ACCD), prepared by Bowen National Research (BNR) of Pickerington, Ohio. This report included an analysis of existing conditions and housing gap/need analysis for various housing types in Addison County.

Below are key conclusions from that analysis:

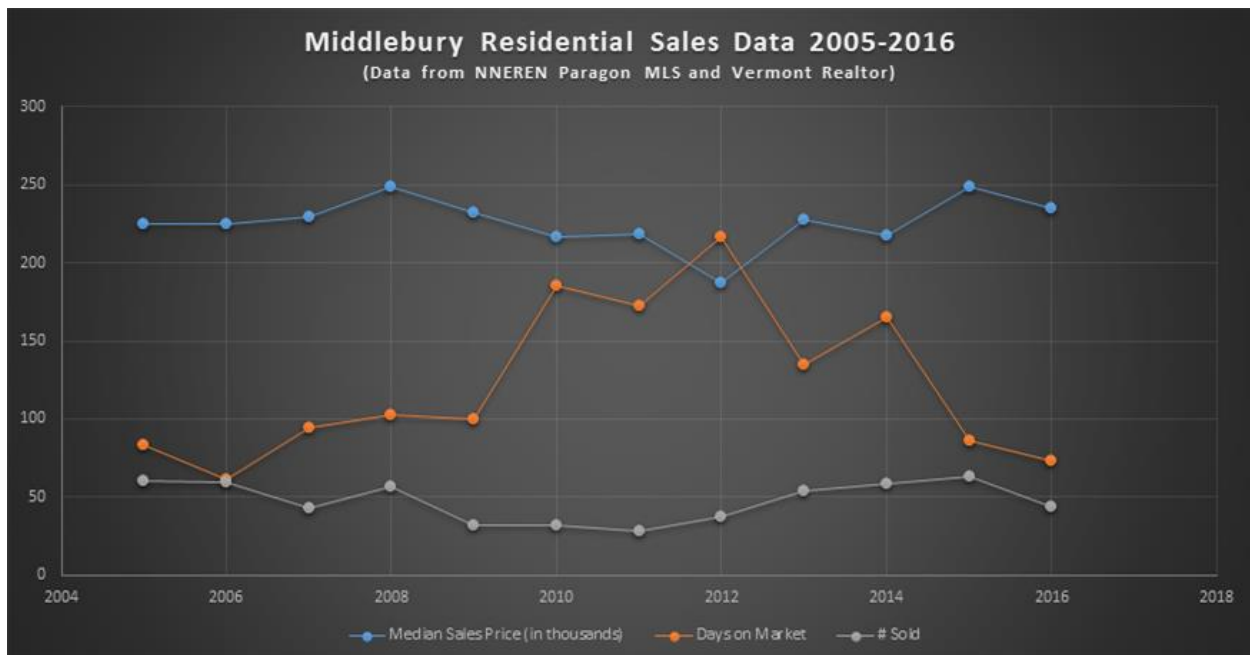
- Overall, demographic trends are projected to be positive within Addison County over the next five years, which is expected to contribute to the continued strength of the housing market within the county during this time period.
- "The greatest housing gap appears to be among housing that serves renter households with incomes below 50% of Area Median Household Income (AMHI) and among homeowners with incomes below 80% of AMHI. Priorities for future housing in the county should be focused on housing product and/or programs that meet the needs of these lower income households."

Excerpts from the County housing needs analysis have been incorporated into the relevant sections that follow below.

## Residential Sales information

According to the 2015-2020 Vermont Housing Needs Assessment published by Vermont Agency of Commerce and Community Development (ACCD), "Nearly one-third of the available for-sale supply in Addison County is priced between \$200,000 and \$300,000. These homes would generally be available to households with incomes between \$60,000 and \$100,000. More than a quarter of the available product is priced between \$100,000 and \$200,000, indicating that there is a good base of homes generally affordable to households with incomes between \$30,000 and \$60,000. Only 4.2% of all available homes are priced below \$100,000, which would generally be affordable to households with incomes below \$30,000... it appears that much of the housing inventory was built prior to 1960 and of fair quality. As a result, while it may be deemed that there is some for-sale product available to lower-income households, such product likely requires additional costs for repairs, modernization and maintenance, which may be difficult for many low-income households to afford."

## **CHART: Middlebury Residential Sales 2005—2016**



The above graph shows that despite a small dip in home prices following the 2008 recession, average home prices have seen an overall increase over the past 5 years. Since 2013, sales activity appears to have recovered to its pre-recession levels. Inventory is low at this time, having climbed during the recession period. Median sales prices have generally trended upward and the positive trends among sales volume and sales prices, although modest, indicate a healthy and stable for-sale housing market in the Town of Middlebury.

### Income and Affordability

Increasing the supply of affordable housing presents Middlebury's greatest housing challenge. Specifically, the 2015 VT Housing Needs Analysis performed by ACCD found that the greatest housing gap in Addison County appears to be among housing that serves *renter* households with incomes below 50% of Area Median Household Income (AMHI) and among *homeowner* households with incomes below 80% of AMHI. The housing priorities of this Plan align with those findings.

While Middlebury has successfully integrated some subsidized and affordable housing into the Town, Middlebury should continue working with housing advocates to take advantage of federal and state funding opportunities.

Many businesses report their employees are unable to find affordable housing in Middlebury and must commute significant distances to their jobs. As we look into the future, Middlebury must strive for a more balanced housing market. We need our community to be available to Vermonters of all income levels not just upper and lower income families. Meeting this need will continue be a challenge, particularly for first-time home buyers. Habitat for Humanity, which has built 3 houses in Middlebury and 5 others in Addison County, has found one of the largest barriers to home purchase for families <80% of median income is their level of debt. Even if housing is available, debt counseling may be necessary to help them take advantage of it.

## Community Facts

- Over 9% of Addison County’s population has an income below the poverty level. In Middlebury, that percentage is 13% (American Community Survey (ACS) 2015).

Facts from the 2015-2020 Vermont Housing Needs Assessment, ACCD:

- Between 2015 and 2020, the greatest increase in households by income level in Addison County will be among those with incomes between \$30,000-40,000. As such, not only does the Addison County market have a significant share of low-income households but this segment is also projected to experience the greatest growth, adding to the need for affordable housing.
- Generally, one and two-person owner occupied households are projected to each represent over three-fifths of the owner-occupied household base within the county between now and 2020.
- Excluding the number of households potentially impacted by lead-based paint, the greatest housing issue facing residents appears to be associated with cost burden and residents paying a disproportionately high share of their income toward housing costs, indicating a lack of affordable housing.
- A household is considered cost burdened if they are paying more than 30% of their monthly income on housing costs. In Middlebury in 2010, 16% of households with a mortgage were paying 35% or more of their monthly income on housing costs, while 39.5% of renter households were paying 35% or more of their monthly income on housing costs (US Census).

### CHART: HUD FY 2016 Income Limits for the Town of Middlebury

FY 2016 Income Limits Summary for the Town of Middlebury, VT										
FY 2016 Income Limit Area	Median Family Income	FY 2016 Income Limit Category	Persons in Family							
			1	2	3	4	5	6	7	8
Middlebury Town	\$71,000	Extremely Low Income Limits	\$14,950	\$17,050	\$20,160	<b>\$24,300</b>	\$28,440	\$32,580	\$36,730	\$40,890
		Very Low (50%) Income Limits	\$24,850	\$28,400	\$31,950	<b>\$35,500</b>	\$38,350	\$41,200	\$44,050	\$46,900
		Low (80%) Income Limits	\$39,800	\$45,450	\$51,150	<b>\$56,800</b>	\$61,350	\$65,900	\$70,450	\$75,000

[www.huduser.gov](http://www.huduser.gov) See HUD website for additional explanations and calculation methodology.  
 The median family income for the Town of Middlebury is \$71,000 (HUD 2016). The **median household income is \$58,414** (ACS 2015). A household consists of all people who occupy a housing unit regardless of relationship. A household may consist of a person living alone or multiple unrelated individuals or families living together (Census definition).

## Multifamily Housing

Much of the affordable housing units serving the needs of low-income households in Middlebury have been located in large multi-unit apartment projects. This plan also supports rehabilitation of existing apartment buildings and the addition of smaller-scale multifamily housing to our housing mix, similar to Elm Street House and Smith Apartments. Regulations should be added requiring that a certain

percentage of units in new multifamily residential development remain affordable for renters earning less than 50% MHI. A list of those projects is shown below:

<b>Affordable/Subsidized Housing – Apartment projects in Middlebury</b>		
<b>PROPERTY</b>	<b>NUMBER OF UNITS</b>	<b>LOCATION</b>
Briarwood Apartments	24	Valley View Dr.
Hawkins Housing *	4	11 Seminary Street
Hill House -- Transitional Housing	6	290 Route 7 North
Maynard / Sargent*	15	15 Court Street
Middlebury Commons	64	249 Buttolph Drive
Middlebury South Village Housing, Limited Partnership*	30	30 South Village
John Graham Court*	24	31+ 37 No. Pleasant St; 31+ 51+ 56 John Graham Court; 51 Seymour St
Pine Meadow Apartments*	30	9, 11, 39, 57, 85, 87, 89, 91, 93, 127, 157 Jackson Lane
Seminary St. Group Home	5	45 Seminary Street
Sherlock Homes	2	12-14 Maple Street
Smith Housing*	17	76+ 78+ 88 South Pleasant St+ 32 Seminary St
Stone Hill Apartments*	26	428 Court Street
Sugarwood Apartments	12	Peterson Heights
The Meadows	40	Cedar Court
* indicates an Addison County Community Trust (ACCT) owned and/or managed property. This table is a partial list and does not include all Section 8 housing or all affordable and subsidized housing in Middlebury		

Findings about multifamily housing from the 2015-2020 Vermont Housing Needs Assessment, ACCD:

- An analysis of 19 multifamily rental housing projects in Addison County indicated that those rentals had a combined occupancy rate of 99.8%. These projects have a wait list of up to 197 households, which provides evidence that there is pent up demand for multifamily rental housing in the Addison County area.
- None of the multifamily projects identified in the study offered 4 bedroom or larger units. As such, there appear to be no multifamily rental options for most family households, particularly larger families, seeking housing in Addison County. As a result, family households seeking four-bedroom rental alternatives in Addison County choose from non-conventional rentals, which typically have higher rents, fewer amenities are of lower quality than multifamily options.
- An analysis of 13 multifamily projects in Addison County that operate with a government subsidy indicated only one vacant unit in the county, resulting in a combined 99.6% occupancy rate. Of the 13 subsidized projects in the market, nine maintain waiting lists ranging from approximately 5 to 197 households. As such, there is a clear pent-up demand for housing for very low-income households in Addison County.

- The largest share of apartments surveyed was built between 1980 and 1989. These older apartments have a vacancy rate of 0.6%. Only 112 conventional apartment units have been added to the market during the past 14 years and there were no vacancies among the newest projects built in Addison County since 1990. As such, the market has responded well to new rental product.

This Plan supports the creation of additional rental opportunities for very-low income households, both through new construction and through rehabilitation of existing rental housing stock. The Plan supports diversifying the mix of affordable housing, including affordable rental housing with 4 or more bedrooms intended for low-income families and smaller-scale multifamily structures that are in keeping with the scale of existing residential neighborhoods.

### Mobile Homes

The only mobile home community in the Town of Middlebury is Lindale Mobile Home Park, located off Case Street. This Park is managed by Addison County Community Trust (ACCT). Mobile homes comprise an important part of our housing market, and provide an affordable option for homeownership, especially for families. In several Vermont towns, ACCT has installed “Vermod” homes, energy-efficient dwellings with solar panels, which we would encourage in Middlebury as well.

According to the 2015 Vermont Housing Needs Assessment (ACCD), 9.6% of all housing units in Addison County are mobile home units, compared to 7.0% statewide. Mobile home parks accommodate 28.7% of all the mobile home units in the county. There are 15 mobile home parks with a total of 389 mobile home units within Addison County. The largest share of mobile home parks were established between 1960 and 1969, and no mobile home parks have been established in Addison County since 1989. The survey found a 2.1% mobile home park vacancy rate, compared to 5.0% statewide. A physical survey of the condition of these parks found all but one to have a “C” rating, or fair condition.

### Special Needs Housing

Special needs groups include victims of domestic violence, persons with substance abuse, adults with severe mental illness, persons with disabilities, elderly (age 62+), frail elderly (age 62+), ex-offenders (parole/probation), persons with HIV/AIDS, unaccompanied youth, and migrant farm workers.

Because Middlebury is the largest community in Addison County and contains Porter Medical Center, the majority of services needed by Addison County’s special needs population are centered in Middlebury. These services include counseling, medical care, child care, employment and rehabilitation and support services. This Plan recognizes that it is important to provide housing for Addison County’s special needs population within the Town of Middlebury, so that they can live nearby and convenient to the services they require. Facilities within the Town of Middlebury that offer housing alternatives meeting the distinct demands of the special needs population include WomenSafe, Charter House Coalition, Counseling Services of Addison County, Hill House and various nursing and residential care homes.

The 2015 Vermont Housing Needs Assessment (ACCD) analyzed the special needs population in Addison County, and made the following findings:

- The largest number of special needs persons are those with physical and developmental disabilities and elderly persons.

- The overall special needs population appears to be well served. However, according to interviews with several service providers knowledgeable about housing for various homeless and special needs groups in Addison County, housing for persons with disabilities and mental illnesses was underserved.

A few types of special needs populations and their housing needs are discussed below:

#### Elderly

US Census statistics (2010 Census) indicate that 13.9% of the population of Addison County is age 65 and older. Addison County is served by the advocacy organization Age Well, formerly the Champlain Valley Agency on Aging ([www.cvaa.org](http://www.cvaa.org)), who offer support services for helping persons live independent lifestyles in their own homes. There are two significant retirement communities in Middlebury: East View and The Residence at Otter Creek. These include a range of housing types including cottages (East View only), independent living apartments, residential care/assisted living and memory care. Elderly Services Inc. provides adult daycare services including afternoon and evening meals and a range of activities serving the elderly population.

According to the 2015 Vermont Housing Needs Assessment (ACCD), the Addison County senior care market is reporting overall vacancy rates between 0.0% (Residential Care) to 14.5% (assisted living). The 0.0% vacancy rate among Residential Care Facilities indicates that there is likely pent-up demand for such housing. The Assisted living vacancy rate is comparable to national averages. As such, the overall demand for senior care housing in the county appears to be strong and indicates that there may be an opportunity to develop additional senior care housing in this market.

#### Persons with Disabilities and Adults with Severe Mental Illness

The 2015 Vermont Housing Needs Assessment (ACCD) found that Addison County's overall special needs population appears to be well-served, but that persons with physical and developmental disabilities and severe mental illnesses are underserved with regard to housing. Local stakeholder interviews conducted as part of the study indicated that group homes and permanent supportive housing (PSH) would best serve these populations. Respondents believed that county-wide, there should be fewer zoning restrictions to allow for special needs housing, and an increase in rental subsidy.

#### Homeless

Stable, safe housing is critical for Vermonters of all ages- children, youth and adults. Statewide, among Vermonters who find themselves without housing, nearly 1 in 4 is a child. In 2015, Governor Shumlin and Human Services Secretary Cohen launched a statewide initiative to end child and family homelessness in Vermont by 2020. The State of Vermont endorses a three point strategy ([humanservices.vermont.gov](http://humanservices.vermont.gov)), the third point of which actively involves local governments:

- Construct and rehabilitate rental housing affordable to households with extremely low incomes, and accessible to families and individuals who have experienced homelessness
  - a. Encourage municipalities and regional planning commissions to examine their plans for housing with a goal of reducing barriers to appropriately sited housing
  - b. Work with State and local government to increase the supply of apartments meeting rental habitability standards

According to the Vermont Coalition to End Homelessness, in January 2016 there were approximately 77 persons classified as homeless in Addison County in 2016. Of those persons, over 1 in 3 were children under 18. At the time of the count, 31 persons were located in an emergency shelter, 3 persons in a motel or hotel paid for by AHS, 15 persons were located in transitional housing for the homeless, and 1 person remained unsheltered. 23 persons were first-time homeless, and 16 reported severe and persistent mental health issues.

Based on the Vermont Coalition to End Homelessness 2015 Housing Inventory Count (see chart below), the utilization (occupancy) rate for homeless housing beds in Addison County was 96.7%. This utilization rate indicates that there still remains a need for housing that meets the special needs of the homeless population.

**TABLE: 2015 Housing Inventory Chart for Homeless Beds - ADDISON COUNTY**

<b>2015 Housing Inventory Chart for Homeless Beds - ADDISON COUNTY</b>								
<b>Organization Name</b>	<b>Project Name</b>	<b>Project Type*</b>	<b>Bed Type</b>	<b>Year-Round Beds</b>	<b>Total Seas. Beds</b>	<b>Over-flow Beds</b>	<b>Total Beds</b>	<b>Utilization Rate</b>
Vermont State Housing Authority	S+C Statewide [CSAC]	PSH		27			27	100%
Vermont State Housing Authority	S+C Statewide [HOPE]	PSH		4			4	100%
Charter House Coalition	Charter House	ES	Facility-based beds	0	19	0	19	100%
John Graham Shelter	Mountain Street Transitional Housing	TH		9			9	100%
VT AHS-Dept. of Children & Families	GA Motel Vouchers (Addison County)	ES	Voucher beds	0	0	29	29	100%
Vermont State Housing Authority	VA-VASH (Addison County)	PSH		1			1	100%
John Graham Shelter	Emergency Shelter	ES	Facility-based beds	25	0	1	26	100%
Helping to Overcome Poverty's Effects	Hill House [CSAC]	TH		7			7	100%
John Graham Shelter	Green Street Transitional Housing	TH		11			11	64%
Vermont State Housing Authority	S+C Statewide-Addison [PVT]	PSH		1			1	100%
John Graham Shelter	East Street Transitional Housing	TH		7			7	86%
VT AHS-Dept. of Children & Families	VT Rental Subsidy Program (Add Co)	RR		36			36	100%

Counseling Service of Addison County	VCRHYP- Basic Center Program	ES	Other beds	1	0	0	1	100%
Addison County Parent Child Center	VCRHYP- Transitional Living Program	TH		6			6	100%
Counseling Service of Addison County	VCRHYP- Transitional Housing	TH		2			2	100%
* PSH: Permanent Supportive Housing ES: Emergency Shelter TH: Transitional Housing RR: Rapid Rehousing Data source: Vermont Coalition to End Homelessness ( <a href="http://www.helpingtohousevt.org">www.helpingtohousevt.org</a> )								

## TRENDS

Demands are shifting toward houses that are smaller, greener, more affordable, and closer to town. Trends indicate our housing needs are shifting. We will continue to experience a need to accommodate (1) our aging population, (2) a rising interest in living in town, close to work and amenities, (3) an increasing interest in housing that is more energy efficient and leaves a smaller environmental footprint, and (4) shifting family structures that indicate smaller 2 or 3 person households. Our homes are becoming our workplaces. Currently 6% of employed Middlebury residents work from home, and houses need to support this trend by having state-of-the art communications connectivity.

## AFFORDABILITY

Secure, appropriate, and affordable housing is critical to a socially and economically healthy community. It is important that all neighborhoods integrate diverse housing types and price points and that affordability be provided in a manner that helps people achieve and sustain home ownership. Middlebury is a regional hub for transportation and services and a logical location to develop more housing. The town has done an admirable job of creating low income affordable housing without marginalizing this housing into less accessible and less integrated settings. However, stable neighborhoods depend upon a balance between homeownership and rental units.

## SUSTAINABILITY

Healthy, efficient, and durable housing is critical to sustainability. Our biggest sustainability challenge in housing is to improve the efficiency and health of our homes. A significant majority of Middlebury's housing (64%) was built before the use of the terms 'energy efficient' or 'lead-free'. We need to support home weatherization and energy retrofit programs, shifts to cleaner and cheaper heating fuels, and lead-safety and lead-abatement programs. In new homes, we can also seek ways to promote higher standards in green design and construction. Long term viability and durability is an important sustainability challenge. Many external factors can erode property values, but many more are within our ability to control. Factors we can influence include the continued attractiveness of this community as a place to live, and a property tax rate that does not diminish that attractiveness.

## COMMUNITY CHARACTER

Livability is in the details.

Our community character is the sum of all the attributes that make Middlebury unique and establishes our sense of place. In our neighborhoods, these traits are visible in the architecture and character of our homes. The story of our town can be told in these details.

We can provide homeowners with the information and support they need to maintain important architectural details of their older homes. Homes often lose period elements such as windows, siding, and trim as their maintenance becomes beyond the means of the homeowner. Once gone, these architectural details seldom return and the aesthetic richness of our community is diminished. One local organization, HOPE, has a stated policy that addresses these concerns: “In planning these projects we are committed to using energy efficient building systems, environmentally friendly materials, and we pay special attention to preserving the historic details of the buildings we rehabilitate”.

## **SOCIAL INTERACTION**

Homes are the basic building block of the neighborhood.

Strong neighborhoods promote interactions between neighbors, and we should aim to extend, enhance, or create these neighborhoods rather than create new “developments”. Diversity of housing types and prices are important in our neighborhoods and gated communities or new enclaves of all-one-class-of-housing do not conform to this plan.

### **Goals:**

- Endeavor to make new and existing housing in the Town of Middlebury more sustainable, healthy and efficient
- Encourage a variety of housing opportunities to accommodate people of all age groups, income levels, and special needs
- Utilize smart growth principles to plan for appropriately located and designed residential growth
- Encourage modestly priced, well-built, sustainable housing that is affordable for young families, first time and moderate-income buyers

**Strategy 5.1. Provide central location for information related to buying, building and maintaining homes, and ensure eligibility for homeowner incentive programs.**

### **Actions:**

5.1.1 Create a webpage with information for homeowners and lenders about home financing options, lead-based paint, air quality, improving energy efficiency, fire safety and other helpful topics.

5.1.2 Assist home and business owners to access energy audits and better inform owners how to effectively invest in their properties

5.1.3 Inform property owners of potential state, federal or private funding opportunities that would assist them in investing in the energy efficiency of their properties. Homes of lower income residents should be given top priority for funding opportunities and these homeowners should be given assistance in filling out applications.

5.1.4 Ensure information is available on the Town website regarding remediating lead paint in Middlebury's homes and apartments as part of Vermont's Lead-Based Paint Hazard Reduction Plan. Provide information on resources for asbestos remediation information and assistance.

5.1.5 Investigate options for community solar, rooftop solar and other forms of alternative heating systems.

### **Strategy 5.2. Promote diversity of housing options.**

#### **Actions:**

5.2.1 Meet the present and future needs of low to moderate income residents by promoting the provision of fair, decent affordable housing, for rental and purchase.

5.2.2 Locate affordable rental housing in close proximity to public transportation services with access to employment centers, services, recreational opportunities and schools.

5.2.3 Encourage and support the retention and expansion of upper-story apartments in downtown buildings.

5.2.4 Avoid isolation and concentration of low-income housing. Continue to encourage locating residential group homes and social service facilities in areas accessible to critical goods and services by alternative modes of transportation.

5.2.5 Work with Addison County Community Trust to ensure the future viability and character of existing affordable housing stock

5.2.6 Provide regulations that allow more diverse housing such as cluster housing, cottages, mixed-income housing, guest houses, accessory apartments and shared residences.

### **Strategy 5.3. Further develop bike and pedestrian access to current and future housing stock.**

#### **Actions:**

5.3.1 Work with Middlebury College to ensure that neighborhoods west of Otter Creek and within walking distance to downtown retain their residential neighborhood character.

5.3.2 Continue to include the development of multi-use recreational paths and sidewalks in the capital planning process.

5.3.3 Create a future bike-ped map and modify the zoning regulations to require dedication of easements for proposed future paths and linkages as a condition of new development.

### **Strategy 5.4. Maintain and enrich the scale, character, and traditional patterns of our existing village centers and identify appropriate locations for new housing opportunities.**

#### **Actions:**

5.4.1 Evaluate and improve regulatory guidance creating green spaces within new development.

5.4.2 Middlebury encourages filling spaces within our townscapes (infill) rather than on the periphery of our developed areas or in outlying open spaces. Middlebury should continue to participate in Agency of Commerce and Community Development (ACCD) State Designation Programs and “seek to maintain and enhance (our) historic development pattern of compact settlements separated by a rural working landscape.”

5.4.3 Create incentives within zoning for new construction that uses energy efficient siting, design and materials.

5.4.4 Consider incentives for the rehabilitation and adaptive reuse of historic buildings to provide housing. Investigate the creation a revolving loan fund for renovation of housing stock within the Downtown area.

5.4.5 Promote infill development in downtown by developing new design standards and parking standards. Increase maximum building height and encourage two-story mixed use building types in appropriate locations.

5.4.6 Integrate infrastructure and capital planning in concert with growth projections and land use goals for various zoning districts and neighborhoods within the town. Develop a town-wide transportation plan that projects future residential growth and its impact on the infrastructure network.

5.4.7 Continue to plan for denser residential growth in areas already served by Town water and sewer. Pursue a Neighborhood Designation encompassing vacant parcels served by Town water and sewer along Seminary Street Extension and Washington Street extension.

5.4.8 Continue to pursue plans for creation of residential broadband service that could encourage home occupations and telecommuting.

5.4.9 Discourage residential development outside the water and sewer service area in areas of low-permeability soil. Refine the estimates of remaining capacity within the water and sewer systems, to make granting water and sewer allocation requests more meaningful.

5.4.10 Define and map the Town’s water and sewer district boundaries. Create a process designed to curtail water and sewer service line extensions for new residential tap-ons, except to fill gaps within the existing service areas.

### **Strategy 5.5. Expand and support affordable housing options**

#### **Actions:**

5.5.1 Create a task force that thoroughly investigates options for reducing the property tax burden.

5.5.2 Conduct an updated housing study to understand our housing availability and needs, especially in downtown.

5.5.3 Middlebury should work with housing advocates to investigate establishing a home ownership program similar to the Champlain Housing Trust Shared Equity Homes Program as well as efforts by the Addison County Community Trust and Neighborworks of Western Vermont.

5.5.4 Support a housing safety net for those in need including transitional and emergency housing

5.5.5 Consider modifying the zoning regulations to be more permissive toward accessory apartments, to promote the creation of affordable housing within existing barns, garages and carriage houses. Advertise and promote the procedure for creating accessory apartments to homeowners.

5.5.6 Clarify the definitions and requirements for affordable housing as described within the zoning regulations.

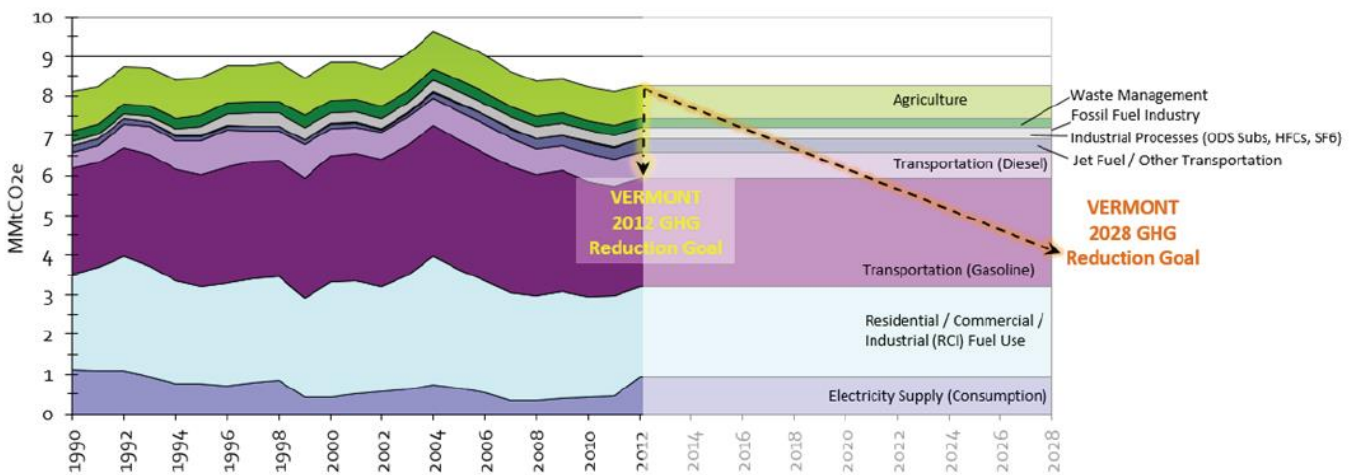
5.5.7 Support Middlebury College's initiatives to create new workforce housing within the Town of Middlebury. Collaborate with Middlebury College on site selection and design for new workforce housing facilities.

# 6. ENERGY

Middlebury’s energy future must be more affordable, diverse, and sustainable.

As oil resources become more volatile, energy demands will need to decrease or shift to more affordable options. New options continue to emerge and Middlebury is already on the path to harnessing new technologies and local energy resources to the benefit of the community. In fact, Middlebury has been on this path since the first horse was used to plow a field and the first mill was built at the falls. Our goal is to generate more of our energy from wind, solar, hydro, wood, and cow manure. The placement of such energy sources will be carefully considered so as to complement our community character. In the future we will be running more cars on natural gas and electricity. We will achieve this through smart energy programs and policies and through cooperation with the State and energy utilities.

**Exhibit 4-6. GHG Emissions by Source, 1990-2028 (Millions of Metric Tons)**



Source: Vermont Agency of Natural Resources

This plan supports the statewide goal for energy, which is to encourage the efficient use of energy and the development of renewable energy resources.

Expanding upon the statutory goal of 25% renewable by 2025 (10 V.S.A. § 580(a)), the State of Vermont 2016 Comprehensive Energy Plan establishes the following set of goals:

- Reduce total energy consumption per capita by 15% by 2025, and by more than one third by 2050
- Meet 25% of the remaining energy need from renewable sources by 2025, 40% by 2035, and 90% by 2050.
- Three end-use sector goals for 2025: 10% renewable transportation, 30% renewable buildings, and 67% renewable electric power.

The State of Vermont 2016 Comprehensive Energy Plan is available for viewing on the Vermont Department of Public Service website:

[https://outside.vermont.gov/sov/webservices/Shared%20Documents/2016CEP\\_Final.pdf](https://outside.vermont.gov/sov/webservices/Shared%20Documents/2016CEP_Final.pdf)

## TRENDS

Our energy landscape is dramatically shifting.

As energy prices continue to increase and energy technologies continue to diversify and become more accessible, such as heat pumps, our energy decisions need to focus on long-term cost and supply stability. Many efforts have already been made to produce more energy locally, reduce energy costs, and promote energy education and choice among residents. Further efforts include: providing for natural gas in lieu of imported oil; providing charging and fueling stations for alternative-fuel vehicles; promoting small scale diversified local power generation (including solar and hydro and small wind and biomass projects); and generally promoting greener, cleaner energy usage. More diverse energy resources will enable us to reduce our environmental impacts.

## AFFORDABILITY

Smart energy systems can help us reduce energy costs.

Energy costs have rapidly increased. We must strive to reach our energy goals for homeowners, renters and businesses to live and work in our town. Energy efficiency improvements should be made for residential and businesses whenever feasible. We can also develop cost-effective local energy supplies and infrastructure to match that supply. The trend toward wood-pellet boilers for home and public school heating, and Middlebury College's biomass cogeneration plant are excellent examples of this trend, as well as the build-out of solar systems. On a larger scale, our local utility companies are making efforts that will save us money. Smart metering will enable consumers to make more informed choices about energy use. Vermont Gas's natural gas pipeline to Middlebury will provide some properties with more competitive fuel choices for heating and transportation.

## SUSTAINABILITY

Local, renewable, and more diverse energy resources will enable us to reduce our environmental impacts.

The main source of electricity for the Town of Middlebury is the hydroelectric dam on the Otter Creek below the Pulp Mill Bridge. Other sources are the Foster Brothers' anaerobic digester on its dairy farm; Middlebury College's campus cogeneration plant; the ACoRN-Town Solar PV project; Middlebury College Solar PV project; two small wind generators; and solar panels installed on homes and buildings. Many homes and businesses have converted to wood pellet or wood-chip boilers.

We should explore the possibility of developing hydro power on the Otter Creek and on the Middlebury River in East Middlebury. Middlebury embraces solar development in cooperation with best siting practices currently being developed by the Town.

The rest of our energy comes from distant sources such as the Middle East, Canada, New York State, and from other power generating stations located around Vermont. Price increases and continuing negative impacts on the environment suggest that now is the time for developing cleaner and more efficient and resilient energy systems. New technologies and competitive pricing with traditional fossil fuels are finally making this a possibility. Solar recommendations (consensus principles) adopted by the Town are referenced in the appendix of this document. The State of Vermont has updated its Comprehensive Energy Plan that calls for 90 percent of all energy sources to be from renewable sources by 2050. This will require

an increase in developing more solar, more small-scale hydro, as well as use of new technologies that can make use of small-scale wind generation.

## COMMUNITY CHARACTER

Our community was built on local energy resources.

Middlebury found early prosperity from waterpower at Middlebury Falls. The concentration of mills and other establishments there formed the basis of our downtown and village settlement pattern and historic architecture. The energy of Middlebury Falls can, through the historic flume, be harnessed but it must be carefully done in partnership with the Town and affected property owners to ensure protection of public access rights and our community's character.

There are mixed opinions on the aesthetics of new energy systems such as large solar farms and larger wind turbines, and the benefits of local energy generation must be weighed against the localized aesthetic impacts. Currently there are small-scale wind turbines and solar PV installations in our community that do not significantly impact the scenic qualities of Middlebury. Maps and policies are to be developed to guide siting and placement of alternative energy systems in sensitive locations.

The Town Plan also encourages the use of the solar mapping project created by Green Mountain Power and the Addison County Regional Planning Commission to help guide citizens to select optimal sites for solar development.

## SOCIAL INTERACTION

Everyone can participate and play a role in our energy future. Energy demand is shaped by everyone who lives, works, learns, or plays in our community. New technologies, such as smart metering, will allow us to better understand our energy use choices and make smarter decisions about our energy consumption.

We can purchase energy efficient light bulbs and appliances, which are more affordable thanks to Efficiency Vermont programs and federal programs. The town can also play a role by promoting events, providing information, and developing outreach campaigns that help residents make better energy decisions. Community engagement on energy issues can have unifying social benefits.

### **Goals:**

- Expand local renewable energy resources to create a vibrant and equitable economy.
- Develop land use strategies that support energy efficiency for transportation
- Promote the development and use of local and renewable energy resources.
- Reduce energy use

### **Strategy 6.1. Promote energy conservation and efficiency**

#### **Actions:**

- 6.1.1. Engage the community by providing energy efficiency information and programs

- 6.1.2. Promote the establishment of town-wide energy savings goals, and community efforts to promote energy savings strategies.
- 6.1.3. Implement a campaign that assists Middlebury residents to leverage financial assistance to retrofit (repair, preserve and weatherize) existing housing, especially for those most in need including people that are low-income and seniors.
- 6.1.4. Review zoning and subdivision regulations for opportunities to incentivize smaller residential dwellings and energy efficient design for new construction.
- 6.1.5. Amend the zoning regulations to reflect state energy code requirements regarding filing of Residential Building Energy Standards (RBES) Certificates

**Strategy 6.2. Conduct inventory and analysis related to energy usage and opportunities for improvement.**

**Actions:**

- 6.2.1. Create and maintain a baseline inventory of energy sources and usage.
- 6.2.2. Continue to partner with Middlebury College in maintaining the Town of Middlebury community energy dashboard, and explore opportunities for public involvement and education using the dashboard tool, as well as opportunities to share dashboard results on a state and regional level.
- 6.2.3. Review town procurement policy to ensure energy efficiency and conservation are key purchasing criteria
- 6.2.4. Analyze public facilities for rehabilitation and retrofitting opportunities to optimize energy efficiency
- 6.2.5. Identify appropriately located publicly-owned properties that could be used as a group net metering locations to help produce electricity for town buildings and facilities.
- 6.2.6. Create an inventory of important scenic vistas within the Town, and a map showing suitable areas for appropriately-sited large-scale commercial solar installations

**Strategy 6.3. Support new, more affordable, and more diverse energy resources and services.**

**Actions:**

- 6.3.1. Determine if financial resources and state and regional economic developments in Middlebury will support creation of new businesses in the energy sector.
- 6.3.2. Advocate and support a diverse energy supply portfolio to serve the Town, its residents and businesses (including biomass and geothermal)
- 6.3.3. Encourage residents and businesses to develop local, home-based generating strategies by taking advantage of existing “net-metering” opportunities, though installation of solar and small wind turbines.
- 6.3.4. Expand and promote the number of “fast-charging” electric car charging stations.

- 6.3.5. Encourage Middlebury fleet truck owners, and trucks used by the Public Works Department, to use compressed natural gas (CNG) rather than diesel fuel.
- 6.3.6. Explore appropriate hydro potential on the Middlebury River and downtown falls.

**Strategy 6.4. Encourage smarter energy strategies at the local, regional and state levels.**

**Actions:**

- 6.4.1. Support and continue the efforts of the Town Energy Committee. Work with the Energy Committee to develop a Town Energy Plan, containing goals and strategies for tracking our progress as a community.
- 6.4.2. Develop a strategy in partnership with appropriate organizations for assisting in the retrofitting of lower and middle-income housing.
- 6.4.3. Support and encourage Middlebury participation in the Property Assessed Clean Energy (PACE) program.

**Strategy 6.5 Pursue a land use and transportation strategy that includes mixed-use, compact development in the Town’s downtown and village center areas and promotes more efficient use of transportation.**

**Actions:**

- 6.5.1. Conserve energy required for transportation by promoting compact mixed-use development, growth areas and neighborhood planning.
- 6.5.2. Encourage transportation alternatives including pedestrian, bicycle, share opportunities and increased use of public transportation.
- 6.5.3. Continue to plan and implement new sidewalks and bike paths throughout Middlebury and East Middlebury.
- 6.5.4. Develop a transportation and bike-ped plan that inventories the existing transportation network, projects future needs, and identifies opportunities for optimizing connectivity and enhancing the smart growth performance of nodes.
- 6.5.5. Complete the scoping, design and construction of a new train station in Middlebury prior to 2020.
- 6.5.6. Implement a campaign to reduce the number of single-occupancy vehicle (SOV) commute trips within the Town Of Middlebury, by organizing carpooling programs in partnership with local employers.
- 6.5.7. Require addition of new and enhancement of existing pedestrian facilities as a condition of approval for new development. Require that sidewalk and streetscape improvements incorporate “Complete Streets” principles.
- 6.5.8. Improve the bike and pedestrian safety along streets and at crossings by prioritizing safety improvements in high-risk areas as part of the capital planning process.

# 7. TRANSPORTATION

Transportation and land use are interrelated, and no planning for one can be done without attention paid to the other. Transportation planning for the town of Middlebury is initiated by the public works planning director, who provides recommendations to the infrastructure committee. These recommendations fall within two basic categories: (1) basic replacement/maintenance and (2) new initiatives. Ideas for projects to include in the capital planning process are also accepted from staff, the Downtown Improvement District Committee, other town committees and members of the public, all of whom may appear before the infrastructure committee with project requests.

[Middlebury is a transportation hub.](#)

A number of major transportation routes intersect in the center of our community, including the VT Railway and Routes 7, 125, 30, and 23. These routes and several local streets converge in the downtown, forming a radial street network that presents challenges as well as opportunities. Despite occasional congestion, these roads bring large numbers of people into the central downtown area, supporting its role as a vibrant social and business district. Middlebury is also a hub for the county public transportation system, with services operated by Addison County Transit Resources (ACTR) that connect to Bristol, Vergennes, Burlington, Rutland, and Ripton and the Middlebury College Snow Bowl ski center.

Residents of Middlebury and the surrounding area perceive transportation as one of the town qualities most in need of improvement. At the same time, the transportation network is one of the things residents most appreciate, including the walkable downtown and our system of trails. The Trail Around Middlebury (TAM) and Vermont Association of Snow Travelers (VAST) trails are readily accessible from multiple locations within the Town of Middlebury. The TAM is a 16-mile trail routed through public and private land and maintained by the Middlebury Area Land Trust (MALT). VAST maintains a system of snowmobile trails that also cross through town.

Congestion along collector and arterial roads is one of many challenges we face in managing our transportation network. Court Street from Court Square to the Centre Plaza is a perennial problem. It provides access to three schools, major shopping areas and many properties with individual driveways, but there are no continuous parallel routes. The Cross Street Bridge has reduced backups around Court Square, but many other options are still available for addressing the congestion issues. Studies of the corridor have recommended a bypass, roundabouts, medians, alternative connections between properties, signal synchronization (which has been done), and intersection alignment, among other options. At one time through traffic was thought to be the main cause of the congestion, but – according to the 1998 corridor study– it is apparent that most of the trips are local, having an origin, a destination, or both within Middlebury.

A traditional way to control congestion on arterial streets is to provide local street connectivity so that local traffic can avoid traveling on major thoroughfares. This solution is evident in the street patterns of towns that developed in the late 1800s and early 1900s, such as Bristol village's street grid. The disconnected suburban loops and cul-de-sacs that were embraced in the second half of the 20th century – a time when Middlebury experienced significant growth – tend to exacerbate congestion on main roads since there are no alternative routes from one place to the other. Looking at the maps of the Town, it is easy to see the disconnected streets attached to all of our radial routes and the physical barriers created by Otter Creek and the railroad. This pattern functions as long as development remains sparse, but as development progresses (as on Court Street), the need to go out onto the main roads for every trip leads

to congestion, inconvenience and safety hazards. To prevent such problems in the future, it is important that we encourage local street connectivity between new neighborhoods and between new commercial developments – for cars as well as cyclists and pedestrians. Making connections within and between well-established residential neighborhoods would be more difficult, but in many cases walking and biking paths could serve the purpose. Local examples of successful street connections include the Cross Street Bridge, Academy Street, and the South Village development, which can access the Centre Plaza from the rear. Creating better access and connectivity between developments along Court Street has long been a part of the Town Plan, and continues to be a priority.

Significant improvements have recently been made to our transportation networks, including the Cross Street Bridge and roundabout. The new bridge is well used by drivers, pedestrians and bicyclists. Other recent improvements include better crosswalks in the downtown area, synchronized traffic signals on Route 7, and shoulders on Route 30. Public transit has greatly improved in terms of schedules, routes, and ridership. Addison County Transit Resources (ACTR) runs buses throughout Middlebury and up to the Snow Bowl, and offers service to most nearby population centers, including Burlington and Rutland. As the table below shows, their ridership has increased consistently since 2011.

ACTR Ridership by year (2011-2016)							
	FY2011	FY2012	FY2013	FY2014	FY2015	FY 2016	% INCREASE (FY 2011 - FY 2016)
Total Ridership	155,872	172,395	177,688	178,183	171,005	181,442	14%
<i>Source: ACTR annual reports, actr-vt.org</i>							

This introduction provides only a brief overview. More detailed information is included in the Appendix and in the chapter on public facilities. In the appendix: Descriptions of Addison County Transit Resources, VT Railway and the Middlebury State Airport; traffic data; and summaries of transportation studies that have been done.

Transportation is about mobility, but mobility is not an end in and of itself. Like the last plan, this plan regards transportation as a means to serve the town’s goals.

### Bicycle and Pedestrian Transportation

All towns have streets, but not all have a trail system like the 16-mile Trail Around Middlebury (TAM), which is a unique component of our community character. The TAM’s route crosses through both public and private land, including several sections through Middlebury College property. Our town is fortunate to have many pedestrian routes that form connections more convenient than those available to cars. These include, for example, the footbridge between Mill Street and the Marble Works, the Boathouse Bridge on the TAM south of the high school, and the path from Buttolph Acres to Mary Hogan School. The pedestrian network also has many areas that need work, including new sidewalks and connections between streets.

The following are several suggestions for encouraging healthy bicycle and pedestrian infrastructure in the Town of Middlebury:

- Ensure that pedestrian and bike paths, bus shelters and pullouts are kept clean and not blocked with snow.

- Create additional walkable access to the TAM Trail from within the Middlebury Village areas.
- Create and improve pedestrian and bike connections where road connectivity is incomplete.
- Create complete streets that function as amenities as well as transportation corridors, and that provide for auto traffic, public shuttle bus routes, pedestrians, bicyclists, and outdoor encounters.
- Make streets more bicycle friendly through efforts such as: painting bike lanes, including shoulders when major roads are built or rebuilt, keeping shoulders and bike lanes clean, designating bike routes with maps and signage, placing bike racks where needed, and ensuring that storm drains are easy to ride over. Particular attention should be given to curves and on hills to provide more safety for pedestrians and bicycles.
- Make streets more pedestrian friendly through efforts such as: ensuring that curb cuts are smooth and line up with crosswalks, placing crosswalks where needed, building sidewalks along collector and arterial streets (most local, low-volume residential streets do not need bike lanes or sidewalks, but higher volume streets do), filling in gaps in the sidewalk system, planting trees, making sure sidewalks are not blocked with signs, bikes, etc.
- When reviewing development plans, make sure trails such as the TAM and VAST trails are preserved. Incorporate the TAM into the official map and begin purchasing rights-of-way to ensure its continuation.
- Complete the sidewalk system where links are broken or missing, for example, on Seymour Street, Maple Street, Monroe Street, Seminary Street Ext., and Route 7 South to Boardman Street, and High Street. Require developers to provide sidewalks on collector streets.
- Create three official pedestrian crossings of the railroad tracks: one for the TAM near the Boathouse Bridge, one at or near the Marble Works, and one to connect Seymour Street Extension to Exchange Street in the vicinity of Catamount Park. This last crossing could also be used by the TAM if it is extended across Route 7 from Chipman Hill to Wright Park.
- Design streets, sidewalks, squares etc. for safe and enjoyable socializing.
- Close streets for temporary festivals.
- Enlist residents in improving streetscapes by planting and maintaining trees and gardens, cleaning up litter and reporting problems.
- Promote safe routes to school.

## TRENDS

The way we get around is changing.

Middlebury is among cities and towns nationwide that are making changes to create a more walkable, bikable and accessible transportation system, including public transit. Middlebury's aging population will seek more walkable, accessible neighborhoods, and our increasing numbers of older seniors will seek more mobility supports such as senior shuttles and short-term parking and loading zones near major destinations. Many workers may stop commuting as technological trends allow them to work at home.

Rail transportation remains an important yet controversial element of our transportation network that has both positive and negative effects on our community. A rail spur is being considered as a means of supporting industry in the Industrial District. The Western Rail Corridor, which connects Albany to Burlington, is being upgraded and Amtrak is expected to extend its passenger service from Rutland to Burlington with a stop in Middlebury in 2020. Work is currently underway to select a location for an Amtrak railroad platform in Middlebury.

While many town plans need to address increasing traffic, Middlebury's traffic counts have remained stable for at least the past decade. However, we do have bridges and roads that are deteriorating, and we have a 250-year old legacy of transportation corridors that do not always work well under present-day traffic demands. Therefore, plans for our roads should focus on improving the safety and connectivity of the existing system and putting in place policies to accommodate future development when it occurs.

### AFFORDABILITY

Transportation is becoming harder to fund.

Transportation infrastructure continues to become more costly, exacerbated by public funds becoming less and less available from state and federal sources. The Cross Street Bridge, for example, was built entirely with funds from a local option tax and a Middlebury College donation. Financing will continue to be the primary limiting factor in constructing and repairing infrastructure, and we will have to look for savings in how we plan for new capital projects. Many of our improvements are dependent upon State funding.

Despite these challenges, we should remember that good transportation is essential for economic development. Employers rely on air, rail, public transportation and roads for moving products as well as employees and customers. Trails, and bike and pedestrian routes also attract people who come here to live or vacation. Gas prices and personal transportation costs are unpredictable in the future, making public transit, ride-sharing, and alternative-fuel vehicles more popular, and in-town or near-work living more attractive from a community resiliency perspective. We should seek to support all of these options into the future.

### SUSTAINABILITY

The economic and environmental costs of our transportation system are equally important considerations.

Maintenance costs are on the rise and traditional financing mechanisms are unable to keep up. Increasingly frequent severe weather events will continue to wash out roads and bridges and overload culverts and ditches, resulting in costly repairs. This plan supports the use of asset management and planning practices, efforts led by the Planning Director and Public Works Planning Director, to carefully consider how and where we build new infrastructure. We must ensure resources are allocated for projects that are the highest priority *needed* improvements rather than *desired* improvements, in order to ensure the long-term sustainability of a safe and effective transportation network.

Environmental impacts from roads include water pollution and erosion from runoff. Minimizing runoff with low impact development practices, including narrower roads, can reduce environmental impacts and reduce costs. Environmental impacts also include emissions. Transportation was responsible for 47% of Vermont's greenhouse gas emissions, according to the state energy plan. We can promote cleaner transportation options such as transit, cycling and walking, as well as developing more housing within walking distance of jobs and shopping. Middlebury already has a very high percentage of residents who commute to work on foot: between 21% and 31% according to the 2015 American Community Survey

(many college Towns have high percentages. Vermont as a whole averages 5.6%). Transit ridership has increased greatly in the past few years, and we are continuing to work on improving conditions for bikes in town.

The following are several guiding principles for designing and maintain our streets to be durable, minimize costs, and reduce environmental impacts:

- Make sure that our transportation system can be maintained in good condition within anticipated budgets. Keep up a regular maintenance schedule for town infrastructure.
- Avoid duplication of efforts by coordinating construction and maintenance between the town and the state.
- Size bridges, ditches and culverts adequately for increased precipitation.
- Utilize low impact development where possible.
- Consider impacts to water resources, including runoff quality and quantity, winter street maintenance, snow storage, erosion control, roadside vegetation, herbicide use and tree preservation.
- Design parking lots to minimize stormwater runoff.

## COMMUNITY CHARACTER

Streets and trails are an integral part of the public landscape.

The character of an area is greatly influenced by the design of its streets and parking areas, and this varies significantly throughout town. Trees, signage, curbs, street width, building setbacks, and landscaping all contribute to the look and feel of each area. The appearance and low-value function of space used for commercial parking offers a particular challenge to community character. Our commercial areas serve residents from throughout the region and care must be taken to provide sufficient parking without encouraging the more characterless aspects of large parking lots. Middlebury has promoted shared parking in shopping centers and other venues so that large numbers of vacant spaces are not required, and this practice should be continued. Large parking areas should also be 'softened' by trees and landscaping or hidden behind buildings. Transit links to more remote parking areas are another option, particularly for special events.

In 2011, the State of Vermont passed "Complete Streets" legislation outlining the principles and details of well-designed streets that integrate all transportation modes. The Town should ensure that future street upgrades adhere to this legislation.

The following are several guiding principles for designing transportation facilities that are complementary to community character:

- Make sure that the transportation system supports locally owned businesses and small-scale shopping areas, for example: narrow streets with slow traffic speeds, short setbacks and ample sidewalks are among the requirements for these uses.
- Carefully evaluate plans to pave rural roads, taking into account the desires of local residents and the maintenance requirements of the roads.
- Build streets only as wide as necessary for their function, including pedestrian and bicycle use.

- Consider the effects of road maintenance and emergency vehicles on road design (e.g. purchase snow plows and fire trucks to fit the roads). Modify street design standards to allow public streets similar to private streets in low-traffic residential areas.
- Design intersections based on the “design vehicle” appropriate for the streets. Make corners wide enough for semis on streets where they travel frequently, but do not oversize other intersections.
- Continue and expand the Town tree-planting program for public streets.

## **SOCIAL INTERACTION**

Pedestrian-friendly streets and extensive public transportation promote interaction.

Nothing indicates a sociable town better than neighbors chatting on the sidewalk, and for this to happen there must be both sidewalks and people walking on them. Most people choose to walk when it is a convenient way to get somewhere. Destinations like the library, bank or post office attract people who are then more likely to patronize the nearby shops and restaurants. Downtown Middlebury has these destinations still in place. In addition, the narrowness of Main Street, slow traffic speed and many crosswalks make it pedestrian friendly despite occasional heavy traffic and large trucks. Street furnishings such as trees, flowers, benches, bike racks, and outdoor tables further enhance this area. Temporary street closures for festivals have also helped make the downtown a center of activity. Bus riders also develop an “on-board” community, with members from all walks of life interacting and socializing, whether on their daily commute or traveling to stores or other places.

### **Goals:**

- Improve and enhance our community’s character
- Enhance safety
- Support multiple transportation options including driving, walking, cycling, public transit and rail
- Minimize environmental impacts
- Reduce maintenance costs

### **Strategy 7.1. Ensure that transportation infrastructure is complementary to community character.**

#### **Actions:**

- 7.1.1 Modify public works specifications to encourage design of streets that complement their surroundings and respect environmental concerns.
- 7.1.2 Continue and expand the Town tree-planting program for public streets.
- 7.1.3 Manage traffic flows with a combination of improved street connectivity and traffic calming measures.

### **Strategy 7.2. Improve pedestrian and cycling facilities**

#### **Actions:**

- 7.2.1 Maintain a system of trails and paths to allow for in-town recreation and pedestrian/bike transportation. Improve and maintain heavily-used but informal paths that now exist. Acquire easements for pedestrian access where appropriate.

- 7.2.2 Build a bicycle bridge to replace the crossing that was at the site of the former Three Mile Bridge.
- 7.2.3 Continue to update the 2010 sidewalk study and complete the sidewalk system where links are broken or missing.

**Strategy 7.3. Promote alternative modes of transportation such as bus, rail, air and ride sharing.**

**Actions:**

- 7.3.1 Use origin-destination studies to guide planning for vehicles, pedestrians and transit users.
- 7.3.2 Select a location and develop a design for creating a passenger rail station in anticipation of Amtrak service in 2020
- 7.3.3 Work with local businesses to encourage the use of ride sharing, car sharing and vehicle rentals (eg: Zip cars).
- 7.3.4 Support the efforts of ACTR to maintain a public transit system with routes and schedules that allow more people to commute to work, school, shopping and appointments.
- 7.3.5 Provide more park-and-ride options, increased frequency of service, extended hours of service, more bus shelters and pullouts, and greater connectivity with adjacent communities.

**Strategy 7.4. Coordinate land use and development with transportation infrastructure.**

**Actions:**

- 7.4.1 Create a transportation plan for the Town of Middlebury, which uses land use projections to help prioritize future upgrades and repairs to the road network.
- 7.4.2 As part of an overall transportation plan, identify and study high risk intersections within the Town of Middlebury and identify a strategy for addressing them. Incorporate these results into the Town Plan for use in the development review process.
- 7.4.3 Create a bicycle/pedestrian plan and map for the Town of Middlebury, which shows potential future linkages, and request easements as development on mapped properties occurs.
- 7.4.4 Designate a system of collector streets for future development. Within designated growth areas, roughly map out routes for future collector streets and require developers to construct their portion of these streets. Do not connect local streets directly to arterials.
- 7.4.5 Conduct neighborhood-scale planning to promote voluntary discussion between businesses and residents of safe ways to achieve better traffic flow and connectivity in their neighborhoods.
- 7.4.6 Planning Commission will submit annual input to the infrastructure committee about future capital projects
- 7.4.7 Develop access and parking management strategies for problem areas, and work with private property owners to implement them. For example, encouraging shared driveways, shared parking, and proper driveway alignment.

- 7.4.8 Develop road, driveway and stream crossing design standards for inclusion in the Public Works Specifications.
- 7.4.9 Continue to study the solutions for downtown parking shortages.
- 7.4.10 Develop improved parking calculations and design standards that take into account the density of development planned in that area and encourage connectivity, shared parking and green stormwater infrastructure/landscaping in parking lots.
- 7.4.11 Perform a complete update of the Public Works Specifications, and consider consolidating them with the Zoning and Subdivision Regulations.

**Strategy 7.5. Design and maintain our streets to be durable, minimize costs, and reduce environmental impacts.**

**Actions:**

- 7.5.1 Develop a stormwater management plan that improves water quality and prevents impairment.

**Strategy 7.6. Prioritize the following infrastructure projects to improve the transportation network.**

**Actions:**

- 7.6.1 Update the feasibility study for a passenger rail station.
- 7.6.2 Implement the recommendations from the 2010 Charles Avenue/Monroe Street intersection study.
- 7.6.3 Work with VTrans and VT Railway to upgrade the downtown rail underpasses with tunnels.
- 7.6.4 Construct a roundabout at Route 7 and Exchange Street.
- 7.6.5 Implement measures to slow traffic at the sharp corner on Washington Street Extension.
- 7.6.6 Acquire easements to permanently protect the Trail around Middlebury (TAM).
- 7.6.7 Study improvements for the intersection of Creek Road and Route 7
- 7.6.8 Continue work on the Creek Road erosion and stabilization project
- 7.6.9 Continue work on the third phase of the sidewalk project along Exchange Street
- 7.6.10 Begin consideration of a new bridge crossing over Otter Creek, recognizing that it can take decades for such a plan to be finalized.

# 8. EDUCATION

The work of educating our citizens is one of our community's foremost responsibilities. Our community's prosperity depends on our ability to provide lifelong learning opportunities to our children and adults. As citizens, we need to keep pace with a changing world.

## Pre-school Opportunities, Public and Private

Both public and private early education programs provide early education. Programs include the Early Education Program of Addison Central School District, the Addison County Parent Child Center, Mary Johnson Children's Center, the Middlebury Cooperative Nursery School, Quarry Hill School, Otter Creek Child Center, College Street Children's Center, and Sunshine Children's Center as well as home based early childhood programs.

High quality early education programs will be increasingly critical in the educational continuum and Middlebury has insufficient capacity. Middlebury will have to address this challenge in creative ways.

## School Consolidation

In March 2016, the 7 towns that made up the Addison Central Supervisory Union District (ASCU) (Bridport, Cornwall, Middlebury, Ripton, Salisbury, Shoreham, and Weybridge) voted to form a consolidated school district now known as Addison Central School District (ACSD) ([www.addisoncsd.org](http://www.addisoncsd.org)). The State of Vermont offered incentives for school districts to consolidate that included a schedule of tax credits graduating over a five-year period. School and resource savings, school board consolidation and improved curriculum are goals for the school consolidation efforts in Vermont.

ACSD is a governance district with 13 representatives from the seven incorporated towns, each elected for a 3-year term. Based on town population, Middlebury has 7 elected members. Each of the other six towns has one representative. There is one combined budget voted on by all of the 7 towns in the ACSD for all of the public schools in the district. This includes Mary Hogan School (K-6 Middlebury), Middlebury Union Middle School, and Middlebury Union High School as well as the elementary schools for the other ACSD towns. The voters also vote on the Hannaford Career Center budget that enrolls students from the neighboring Addison County towns.

There are some opportunities for school choice among the public schools. Private school options in Middlebury for elementary students include Bridge School, Aurora School, the Valley Christian Academy, and North Branch School (7-9). Families choosing to home school their children follow the Vermont State requirements.

## Facilities and Enrollment

In the 1990's, in response to increased enrollments and instructional space needs Mary Hogan School was renovated and expanded. Today, with 25% fewer students, Mary Hogan has ample space. Classroom space now exceeds the need. Mary Hogan once housed over 63 students and in 2016 has 400 – 430 students. As the Vermont birth rate continues to decline the Department of Education has predicted that school population will drop by an additional 25% by 2030. Mary Hogan is one of the few schools that in recent years has not experienced a decline and is maintaining or slightly increasing its enrollment annually. The facility is carefully maintained and

all expectations are that it should meet future enrollment and program needs satisfactorily. The school is adjacent to the Town recreation fields and facilities and Mary Hogan leases the fields and shares them with the Town. The Town of Middlebury maintains the recreation fields. There is a well-maintained playground that is conveniently located within walking distance of many residential areas.

The school district contracts with Bet-Cha bus service and some children use the Addison County Transit Resource bus system. There are a large number of parents who drop off and pick up their children before and after school creating traffic and parking problems. The safe routes to school organization has worked with school officials, the Town, and the families to encourage walking and biking to schools.

#### MUMS and MUHS

Major renovations were completed to MUHS and a new campus was erected for MUMS in 1996. - Both facilities accommodate the academic program for the student body. The campus of MUMS includes playing fields. MUHS uses fields adjacent to the school and at the nearby Legion Fields on Creek Road (leased from Middlebury College for \$1 per year). In 2016 the Town built a new Recreational Facility at the Creek Road location. The school district voted to add locker rooms to the Recreational Facility. This gives a much-needed space for team changing, bathroom facilities, and safe coverage from storms. The schools also can work with the Town to schedule practice and game time in the Recreation Facility. The legion fields and the fields at the high school are in the Otter Creek flood plain and often are inaccessible in the spring. Improvements for drainage have been made on the football field. The Friends of Football have erected a food stand and bathroom facility as well as a viewing/press room for the field. Soccer and lacrosse boosters maintain a snack shack at the Legion field.

#### Patricia Hannaford Career Center (PHCC)

PHCC maintains two campuses: the North Campus in the Industrial Park (2005) for diesel and automotive training and education and the South Campus connected to MUHS. PHCC is continually assessing the student and employer needs to develop coordinated curriculum.

Students from MUHS can take a variety of academic programs including career and technical education at PHCC. Most programs of study at PHCC offer students the opportunity of dual enrollment. This opportunity allows students to graduate from high school with as many as nine (9) college credits. In addition, MUHS offers seven Advanced Placement courses and a few selected students take not for credit courses at Middlebury College SAT scores continue to be above the Vermont and United States averages. In the Class of 2014, 64% of all students enrolled in post-secondary education within 2 years of graduating (ACSUS Strategic Plan Report 2015-2016). Middlebury compares well with the state in dropout rates, graduation rates and student teacher ratios.

#### Student Food Assistance

In the past year, Mary Hogan Elementary has experienced an increase in students qualifying for free and reduced meals, which is part of an ongoing trend. Concurrently there has been a slight decline in overall academic achievement. These factors put considerable financial stress on our educational system.

Federal income guidelines for free and reduced meals:

- 2 person family – annual income \$20,826
- 3 person family – annual income \$26,208
- 4 person family – annual income \$31,590

Other poverty guidelines include the “Federal Poverty Guidelines” that are slightly different:

- 2 person household \$16,020
- 3 person household \$20,160
- 4 person household \$24,300

#### Mary Hogan School

- In 2015, 42.73% of the children attending Mary Hogan Elementary School were eligible to receive free or reduced lunch.
- 27.8% of the students attending Middlebury Union Middle School were eligible for free and reduced lunch.
- 29.28% of the students attending Middlebury Union High School were eligible for free and reduced lunch.

Middlebury Union Middle School (MUMS) and UD #3 Middlebury Union High School (MUHS) and Patricia Hannaford Career Center (PHCC)

Charts of education comparisons can be found in the ACSD report at [http://acsu.org/cms/lib8/VT01918853/Centricity/Domain/63/2015-16\\_ACSUStrategicPlanReport.pdf](http://acsu.org/cms/lib8/VT01918853/Centricity/Domain/63/2015-16_ACSUStrategicPlanReport.pdf)

#### Cost of Education

Middlebury residents have historically demanded high quality education. That reflects in Middlebury’s (Addison County School District) per pupil costs and education tax rates. Vermont’s 1997 Equal Education Opportunity Act (Act 60) decrees that all children should have equal access to educational opportunities and has resulted in a complex state education funding formula.

Like many Vermonters, a significant number of Middlebury property owners apply for education property tax relief through the Homestead Declaration and Property Tax Adjustment Program.

With the new unified school district, Middlebury’s school tax rate will be the same as the other towns in the school district. Below are the ACSD per pupil FY 17 spending and rankings among Vermont school districts:

- Elementary school \$14,393.51
- MUHS & MUMS \$16,464.26

#### Adult Education

The Vermont Adult Learning program offers life skills and workplace literacy instruction for adults. Career and Technical education as well as specific job skill instruction is provided by the Hannaford Career Center. The VT Department of Employment and Training and the Addison County Workforce Investment Board provides workforce development programs, job training, employment counseling and referrals, and related services. CCV maintains an adult education campus (see also Colleges and Institutions section).

There are several adult education offerings, some informal, geared toward makers and growers in Middlebury. The Middlebury Natural Foods Coop offers classes from cooking to apiary skills,

some in partnership with Hannaford Career Center. The Middlebury Studio School offers regular clay and pottery classes for all ages. The American Brewer's Guild, located at the Drop-In Brewery facility on Route 7 South, draws students from across the world to their 28-week Craftbrewer's apprenticeship program.

Informal learning opportunities are available through Middlebury College's many public lectures and the Ilsley public library's classes, lectures, and learning events. Some residents make arrangements with professors to audit Middlebury College courses at no charge.

Elderly Services sponsors the Elderly Services Institution (ESI) academy with a variety of courses taught by community members for our senior citizens. Also, most of our community enjoys high-speed Internet access, which allows residents to access online learning and training opportunities.

### TRENDS

Enrollment in our public schools continues to decline.

The economic disparity of families of the children attending our public schools is growing and it highlights the need for our schools to ensure that this economic gap does not result in an achievement gap. Early education will increasingly be seen as a critical stage in education and a way to help mitigate this gap. We should continue to look for creative ways to work with the early education community. Additionally, there is a growing need for technological and vocational training in adult education.

### AFFORDABILITY

Quality education is expensive but we must strive to make it cost effective.

With the ACSD consolidation, school tax rates will be the same district-wide. Cost of education is State-driven Middlebury's poverty rate contributes to the challenge of paying for education. Act 166, the recent preschool funding law, allows families to access 10 hours of free Pre-K education for their 3-5 year old children.

### SUSTAINABILITY

Healthy schools translate to a healthy economic and social environment.

Through Act 46, the ACSD is striving to make better use of all resources.

### COMMUNITY CHARACTER

The built and natural environments are teachers.

Middlebury's historical, cultural, and natural heritage offers a rich curriculum for all of us. There are opportunities to incorporate programs at the Ilsley Library, Sheldon Museum, Folklife Center, Middlebury College and our natural environment into the curriculum.

### SOCIAL INTERACTION

Relationships and civic spirit are forged through learning.

Middlebury is a regional center for learning and education. Many community volunteers make our education system successful and provide a mixing of generations. As technology advances and more online opportunities are presented, it will become increasingly important to preserve and encourage human interaction.

### GOALS:

- Provide high quality education for all ages; and,
- Encourage everyone to be healthy, productive and responsible citizens.

**Strategy 8.1. Maximize our educational programs and resources.**

**Actions:**

- 8.1.1. Continue to support innovative ways to collaborate with schools within the region on programs and facilities, on a full calendar basis.
- 8.1.2. Support dialogue among education and town/civic groups to merge programs with evolving community needs.

**Strategy 8.2. Promote learning for everyone.**

**Actions:**

- 8.2.1 Support community activities that engage our citizens of all ages.
- 8.2.2 Support the communication of programs and events at all levels of education to the general community.

**Strategy 8.3. Maintain healthy and safe schools**

**Actions:**

- 8.3.1 Expand safe routes to schools initiatives
- 8.3.2 Support Farm to School initiatives
- 8.3.3 Participate in community health and wellness initiatives
- 8.3.4 Support expanded opportunities for after school enrichment and physical development programs.

**Strategy 8.4. Maintain sustainable building infrastructure**

**Actions:**

- 8.4.1 Keep current with infrastructure and technology
- 8.4.2 Conduct energy audits

**Strategy 8.5. Strengthen job training and workforce development**

**Actions:**

- 8.5.1 Develop and build relationships with business community and workforce development organizations

**Strategy 8.6. Expand early childhood learning and development opportunities for families.**

**Actions:**

- 8.6.1 Support Addison Central School District's implementation of Act 166.
- 8.6.2 Work with employers to establish childcare partnerships for quality early childhood programs, with an emphasis on infant and toddler care.

## 9. COLLEGES AND INSTITUTIONS

Our institutions distinguish our town and are a significant force in our community's vitality and development.

Middlebury is privileged to be the County Seat and the home to Addison County non-profit organizations, Federal and State offices and courts, medical facilities, educational facilities (see Education chapter), Community College of Vermont and Middlebury College.

### MIDDLEBURY COLLEGE

*Steeped in a rich history dating from 1800, Middlebury is often referred to as the College's Town and the College is referred to as the Town's College.*

Middlebury College is a private, co-educational, residential, four-year, liberal arts institution. The main campus is located on the hill west of downtown and is comprised of approximately 100 buildings on 350 acres. Middlebury College offers 40 undergraduate programs to 2,500 residential students and an extensive study abroad program. There are 1200 full-time faculty and staff making the College the Town's largest employer. Additionally, there are world-renowned summer programs that attract students of all ages and from many professions. These programs include the Language School and the School of the Environment on the main campus with over 1200 students, the Bread Loaf School of English with 300 students and the Bread Loaf Writers' Conference for 230 students, both in Ripton. Other significant features of the College are the Davis Family Library; McCardell Bicentennial Hall (sciences); Mahaney Center for the Arts (auditorium, theater, performing arts facilities and an art museum); Axinn Center; bio-mass heating and cooling facility; Nelson Recreation Center, Pepin Gym and field house; Youngman Field, Virtue Field House, Kenyon Ice Arena, 18 lane natatorium, Ralph Myhre Golf Course and 2 turf fields to accommodate football and lacrosse, soccer fields and many practice fields. The Snow Bowl in Hancock, VT and the Rikert Ski Touring Center at Bread Loaf in Ripton, VT provide additional facilities and public amenities.

### The Significance of Middlebury College and its Relationship to the Town

The College and the Town have a history of partnering for the greater good. The College gives the Town national recognition and celebrity and is a major contributor to its culture and economic vitality. The Town engendered the College, nurtured it, and gave it its name and place, and continues to provide it with protection of civil government and all essential services. The College continues to celebrate its historical roots as the Town's College. This partnership has been strengthened in recent years and continues to grow for our mutual benefit.

Middlebury College contributes significantly to the economy of the region and is the ninth largest employer in Vermont. In addition to the College's payroll, the regional economic impact is significant. The college generates earnings for Addison County workers and benefits local businesses.

In addition to the economic impact, the College has varied athletic and cultural activities that are open to the public, which are valued and appreciated by the community. These events contribute to the

attractiveness of the Town and its quality of life for residents and visitors. The College provides opportunities for a select number of high school students to take courses at the College. In addition, forums, lectures, and exhibits are open to the public and enrich the education of citizens of all ages. Middlebury College students are encouraged to engage in the community through a variety of volunteer activities: the Charter House Coalition, college tutorial and student-teaching programs at area schools, child care centers, and social service agencies; Community Friends Program; research; and consulting work through various courses. The College provides numerous internships in the community including at the Sheldon Museum and Town Hall Theater. Many academic departments have collaborated with the Town on projects that will improve the quality of life for the area. Additionally, the presence of the College has brought a significant number of alumni and retirees to the area.

The unique character of the historic village and the amenities of the Town and its surrounding countryside are crucial to the continued prosperity of Middlebury College, the Town and Addison County. Cooperation, communication and joint planning have become increasingly important as we navigate the future.

Land holdings of the College have a significant impact on community development and land conservation. These extensive land holdings include scenic approaches to the Town, parts of the Industrial Park and various tracts of farm and forestlands. The College also owns 65 properties that are rented to faculty and staff.

There are many opportunities for further collaboration between the Town and the College. In recent years the College has contributed significantly to major Town projects including the Cross Street Bridge, the Fire Station, and partnered with the Town to build the Town Office and Recreation Facility (2016). In conjunction with the Town Office project, the College has constructed a new park linking the campus and the Town where the former Town Offices and Recreation Center stood. The College and Town worked together to build a dog park. There remains a need for developing bike and pedestrian paths that will benefit both the College and the Town communities.

#### Master Plan Reviews and New Planning

The College completed a Strategic Planning process and a new College Campus Master Plan, adopted in 2008. An update of the Strategic Plan was completed in 2017. In the late 1990s the Town and the College agreed to consider the Middlebury College properties located on the west side of Otter Creek to be in a Planned Unit Development (PUD). With this agreement, Middlebury College will present any land use changes that they propose within the PUD for Town permitting. Major changes are subject to Development Review Board (DRB) approval. In addition to the properties west of Otter Creek, the College provides an accounting of properties owned throughout the Town that are not part of the PUD. The Master Plan and DRB review proceedings have been successful in facilitating Town and neighborhood communications with the College regarding its development. As a result of this communication the College initiated a program to sell residential homes in the Chipman Park neighborhood. All efforts should be made to continue this program of early and regular communication.

#### Challenges and Opportunities

The College is a major landholder in the Middlebury area and its real estate investments can have a major impact on the Town. In co-operation with local and state land trusts and other entities and individuals,

the College is in a position to help the Town unsure mutually beneficial long-term growth and achieve a number of preservation objectives of the town plan.

The student population makes up more than a quarter of the 8500 residents of Middlebury. The College Master Plan pledges that the College will make every effort to house its students on campus and restrict off-campus housing. Three new dorms were completed in 2016 to accommodate students and alleviate some of the need for off-campus housing. A college-neighborhood communication plan has been put in place for students and residential neighborhoods. This communication plan includes the College, the Town Police, landlords and students. Should the College wish to expand, impacts to be evaluated include traffic, police services, childcare, schools, affordable housing and other zoning standards. This Plan encourages the College to continue its efforts to restore traditional single-family and multi-family residences west of Otter Creek. The number of students in residence is addressed in the Master Plan and subject to Town DRB review and approval in consultation with the Planning Commission. Increases in student housing must be located in the Institutional zone. The College and the Planning Commission continue to work together on these issues.

The College has a long-standing need for housing for faculty and staff. To this end the College maintains an inventory of rental properties. There remains an outstanding need for housing for College employees. The Town shares the concern for the need to expand the community's affordable housing stock. This is an opportunity for collaboration.

#### COMMUNITY COLLEGE OF VERMONT (CCV)

The Community College of Vermont (CCV) is an accredited two-year college and part of the Vermont State Colleges System (VSC). Students may choose from 15 areas of concentration that include Accounting, Business, Human Services, Computer Network Administration, STEM Studies, Medical Assisting, and Liberal Studies. Some students earn associate degrees; others take courses as lifelong learners. Many CCV graduates transfer to bachelor degree programs at other VSC institutions, the University of Vermont, and other colleges in and out of state. More than half of CCV students are first generation and of traditional (or younger) college age.

Middlebury is fortunate to have a downtown CCV campus that serves close to 300 students through center-based courses, online instruction, and academic and financial aid advising. 92% of Middlebury's CCV students attend part-time while working and/or raising families. A trend of growing importance is the increase in high school students who are taking college courses. In 2016, more than 70 students from Middlebury Union High School, Patricia A. Hannaford Career Center, Vergennes Union High School, and Mount Abraham Union High School took advantage of dual enrollment opportunities offered through CCV. Businesses in town can look to CCV to provide professional workforce training in career readiness for manufacturing, human services, and healthcare; supervisory skills; and a host of other specific workforce needs. The faculty is made up of community professionals who are typically practitioners in the fields they teach.

CCV-Middlebury is currently located in the Battell Building in the heart of the downtown area. This space consists of classrooms, a computer lab, and learning and career center. CCV is a non-residential college, and students travel to the Middlebury campus by car or the ACTR bus system. Traffic and parking are an ongoing concern to the students, the CCV administration, and the Town. As CCV grows, these issues will need to be addressed. In recent years CCV has expanded or built campuses in other communities around the state. There have been conversations with Middlebury officials about a new campus that might allow for enrollment growth and facility upgrades, although no decision has been made at this time. Middlebury

recognizes the importance of having CCV present and is committed to aiding the College in finding a downtown location that is both accessible and affordable, in keeping with its mission.

Two thirds of all jobs in Vermont will require some postsecondary education by 2020 according to Georgetown University's Center on Education and the Workforce. While Vermont boasts one of the highest high school graduation rates in New England, it has one of the lowest rates of continuation to college, even though a college education is the best predictor of economic stability. State and national studies agree it will be necessary to go beyond high school to move out of poverty. CCV contributes to Middlebury's economic development by providing training and continuing education for employees of Addison County businesses. CCV has been awarded two federal workforce TAACCCT grants in the past five years to train Vermont workers who need to upgrade job skills in order to remain viable in an increasingly competitive global economy. CCV staff serve on town boards and welcome opportunities to collaborate with Middlebury businesses and organizations to strengthen the community.

#### PORTER MEDICAL CENTER (PORTER HOSPITAL AND HELEN PORTER HEALTHCARE AND REHABILITATION CENTER)

Porter Medical Center is an important part of the Middlebury and Addison County economies. Porter Medical Center is the major institutional provider of health care in Addison County. Under its umbrella is Porter Hospital and Helen Porter Healthcare and Rehabilitation Center.

Porter Medical Center is the third largest private employer in Addison County and therefore plays a major role in the local economy. In addition to the hospital, the Porter Medical Center campus includes the Ray Collins building housing both clinical and administrative departments, the medical office building and numerous portable structures used for medical office and support departments, and the 1929 Building which is administration and support departments and Helen Healthcare and Rehabilitation Center. The Middlebury Volunteer Ambulance Association also has its headquarters adjacent to the Porter Medical Center facility.

A major renovation in 2007 provided a state of the art birthing center and surgical suite. Most physician practices in Addison County are now employed by Porter Medical Center and this trend will likely continue as funding formulas and sources change at both the State and the Federal level. Porter anticipates adding another medical building in the next 5 years and has recently begun a series of community conversations about expanding their facility on South Street. This plan supports the concept of expanding the Medical facility at its current location if possible, rather than constructing a new building elsewhere.

In 2016 Porter Medical Center had an average of 850 employees and directly paid out over \$44 million in wages and another \$11 million in benefits to all of its employees. Just over two-thirds of its employees are residents of Addison County. The medical center's mix of employment – full and part time – and its mix of occupations provide a wide range of employment opportunities for Addison County residents and these opportunities help meet the divergent employment needs of the county's population. (<http://www.portermedical.org/>) In October 2016, the Porter Medical Center Board of Directors and the UVM Health Network Board of Trustees voted unanimously to sign a Letter of Intent to negotiate terms under which Porter Medical Center would join the UVM Health Network.

#### TRENDS

Our colleges and institutions are a dynamic influence in our community.

Our colleges and institutions are expanding and increasing their presence in Middlebury thus affecting housing, transportation and the economy. Middlebury must work with the institutions to find the best locations to fulfill their missions and be effective in the community. The size of the student and employee population has a significant effect on housing, transportation and the economy.

#### AFFORDABILITY

Our colleges and institutions introduce both benefits and challenges for the community.

Colleges and institutions provide jobs with benefits that have a positive effect on the local economy. The services they make available can provide skills and support to further employment opportunities for community members.

#### SUSTAINABILITY

The relationship of our colleges and institutions to the Town is important to the health of both communities.

Middlebury College and Porter Hospital have a significant impact on our community. Their presence helps maintain jobs, cultural amenities and economic potential. The College is a recognized leader in energy efficiency and resource development. There are opportunities to collaborate on the utilization and sharing of resources within our institutions that can help maintain their sustainability to insure their success.

#### COMMUNITY CHARACTER

Our colleges and institutions contribute to the quality of our community.

Living in close proximity to institutions enhances the quality of life for many in our community. Middlebury College campus is rich with architecture and historical landmarks and College holdings have helped conserve the rural landscape. The services and resources of the College have helped our citizens enjoy a quality of life that is rare and unusual in Vermont. The presence of Porter Medical Center helps to attract new residents and improve the quality of life of the citizens of Middlebury.

#### SOCIAL INTERACTION

Diverse opportunities enhance our communities.

Many in our community interact within our institutions on a daily basis for work and recreation, volunteering and networking. Contact and communication with the College community provide important relationships for both Middlebury residents and College students and employees. Access to facilities and events provides natural gathering places for all ages.

#### **Goals:**

- Develop and maintain amenities and infrastructure that will mutually benefit residents and institutions.
- Increase communication and collaboration efforts

#### **Strategy 9.1. Collaborate on physical and financial planning.**

##### **Actions:**

- 9.1.1 Review of Master Plans for all of the Institutions that have PUDs to conform to the Middlebury Town Plan.
- 9.1.2 Work with Institutions to share resources and solve problems.

**Strategy 9.2. Advocate for state services based in Middlebury.**

**Actions:**

- 9.2.1 Work with our local and county Legislative delegation, ensure retention of localized state services in Addison County, including Porter Medical Center, court services, Health Department, Economic Services and Department of Children and Families.

**Strategy 9.3. Expand College-Town Initiatives.**

**Actions:**

- 9.3.1 Collaborate on physical and financial planning
  - 9.2.1a - Explore affordable housing alternatives
  - 9.1.1b - Identify energy sharing and saving possibilities
  - 9.1.1c - Explore fiber optic expansion with the Town
- 9.3.2 Expand committee interactions
  - 9.1.2a - Bi-annual meetings with the planning commission
  - 9.1.2b - Monthly Select Board-College meetings
  - 9.1.2c - Collaboration on the College Master Planning and the Town Plan
- 9.3.3 Increase opportunities for student-town interaction
- 9.3.4 Work with the College to identify academic interactions that will be mutually beneficial

# 10. COMMUNITY FACILITIES, SERVICES & UTILITIES

Middlebury is served by Town government and a web of affiliated entities.

Community facilities and services include our Town government services, public safety, public works, and public parks and facilities. Private utilities provide electricity, telephone and wireless communications, cable TV, and broadband service. Other governmental or non-profit agencies manage public schools and vocational training, regional solid waste, ambulance services, health and social services, child care, public transit and numerous other community functions.

Various independent non-profits are established with articles of association that include town officials or delegates, including the Better Middlebury Partnership (BMP), Addison County Regional Planning Commission and the Economic Development Corporation, Memorial Sports Center, Middlebury Community Television and Middlebury Area Land Trust, to name a few. The Town is also fortunate to have the United Way and service clubs such as Rotary, Lions, VFW and American Legion—the list of community support organizations is extensive.

Middlebury hosts a wide array of social service agencies that serve residents throughout Addison County. The impressive list of agencies includes, but is not limited to, healthcare, elder care, early childhood education, teen pregnancy, addiction treatment, homelessness, domestic abuse, food insecurity, transportation, mental health, animal welfare and hospice. Residents searching for services can call the statewide 211 system that will refer them to the appropriate agency that can address their needs.

Many of the agencies providing these services receive financial support through the municipal budgets of Middlebury and other county towns. In Middlebury, agencies, on a rotating basis, make short presentations at Town Meeting. Agencies funded through the municipal budget also list a description of their services in the annual town report.

For some agencies, Middlebury has granted a waiver for property taxes. Most all agencies providing housing, however, pay property taxes.

HOW DOES THE TOWN PLAN RELATE TO TOWN BUDGET AND TOWN MEETING VOTES? The residents of the Town of Middlebury elect a Select Board which presents a budget to be approved by voters every year at Town Meeting - on the Monday evening prior to the first Tuesday of March. The budget reflects the service and infrastructure needs for the year ahead and a capital improvements budget for Town capital projects. The Town Plan is a guide but the decision is the voters'. Several of the facilities and utilities are controlled and funded by entities other than the Town, but are nonetheless important for the Town to include in its planning. This Town Plan affirms important policies that guide community facilities and services and particularly to identify major needs and planning issues ahead.

## Municipal Office Building and Gym

A new municipal building and gymnasium were constructed in 2015-2016. The municipal office building was erected on a site formerly owned by Middlebury College. In partial exchange, the Town took ownership of its current site and granted its previous site to Middlebury College. The new municipal office building is handicapped-accessible and was designed with energy efficiency in mind. According to the designer, the Middlebury municipal building is the first net zero municipal office building in the State of Vermont and second net zero municipal office building in the Northeast.

There is an energy “dashboard” displayed in the Lobby allowing residents and building occupants to observe real-time energy consumption and generation from the offsite photovoltaic array. The new building relies entirely on the sun for all of its heating, cooling and electrical needs. The new gymnasium opened in February 2016 on Creek Road.

## Libraries

Ilsley Library is the primary Town Library. It is located on Main Street in downtown, adjacent to the Municipal Offices. The library is governed by a five-member Board of Trustees who are elected at Town Meeting. The Ilsley library includes three meeting areas, a youth media lab, computer lab, a digital media lab, and the offices of Middlebury Community Television (MCTV). A second library, Sarah Partridge Community Library, is located in East Middlebury and is operated by the East Middlebury Fire District #1 Prudential Committee.

### Ilsley Library

While the library is a department of the Town, a five member elected board of trustees oversees the library and sets its policies according to state statutes. Out-of-town residents may borrow materials by paying an annual membership fee.

Ilsley Library’s 2015 strategic plan outlines the following mission statement and guidance principles:

Mission Statement: Ilsley Library brings people and ideas together, fosters public dialogue, builds community, and enriches lives.

#### Guiding principles:

- Ilsley welcomes all
- Ilsley serves as a hub for reading, technology and community
- Ilsley enriches the lives of children and youth
- Ilsley enriches the lives of adults, especially seniors

The library has expanded several times during its history, and a future renovation and expansion is being planned. Ilsley Library has meeting space that can be scheduled for community groups by contacting their main number. The current building was dedicated in 1924, and additions were added in 1975 and 1988 with renovations in 2003. Using a grant from ACCD, Ilsley Library has hired Gossens-Bachman Architects to create a preliminary design and cost estimate for meeting the future space needs of Ilsley Library. This work is expected to take place through summer 2017. During the second half of 2017 and going forward, the library will be exploring options for financing the construction of the proposed expansion.

Ilsley is heavily used. According to the state’s FY2015 statistics, Ilsley has:

- the highest program attendance in the State (18,366);
- the highest number of total visits in the State (179,140 a year); and,
- the 2nd highest per capita visits (20.96 per capita last year).

(FY2015, Vermont Department of Libraries, [libraries.vermont.gov](http://libraries.vermont.gov))

They are able to accomplish all this with a staff of 3.28FTE librarians and 4.48FTE other staff within 14,700sf of library space.

Sarah Partridge Community Library has been a part of the East Middlebury Community House since it opened in 1924. The building is owned by Fire District #1, East Middlebury and the library is run in conjunction with Ilsley Public Library.

The Friends of the Library play an important role in supporting services by underwriting most program expenses (lectures, children’s summer activities, author appearances, etc.) and providing email notices of new materials. The Friends of Sarah Partridge also provide valuable support.

The library’s web site is [www.ilsleypubliclibrary.org](http://www.ilsleypubliclibrary.org)

### Middlebury Community Television (MCTV)

MCTV is Middlebury’s local public access TV station, housed in the Ilsley library. MCTV broadcasts public meetings, community events and a variety of locally-produced shows. MCTV is an independent non-profit with public support from the Town and from cable TV franchising regulation of Comcast through the VT Public Service Board. MCTV is governed by a 5 member board with three of its members nominated respectively by the ID 4 and UD 3 School Boards and Select Board, and remaining members at large. MCTV is positioned to provide services beyond Middlebury’s borders, with many prerecorded offerings accessible on its YouTube channel:

<https://www.youtube.com/user/MCTVVermont>

### Fire Department

The main fire station (Station No. 1) is located on Seymour Street and Station No. 2 is located in East Middlebury. The merged Middlebury and East Middlebury departments help to maintain the level of coverage and volunteers, minimize unnecessary duplication of equipment and improve coordination and training. The Fire Department serves a key role in emergency management under the Town’s Emergency Management Plan, including assisting with evacuation of East Middlebury residents during Tropical Storm Irene flooding, and responding to the derailment of 13 gas tanker rail cars in 2008. While calls for major fires have decreased, minor calls for accidents and other hazards have increased. In 2016, out of 230 total calls, 18 were fires (including car, brush, aircraft and structure fires) and 73 were false alarms. The remainder were for other emergencies such as car accidents.



The fire department is a Town department. Equipment replacement for the fire department is funded through an annual contribution to a fund voted at 2 cents on the Town tax rate, and equipment is maintained through the Town’s regular operating budget. In October 2017, Station No. 1 will be replacing their 25-year old ladder truck.

Both stations were significantly updated in 2012-2013. Prior to that, a Select Board committee of Fire Department and community members worked with local architects for over two years to evaluate the existing facilities, assess needs and consider options. The facility improvements that were made are anticipated to serve the Fire Department needs for the next 40 years. Station No. 2 was reconstructed, and remains within the East Middlebury Village Center. The new smaller energy-efficient building stores two (2) fire trucks. Station No. 1 was significantly updated and expanded within Middlebury’s designated downtown. The first floor of the 1932 portion of the building was renovated into office space and a dispatch center, and a new addition was added containing four (4) large truck bays. The energy efficiency of the building was improved, a sprinkler system was installed, and an elevator was added for handicapped accessibility. The second floor now contains a kitchen, lounge and meeting room/training classroom. The building is even equipped with climbing equipment located in the floor and ceiling of the glass stairwell tower, which can be used in rescue training exercises.

Middlebury’s fire chief is David Shaw (2017). More information is available on the fire department’s website: [www.middleburyfiredept.org](http://www.middleburyfiredept.org)

## Police Department

The Police Department is located at the site of the old wastewater treatment plant on Lucius Shaw Lane. Middlebury's police chief is Tom Hanley (2017). In addition to regular policing services, the department also has a Mobile Command Post to facilitate multi-agency crisis coordination, provides various crime prevention outreach programs, and has crime lab services.

Because Middlebury is a regional center hosting various regional facilities, in many respects the Town Police (the only 24 X 7 police agency in the county) are in the position of providing regional police services and in some cases have made appropriate arrangements to address this. Our Police Department consists of 15 full time officers, including a School Resource Officer (SRO). The School Resource Officer mentors and teaches students, and otherwise serves as an embedded policing resource in the three public schools. The SRO is funded by a cost sharing arrangement between towns in the UD #3 District. A Traffic and Police Agreement is in place with Middlebury College, and they make an annual contribution to offset overtime and other policing costs at the college. There is cooperation between the Town and College Public Safety for assistance in parking enforcement and a protocol for handling student noise disturbances. Dispatch/call taking for fire and police is provided by police dispatch 7am-11pm Monday-Saturday. A full-time local dispatch would be desirable to maintain an optimal level of service but the cost could be prohibitive. The Town relies on the State Police to provide rudimentary dispatch services for police and fire between 11 p.m. and 7 a.m. and on Sundays. There is currently a plan before the legislature to require towns to pay for State Police dispatch which is driving conversations about establishing full time local or regional dispatch. There is also an investigation on-going in the legislature regarding consolidation of police services among towns and redefining the State Police role.

## Addison County Sheriff Department

The Addison County Sheriff Department, located on Court Street, has a staff of 15. They are responsible for security and paperwork for the county courthouse and the civil, criminal, family, small claims and probate courts. The County courthouse is also located in Middlebury. They also provide patrols, prisoner transport and fingerprinting.

## Middlebury Volunteer Ambulance Association (MVAA)

MVAA is a nonprofit professional organization providing 24-hour emergency medical care and ambulances for Middlebury and ten area communities. Resident first responders from a crew of 45+ volunteers answer over 1500 calls per year (one third from Middlebury). Crew training and new equipment have advanced and MVAA has just built a new facility north of Porter Hospital, which will meet its needs for the foreseeable future. MVAA funding comes from per capita/per town budget requests, donations and health insurance charges for transport.

## Parks and Recreation

Middlebury is well endowed with village greens, parks and recreational areas, especially with regard to public forests and natural areas such as the National Forest, Battell Woods, Means Woods, Wright Park, and Jessica Swift Park. The Parks and Recreation Department operates programs at the Municipal Building gymnasium and at the Town Recreation Park. A Recreation Advisory Board guides this program. The Memorial Sports Center is owned by the Town and operated by Friends of Hockey under the management of the Memorial Sports Center Commission.

There are a number of recreational activities that take place on the downtown village greens and in neighborhood parks in East Middlebury. The schools provide athletic programs and also host recreational activities at their facilities. The community has several private recreation facilities including the Ralph Myhre Golf Course (open to the public) and athletic facilities of Middlebury College. There are three private fitness centers and an indoor tennis club in Middlebury.

Many improvements have been made to our Town parks and recreation facilities since a needs assessment and action plan was developed in 2000. This assessment is due to be updated and several improvements remain to be made, including: the Wright Park access road and parking area; the swimming pool bath rooms/changing rooms/lockers; improved trails on Chipman Hill, Battell Woods and Means Woods; and a picnic shelter at the Town Recreation Park. There is also a strong interest in additional bike paths and hiking trails. Financing such improvements will require grants and private funds and ought to include some cost sharing with area towns.

Certain fundamental principles are used to guide decisions made by Parks District staff and the Board of Parks and Recreation Commissioners. The Middlebury Parks & Recreation Department believes parks, natural areas, and open spaces are essential elements in maintaining a balance of quality of life throughout Addison County. These principles, while not intended to provide strict decision-making rules for use in all situations, provide general and overarching guidance for decisions and actions between Comprehensive Plan revisions and updates.

Guiding Principles for Middlebury Parks Department Operations:

1. We provide a full range of active and passive parks and recreational opportunities for citizens of all age groups within the community's population and across the community geography.
2. We operate and maintain park facilities and programs in a fiscally responsible and sound manner, utilizing all possible funding sources for park operations, maintenance, acquisition, and facility development (to include public funds, grants, public-private cooperative partnerships, and other short or long-term sources of financing).
3. We develop the central core of the parks system around Recreation; Park, the Warming Hut Recreation Center, the Pool House, the Pool, the Town Gymnasium, recreation sports fields and a tot play lot. Beyond this parks core, we partner with other community organizations to provide a network of park sites across the Middlebury community and surrounding towns.
4. We consider acquiring and maintaining park assets within the Middlebury boundaries as the Department budget allows and as broad public demand supports
5. We develop, operate, and maintain the park system of Middlebury in an environmentally responsible manner.

## Cemeteries

There are eight cemeteries in Middlebury that are managed by either private cemetery associations or St. Mary's Church. There is no cemetery that is owned or managed by the Town, but the Town Clerk's Office is assembling indexes and lists from the private associations so that vital genealogical records (birth and death) can be archived in a single location.

## TOWN PUBLIC WORKS DEPARTMENT

### Public Works Facility

Public Works facility is located on Route 7. A one-acre site with 1990 building houses the offices of the Director of Operations, Highway Superintendent, Water Department and the Town's fleet of trucks, construction equipment and snow plows and on a 4-acre material storage area across the highway. Some equipment is also stored at the Police Department site. An old pole barn is used for storage. The garage and pole barn are inadequate to properly store and maintain vehicles and equipment. Equipment stored in the dirt floor pole barn suffers corrosion and a wash bay and additional garage space is needed. Some equipment is now stored in remote locations at the Police Department and in the Municipal Building garage. In 2016, Public Works restructured its management to split the former Director of Public Works position into two positions: a Director of Operations and a Director of Public Works Planning. This division of responsibilities will allow the Director of Operations to focus on staff and operational issues, while allowing

the Director of Public Works Planning to concentrate on long-range planning, grant applications, and right-of-way issues.

Across Route 7, in a wooded site, is a former quarry used as the Public Works storage site for winter sand and de-icing supplies and a fabric structure used for salt storage. This is a capital improvements planning issue that should be made a top priority.

### Streets and Highways

The Public Works Department is working on updating its survey of road conditions with computer mapping so that improved segments, traffic and related factors can be systematically evaluated for maintenance and capital improvements planning purposes. A Town Transportation Plan is needed, which would incorporate planning input (land use and growth estimates) to project how the roads network will be utilized in the future. The Transportation Plan should prioritize future improvements. Two unsafe intersections that have been overdue for improvement are the Route 7/Exchange Street/Happy Valley Road intersection, and Court Street/Charles Street/Monroe Street intersection. This Plan supports a transfer of responsibility and funding from the State if necessary so the Town can implement and maintain safe and desired intersection improvement projects appropriate to Middlebury.

The Creek Road gravel section, which runs along Otter Creek, is currently partially closed due to an erosion hazard. This road connects Route 7 to Three Mile Bridge Road. Pathways Engineering has completed an engineering and cost analysis of options for repairing or relocating portions of this section of Creek Road.

### Bridges

The Cross Street Bridge was erected in 2010, and it has had a very positive impact on traffic flow within the Town. The Main Street and Merchants Row railroad bridge is scheduled for replacement, and construction activities are anticipated to begin during the 2018 construction season. This project was identified in the last Town Plan as a project that was needed for public safety. This project is anticipated to last 3-4 years, and close Main Street for approximately 6 months. The Town and State are working together to reduce impacts to downtown businesses during the construction period. There are also concerns about historic preservation of buildings during construction. Several stakeholders are actively involved in this process. There are several legacy benefits being requested from this project, some of which have already been approved by the State. The Town should continue to advocate for these long-term benefits, which include: increasing the size of the Town Green in the area above the Tunnel; expanding the tunnel a small distance North to allow expansion of Printer's Alley, use restoration of staging areas to improve Triangle Park and improve Printer's Alley; relocate and bury utilities in the project area; use the traffic mitigation plan to "seed" more extensive plans in the future, dealing with parking, circulation, bike-ped, signage, stormwater etc. in Downtown; and create bike-ped and alternate parking improvements that are temporary during construction, but could persist as permanent infrastructure.

In the future, Battell Bridge will require capital maintenance work. Although this will be disruptive to downtown, stabilization of the Battell Bridge and proper drainage behind the stone masonry are essential for its long term preservation. Bridges are expensive to maintain, but exceedingly costly to replace. As the Cross Street Bridge bond is paid off and debt service payments decrease, consideration should be given to reserving these funds in a Town bridge capital account for the Battell Bridge work and other Town bridge needs, and to leverage any available State or Federal bridge funding assistance that may be available.

The Sand Hill Bridge (State-owned) on VT 125 in East Middlebury was replaced in 2014.

### Stormwater Management

The Town Public Works Department is continuing to work on GIS (computer) mapping and evaluation of its drainage systems, building on the culvert and drainage inventory by the Regional Planning Commission and stormwater

system review work by ANR. A program of Town drainage system improvements needs to be developed with the stormwater management/treatment needs described in the Natural Resources and Transportation sections of this Plan, and brought into the Public Works/capital improvements planning process. When large infrastructure projects are being considered, this Plan supports finding opportunities to incorporate modern stormwater practices into the design. On a smaller scale, the two rain gardens at the Marble Works provide excellent examples of how green stormwater infrastructure can be incorporated into existing landscaping.

### Bike and Pedestrian Facilities

The Town's sidewalk GIS mapping and evaluation needs to be updated by integrating the Public Works sidewalk plowing 'end-of-winter' evaluation, with other bike/ped studies for inclusion in the annual Public Works/capital improvements planning process.

Public Works standards for concrete sidewalks should be maintained. The alternative of wider asphalt sidewalks on a well-prepared base is appropriate for bike/ped shared paths. Examples include those extending out to peripheral areas such as Middle Road/South Ridge and for bike/ped path extension that are needed along Exchange Street and along Route 7 from the Marriott south to Boardman Street and to Stonegate.

The Town should require new sidewalks to be provided by developers of new residential and business projects on collector streets and to connect to existing sidewalk networks.

Sidewalks also need to be expanded/linked with recreation trails so that the development of pedestrian, bicycle and recreation trail systems can be coordinated to serve existing neighborhoods and planned growth areas. Town policy should ensure that streets, highways, and thoroughfares within the Town provide adequate access and safe conditions for walkers and cyclists. Wherever possible lanes should be painted to calm traffic and provide for bicycles and "sharrows" stenciled on Town collector and downtown streets.

Continued attention should be given to handicap access and safety; pedestrian crossings that are properly marked and signed and well-maintained throughout the year; pedestrian and bicycle-actuated traffic control devices that work promptly and reliably; and to the elimination of sidewalk and roadway hazards such as tripping hazards, dangerous drainage grates, and pavement holes and cracks.

### Street Trees and Utilities

Much of the historic character of Middlebury village and East Middlebury can be attributed to trees and plantings along the streets. The Town budget for tree planting must be increased and a more active professional tree planting program established with a sustainable funding source. This plan continues the call for a tree-planting plan for Route 7 South and downtown and for a program to prune and provide better care for the trees on the greens and in the downtown area. Town street reconstruction, utility work and other projects in public rights of way must include preservation of street trees or replacement locations and new street trees.

The power, telephone and cable TV lines, which exist in Town-owned rights-of-way, are subject to control by the Select Board. As the older trees in the downtown die, the streetscape and greenbelt areas along our village streets are incessantly dominated by overhead utility lines and replacement street trees that are subordinate to utility lines. Middlebury must reassert control over public rights-of-way and work with the utility companies to plan for the accommodation of street trees and the gradual undergrounding of utilities. This should begin at the center of the downtown and gradually work outward. A street tree planting program and underground utilities plan (and ordinances if required) are essential to the long-range protection of Middlebury's village character. New construction and reconstruction, must include undergrounding of utilities and street tree planting.

### Public Parking

Downtown development that displaces existing public parking lots must create parking solutions to replace the lost spaces downtown. In the short term, strategies must be implemented to conserve and better manage and utilize the public parking spaces we have. Surface parking lots on the periphery of downtown, with ACTR shuttle service for commuters and downtown employees and others, will also be cost effective compared to new public parking structures. Long-term, in addition to better management of the public parking we have now, the Town needs to make a closer evaluation of options for creating additional public parking, including possible locations and construction costs.

### Water Systems

Middlebury is served by two separate public water systems as shown on maps in the appendix. The Town water system serves the downtown and adjacent growth areas. Some outlying areas are served along transmission lines and various spurs. The Fire District #1, East Middlebury system separately serves East Middlebury and is governed by an elected Prudential Committee.

About 10-15% of Middlebury residents are not on public water systems; they rely on individual wells or springs.

Three wells supply water for the Town system from the gravel aquifer at the base of the Green Mountains. The supply and capacity of the wells and aquifer are ample, and our Chipman Hill reservoir capacity is close to the one-day's demand standard. A second reservoir site east of the airport, if required, is reserved in a future phase of the A. Johnson residential development. Construction of this second reservoir should be sequenced with completion of the development and will involve extension of the water mains across the airport. Final design and a bond vote for this reservoir is not expected in the next 5 years. Water main breaks have plagued the system in recent years, particularly in the Exchange Street area, interrupting service for several water-using industries there and costing them production losses. Water system repairs in this area should be a top priority.

The last comprehensive evaluation of the Town water system was over 25 years ago; it is time for a new updated water system capital improvements study and plan.

Fire District #1, East Middlebury owns two wells in the East Middlebury village area and groundwater springs along Route 125 on Sand Hill. The springs are not currently used; however, they are maintained and available for use under emergency situations with a "boil water" notice. Water from the gravity distribution springs can be directly piped into the existing reservoir if necessary. These springs were once the primary water supply and remain a valuable resource as an alternative source for future use. Some years ago, the reserve well (Well #1), located near the Methodist Church, was threatened with contamination from a fuel spill and the Fire District #1, East Middlebury considered abandoning the well but decided to maintain it as a "backup source" as analytical results show no current petroleum impacts. The Fire District #1, East Middlebury uses the larger, newer well (Well #2) off Ossie Road as its primary water source. In order to prevent potential negative impacts to the aquifer that supplies both wells, the Fire District #1, East Middlebury system has carefully evaluated proposed and existing developments and businesses located in their WHP/SPA (See Natural Resources Section). The District provides education on best management practices and emergency contact information to businesses and residents.

New valve vault at North Pleasant Street and Stewart Lane. During excavation, a hollow wood log water pipe was unearthed, an archeological remnant of the Town's first water system. Our new water mains are mostly Ductile Iron, a recognized public water system standard, approved by the American Water Works Association.

The Fire District #1, East Middlebury system has its own small reservoir in a Quonset hut on Sand Hill off Route 125. In an emergency, the Fire District #1, East Middlebury has three potential sources of water available, Well #2, Well #1 and the springs. Recent completion of a new water service main from the reservoir provides an alternative flow distribution should the primary main fail. A permanent connection does not exist between the two systems because the Middlebury water system operates at a different reservoir level and higher pressure. The Fire District #1, East

Middlebury currently prefers to remain separate and small scale, serving its own community without fluoride. Any proposal to expand the Fire District #1, East Middlebury is subject to approval by the Select Board, and should be reviewed to ensure adequacy of flows and pressure, and to be consistent with this Town Plan. Furthermore, any connection to the Fire District #1, East Middlebury system requires consent from the Prudential Committee with a capacity to serve letter.

Both the Town and East Middlebury water systems have wellhead protection plans and source protection areas that are shown on the Utility and Facility Map, natural resource and Land Use maps in this Plan. The Town Zoning Regulations have provisions to limit development and provide safeguards of our drinking water sources. The Safe Drinking Water Act requirements and ANR Water Supply Rules require maintenance of source protection plans and establish operating conditions for all water systems with respect to testing and maintenance. Since the Select Board is ultimately responsible for overall health and safety in the Town, and small private water systems are often costly to take over and maintain, the Select Board should carefully evaluate any proposals for new separate water systems.

### Sewer System

The Town sewers serve a smaller area than that covered by the municipal water system, as shown on the maps in the appendix. East Middlebury and most outlying areas are served by individual on-site septic systems. This Plan recognizes that the lack of public sewer in East Middlebury is of concern due to several failed or inadequate systems and the fact that much of the area is prone to flooding. The Middlebury Wastewater Treatment Plant is a sequenced batch reactor design, built in 2000. It will need a capital maintenance evaluation as we approach the end of its 20-year design life. The Plant is designed for a flow of 2.72 million gallons per day and is currently permitted for 2.2 million gallons per day. Presently it is operating at an average daily flow of 0.993 million gallons per day, or about 36.5% of design flow capacity. The design organic load (biochemical oxygen demand or BOD) is 8,801 pounds per day. Average daily loading is 4058 pounds per day or about 46.1% of BOD capacity. Total Suspended Solids (TSS) is at 1,979 pounds/day or about 33.1% of its design load capacity of 5853 pounds per day. The Plant also annually receives and treats about 2.073 million gallons of septic tank pump out wastes (septage) from the surrounding area. The Plant produced about 4,580 wet tons of Class A biosolids that were beneficially used as fertilizer on a local farm. The Town's Discharge Permit from ANR was renewed in August 2008 and will be in effect until March 2013 (currently under review); biosolids certification is permitted through March 2024.

For many years the Town's capital improvement plan has allocated funds for upgrading old sewer mains and its 18 sewer pump stations. All stations are monitored by alarm systems and are physically checked for proper operation at least 3 times per week. During power outages four of these stations have standby generators; for 12 others the Town has 6 trailer-mounted generators that can be towed out and connected. The remaining two do not have transfer switches for generator hookup; they have very limited flows and in the event of an extended power outage a septic hauler would transfer wastewater from these to the Plant.

The Town continues its program of reducing stormwater infiltration, which has caused sewer overflows and problems for operation of the plant. The Town has completed several major sewer stormwater separation projects in older developments and adjacent older portions of the village. In 2010 with an ARRA grant/loan, the Town completed a \$1.23 million project at the main pumping station (former wastewater plant site) including screen building improvements, grit remover and new wet well with increased capacity to lessen/eliminate overflows to Otter Creek which occur when large storm events infiltrate the sanitary sewer system. Continued vigilance is needed to ensure that property owners direct sump pumps, roof gutters and foundation drains to storm drainage lines and drainage ways and not to the sanitary sewer system.

### Recycling and Solid Waste

The Addison County Solid Waste Management District's transfer station has been operating successfully thanks to a major improvement plan endorsed by District voters in 2004. There is a household hazardous waste drop-off located at the transfer station.

The Town needs to plan to close the former "stump dump" (Resource Park) on Seymour Street Extension and ultimately merge it with Wright Park for recreational use. Alternative appropriate sites for composting of yard wastes, brush and stumps and reuse of clean fill need to be located and licensed.

Through zoning and other laws, the Town also needs to continue its efforts to clean up the few remaining small, private dumps/junkyards in Middlebury. The Town should maintain and strengthen its ordinances to support this objective.

### Electricity

Green Mountain Power supplies electricity to Middlebury through the grid, which is owned by National Grid. Most of the power comes from out-of-state sources, including Hydro-Quebec, and some comes from in-state sources such as wind and solar projects, hydro, landfill gas, and methane from manure digesters ("cow power"). Local generation in Middlebury has increased markedly in recent years as solar arrays have become common on open fields and rooftops. Virtually all of this renewable power is fed into the grid. Middlebury also has a small hydropower generator on the east side of the Pulp Mill Bridge.

Power generation at Middlebury Falls has been considered at various times over the past several decades. The potential for micro hydro development or other new technologies that do not disturb natural functions of the Middlebury River should be explored.

### Electric Transmission corridors

The existing Vermont Electric Power Company (VELCO) 115/345 kV transmission corridor runs through Middlebury with a major substation on Quarry Road. This corridor has a 350' right of way width through most of Middlebury.

### Natural Gas

In 2011, VT Gas Systems which serves the northern Champlain valley with natural gas from western Canada advanced a proposal for a distribution pipeline from Chittenden County south to Middlebury. It is expected that in 2017 construction will complete a transmission main through the northern part of Addison County, with distribution mains in Middlebury.

### Communications Facilities

The Town has licensed its property on Chipman Hill for a community communications tower site, developed by Verizon Wireless under a master agreement that provides for Verizon cellular service along with co-located tower space for other major cellular providers including AT&T, as well as accommodating VT Public Radio, MVAA ambulance, Middlebury Fire and Police Departments, Sheriff, VELCO and GMP electric utility radio services and other two-way UHF and VHF services. The design of this facility, accommodating diverse communication providers and providing reliability with emergency generator backup, has proven to be exceedingly important as modern society becomes ever more reliant upon converging cellular and wireless internet services and on essential emergency communications.

Supporting new communication technology by enabling a diversity of systems and providers is an extremely important policy for community and economic development. The Congregational Church steeple is a good example of a cellular transmitter hidden using "stealth design". This Plan promotes this type of design. Other installations of cellular/wireless and communications equipment are located on the feed mill, on farm silos, and College buildings.

Middlebury is currently served by a number of competitive communications providers. Improving high-speed broadband internet access should be a top priority for our geographic region.

#### FEDERAL, STATE AND REGIONAL AGENCIES

The Mahady Courthouse includes the district, superior, family, and probate courts and small claims court for Addison County. Both the State's Attorney and Public Defender offices are located in Middlebury. In addition, the Vermont Department of Motor Vehicles provides services for Addison County at this location. The State of Vermont has offices in Middlebury for the Department of Employment and Training as well as the US Department of Labor, Social Welfare and Social Services Division and the Department of Health. Other State regional offices include the Sheriff's Department, Solid Waste Management District, Forest Service, Farm Service, Addison County Regional Planning, Addison County Economic Development, and Vermont Agency of Transportation District 5. There are two post offices in Middlebury, one in Middlebury village and one in East Middlebury. The US Postal Service also rents space on Exchange Street for mail sorting and accommodating its rural mail carriers, but its retail (public) post offices are importantly maintained in historic downtown and village settings.

#### NON PROFIT AGENCIES

There are over 40 non-profit agencies that house their headquarters for Addison County in Middlebury. Citizens can access the complete list of agencies by dialing 211 or using the VT211 website.

#### Goals:

- Be maintained and improved in a manner that is both cost effective and serves the needs of the community
- Be planned in cooperation with appropriate agencies such as the State and the school boards
- Reduce environmental impacts and model sustainability

#### **Strategy 10.1. Maintain and redevelop community facilities, infrastructure and town-owned lands as necessary.**

##### Actions:

- 10.1.1. Conduct inventory and asset management and mapping for miscellaneous Town-owned properties and consider appropriate new uses for these properties
- 10.1.2. Create an updated utility and facility plan for inclusion in the Town Plan

#### **Strategy 10.2. Support effective police and fire services throughout the town**

#### **Strategy 10.3. Maintain and improve Town infrastructure to overcome deferred maintenance and meet community growth needs.**

##### Actions:

- 10.3.1. Develop a process to coordinate the adoption of the Capital Improvement Plan with the work of the Planning Commission, and in consideration of the Town Plan
- 10.3.2. Perform growth projections as part of a buildout analysis and/or transportation plan to evaluate future community facilities and infrastructure needs.
- 10.3.3. Continuously update the highway resurfacing/reconstruction and sidewalk repair programs and drainage/stormwater management plans with computer mapping and data base inventories.
- 10.3.4. Maintain and reevaluate Town highway policies and standards as they pertain to new developments to encourage efficient design.
- 10.3.5. Continue to work on the Urban Forest Management Plan.
- 10.3.6. Increase use of stormwater Best Management Practices to manage and reduce run-off.
- 10.3.7. Develop high-speed internet and/or broadband infrastructure for the Town of Middlebury.

**Strategy 10.4. Maintaining and improving the Town’s water and sewer system**

**Actions:**

- 10.4.1. Develop up-to-date as-built plans and GIS maps that locate and identify the complete Town water system.
- 10.4.2. Establish fire flow capability for all areas of the Town served by Town water.
- 10.4.3. Review and update as necessary the Well Head Protection Area (WHPA) and Source Protection plans and safeguards to protect public water supplies.
- 10.4.4. Continue steps and projects that reduce infiltration of stormwater into the sanitary sewer system

**Strategy 10.5. Promote the development of state of the art Town web site and updated communications facilities, to meet the changing technology needs of the community and for economic development.**

**Actions:**

- 10.5.1. Utilize Town resources and assets, including public lands and rights of way, to promote consolidated communications facilities and ensure universal access for community benefit.
- 10.5.2. Minimize the proliferation of towers, dishes and the aesthetic impact of communications infrastructure on public land and the community.
- 10.5.3. Continue to support funding for MCTV.
- 10.5.4. Investigate ways to provide free internet in downtown

**Strategy 10.6. Maintain and improve recreation facilities and programs to meet community needs without adding to the Town’s tax burden.**

**Actions:**

- 10.6.1 Continue to provide diverse programming that meets the needs of a variety of users, particularly seniors and teens.
- 10.6.2 Develop a Parks master plan, which includes inventory of parks, how they’re used and should be maintained
- 10.6.3 Utilize more volunteer assistance for maintaining town streetscapes and plantings
- 10.6.4 Continue to support maintenance of the Town pool facilities
- 10.6.5 Continue to explore opportunities for parks & recreation to partner with outside community groups

**Strategy 10.7. Collaborate with the Addison Central School District Board, the Patricia A. Hannaford career center and private schools in planning the community’s future needs.**

**Actions:**

- 10.8.1. Monitor school enrollment and maintain adequate school capacity.
- 10.8.2. Continue the Town/School committee for discussion of financial and planning issues.
- 10.8.3. Pursue funding to implement improvements at the Court Street and Monroe Street intersection, in accordance with the scoping study completed in 2016.
- 10.8.4. Construct improved pedestrian access along Water Street.
- 10.8.5. Support measures to minimize traffic congestion, such as bus ridership and rideshare programs.

10.8.6. Support the work of the Safe Routes to Schools committee, and utilize their recommendations in planning for safety improvements

# 2.11 LAND USE – CONSERVATION AND DEVELOPMENT

Targeted areas for future growth are shown on the Land Use Plan Map. These are established based on the policies and recommendations in all sections of this Plan.

Addressing the themes of this Town Plan for the Land Use element, the following adds to the theme discussions in earlier sections.

## TRENDS

We expect the population growth to continue at the same rate as the past ten years. According to Census projections, we anticipate about 300 additional residents from 2010 to 2020. Some of this increased growth will come from previously permitted projects, but much of this growth will need to come from new projects.

The Planning Commission looked at building permit data organized according to district, from 2000-2015. For the purposes of this land use plan, we project a residential growth rate of 10-15 new dwelling units per year, which includes both apartments and single-family homes. At this rate of growth, we anticipate approximately 150-225 additional dwelling units by the time of the 2030 census.

The analysis of building permit data indicates that new development in the past decade has been evenly distributed across the HDR, MDR and AR districts, and that the largest percentage of new residential development (approximately 23%) occurred within the VRC district. This growth distribution shows that the majority of new development over the past decade occurred within higher density areas served by municipal services (VRC, HDR and MDR), with a smaller percentage occurring in rural areas (AR). This pattern of growth meets the goals of this plan and the Smart Growth objectives set forth by Vermont's State Planning Goals. This "healthy" distribution of growth correlates to the fact that approximately 50-60% of the new dwellings in the last decade have been built within the South Ridge, South Village and Lodge at Otter Creek developments, located in the MDR and VRC districts. These subdivisions are almost fully built out and there are no new large subdivisions in the permitting process at this time.

Our targeted areas for residential growth consist of the higher density zoning districts (HDR, MDR and VRC) and the state-designated downtown and village center areas. In order to continue the trend of growth within these targeted areas, the Planning Commission will continue to pursue regulatory incentives, including:

- Creation of one or more state-designated Neighborhood Development Area(s) adjacent to downtown, which would provide tax breaks and discounted State permitting fees for eligible new residential construction.
- Continuing to maintain Downtown and Village Center state designations.
- Providing zoning incentives, such as density bonuses.

The Planning Commission also plans to conduct various planning studies to encourage investment within areas targeted for growth, including:

- Identifying opportunities for infill development within downtown.
- Conducting site planning for selected parcels, to identify in advance the community’s vision for the development of particular parcels.
- Identifying sites with perceived contamination that could hinder development (Brownfields).
- Conducting housing and retail market analyses to provide investors with data about the types of residential and commercial development there is a market for in Middlebury.
- Assessment and mapping of utilities, including identification of water and sewer district boundaries.

**AFFORDABILITY**

While the real estate market drives housing prices, increasing the supply of affordable housing in Middlebury is an important aspect of keeping housing costs lower. Our zoning bylaw currently provides density bonuses for creating affordable housing in higher-density areas serviced by water and sewer and proximal to essential goods and services.

The following information was taken from the Vermont Housing Data website, [www.housingdata.org](http://www.housingdata.org), and is current through September 2016.

**For RENTAL UNITS in Middlebury:**

Below is the **yearly** income needed to afford the following rentals according to HUD’s Fair Market Rate for Addison County:

... 0 bedroom unit	\$29,200
... 1 bedroom unit	\$32,680
... 2 bedroom unit	\$37,840
... 3 bedroom unit	\$51,920
... 4 bedroom unit	\$62,960

Meanwhile, the median household income for renter households (2013) in the Town of Middlebury is \$24,006. This is compared to a renter household income of \$34,909. for Addison County as a whole, and \$30,943. for the State of Vermont. While one might make the argument that this data might be skewed by the fact that there are college students renting in Middlebury, the sample size was over 1,100 renter households, which far exceeds the number of students allowed to live off-campus (less than 20 households). This data indicates that there is a greater percentage of low-income rental households living within Middlebury than surrounding areas.

The Agency of Housing and Urban Development (HUD) estimates that within Addison County, 50.5% of rental households spend more than 30% of their income on housing costs (rent plus utilities), while 29.9% spend over 50% of their income on housing costs. By comparison, 26.5% of homeowner households in Addison County spend more than 30% of their income on housing, while only 8.2% spend over 50% of their income on housing costs. This data indicates that renters are paying more than they should for rental housing in Middlebury, which points to a shortage in the supply of affordable rental housing. One of the objectives of this plan is to use the land use regulations to incentivize the creation of additional affordable housing in Middlebury, in response to this need.

## **SUSTAINABILITY**

In addition to natural resource considerations, growth is to be managed consistent with the Town's ability to provide and pay for community services and facilities. The Town must ensure that future growth aligns with quality, sustainable infrastructure.

The Land Use Plan and regulations will further sustainable development elements described in earlier sections including walkable neighborhoods, mixed uses, energy efficiency and renewable/universal design, active lifestyle elements, compact and low impact development, riparian setbacks and conservation of natural resources features.

The Land Use plan supports our working agricultural and forest lands and seeks to prevent new development from interfering with farming and forestry.

## **COMMUNITY CHARACTER**

Historic preservation principles including adaptive reuse and harmonious additions/redevelopment are recognized as basic to maintaining community character. Maintenance and planting of street trees and landscaping and the development of streetscapes are similarly important. Middlebury has several examples of new buildings that were designed to incorporate forms and elements of local vernacular architecture, which successfully contribute to our character, including the Marble Works Residences and Marble Works West Ridge Offices building, Elderly Services, the new housing on John Graham Court and the Middlebury Natural Foods Coop.

An objective of this Town Plan is to maintain Middlebury as a traditional Vermont town and to protect its unique historic and natural character and qualities. This is not merely an aesthetic notion, it is a recognized economic development strategy for Middlebury and Vermont. This Plan supports architecture that is designed to fit its context in Middlebury and does not support standardized trade-marked or corporate prototypes.

Concentration of development within targeted growth areas and conservation of the working rural landscape and scenic character are essential elements of this Land Use Plan.

## **SOCIAL INTERACTION**

Maintaining the character of our neighborhoods and community involves proper siting, good architecture and thoughtfully-planned streetscapes. Additionally, Middlebury's ambiance, community pride, security and well-being are critical social factors. Land Use planning involves place-making, for the social benefit of people who live and work here and call it home. Our Land Use Plan, as well as the development review process, must consider social interaction elements and operate to improve livability and amenities.

As part of each development project, the way that private space interacts with public space must be considered. New development should enhance, not detract from, the public realm and its complex network of infrastructure: green spaces, pedestrian and bicycle trails, paths, and sidewalks, busses, emergency services, trees and other plantings, streetscape amenities, underground utilities, etc.

The context of each neighborhood or area and its social elements and relationships – and the essential needs and opportunities for strengthening of social interactions are important factors in this process.

Middlebury's Design Advisory Committee plays a key role in the Development Review Board process, working constructively with applicants to address the above themes.

## **AREAS OF MIDDLEBURY**

### **1. Downtown Middlebury**

Downtown Middlebury contains a Downtown Tax Improvement District with a boundary established by resolution of the Selectboard, and also has a Designated Downtown boundary approved by the State under the VT Downtown Development Act. It includes the downtown commercial buildings plus adjacent public buildings and land as shown on the map below.

The vitality and historic character of downtown Middlebury comes from a combination of diverse elements. Public services, community facilities, civic offices, social agencies, religious centers, cultural activities, shopping, lodging, business services and a strong residential element are the essential components that contribute to the downtown and make it a destination for area residents as well as visitors. To preserve its vitality, all these uses should be continued within downtown Middlebury.

Maintaining the vitality of Downtown Middlebury is a community objective, and downtown has received substantial public and private investment over the years. Recent examples include the construction of a new Fire Station and Municipal Building, the development of a park on the former municipal building site, development of a riverfront park in the Marble Works area, a deck and renovations to the Edgewater Gallery space, rehabilitation of the railroad trestle at the foot of Water Street, streetscape improvements, construction of the Cross Street Bridge, completion of an appropriately-scaled traffic circle, the creation of an EV charging station in the Mill Street parking lot, and the design and construction of an addition and courtyard to the Congregational Church. Planning and design work is underway for an addition to Ilsley Library, an expansion of the Natural Foods Coop, and the reconstruction of the downtown railroad tunnel.

The downtown is one of the important areas that makes Middlebury special. It is essential that key community facilities and services, such as the Post Office, ACTR transportation hub and Ilsley Library, remain downtown. Amtrak is expected to extend service to Middlebury by 2020, and the associated Passenger Rail Station should be located convenient to downtown. Opportunities for infill development and expansion of existing development within downtown should be identified. It is important that the nature and scale of development encourages the development of locally-owned businesses and reflects vernacular architecture, and that the economic and cultural vitality of the downtown is not harmed – but is complemented.

This plan recognizes the importance of expanding our vision of downtown beyond the geographic area of the downtown core/ central business district. This plan supports the idea of creating and maintaining linkages between the downtown core and adjacent areas such as the Marble Works, the Washington Street Commercial Area, and the Exchange Street/ former Gregg's Market area. This plan endorses strategic planning for these targeted areas.

The continued economic vitality of the downtown depends on critical public infrastructure investments. Public parking must be properly managed and where practicable, created to meet the needs of future development. Streetscape improvements (preferably using complete streets design principles) and

improvements to the system of paths and trails in downtown must continue to be planned and implemented in order to provide safe and attractive places for bicyclists and pedestrians sharing limited space with the busy road traffic that passes through Downtown Middlebury on State Routes 7, 30 and 125.

This plan adopts by reference the 1992 Downtown Action Plan, many recommendations of which have been successfully implemented and which has provided a solid basis for updating our future downtown improvements and economic development efforts as part of the VT Downtown Program. Continued financial support from the assessment district and funding from state and federal grant sources are critical for improvements that include pedestrian safety and amenities, bike racks, lighting, historic interpretive signs, park landscaping, transit and parking improvements and undergrounding of utility lines, all of which are needed to support downtown vitality.

Middlebury recently received funding through the Better Connections Grant program for a Downtown Land Use and Transportation Plan, which will update the recommendations of the 1992 Downtown Action Plan. This Downtown Land Use and Transportation is intended as a reference document for future capital planning efforts within downtown. It will also articulate a vision for the downtown area, which will assist the Town of Middlebury and the private sector in making confident investments in our downtown that have community support and a basis in public process.

Downtown Middlebury contains several areas, which are discussed in greater detail below:

#### **A. Marble Works/ Frog Hollow Area**

Marble Works/Frog Hollow area development should continue in the spirit of the 1992 Downtown Action Plan, in conformance with the Master Plan for the Marble Works area (as last modified) and the principles of the 1995 Riverfront Plan noted below. Integration of the Marble Works with the downtown by improved vehicular and safer pedestrian access to and from Main Street and across the railroad tracks is vital to the future economic health and success of the downtown and the Marble Works.

Within the Marble Works, this Plan calls for:

- encouraging and enhancing pedestrian use
- continued efforts to conserve and enhance the riverbank for public access upstream from the footbridge and overlooking the falls; and,
- conserving the riverbank downstream of the footbridge as a natural area.
- Improved entrance plan/Printer's Alley

The current mixture of commercial, office and residential uses within the Marble Works area should continue, and care should be taken to mitigate potential negative impacts to neighboring abutters. Improved sidewalks and plantings are needed internally. Maple Street needs to be realigned by the Town and sidewalks added. Design for new or redeveloped buildings in this area should include residential uses on upper levels and provide for future retail or office spaces on the ground floor level. Conversations should be renewed with the utility companies about relocating the electric substation.

In the riverfront areas between Printer's Alley and Frog Hollow, development/redevelopment must be harmonious with historic downtown buildings and mill structures and the existing natural environment below the falls.

### **B. Washington Street Commercial Area**

This is another vibrant, important satellite of the downtown core. Its mixed uses add to the variety of downtown shops, offices and offerings serving the region and the adjacent residential neighborhood. The Washington Street commercial area includes food markets and shops, retail services, restaurants, offices and banks, lodging, and connects with the Mahady Courthouse and Town recreation facilities. It is essential that the mix and balance of all these elements be retained and that new development/redevelopment be kept compatible with the current neighborhood character.

This plan supports master planning of this area. The Development Review Board reviewed and approved an application by the Middlebury Natural Foods Co-op in 2016, which revealed the need for additional planning process in this area to coordinate the needs of private landowners with public infrastructure investments. Improvements for discussion on this area include: realignment of the Shaw's entrance with the Co-op entrance, an assessment of parking needs in the area (possibly including shared parking arrangements between adjacent private uses), a plan for improving the appearance of the building at 6 Washington Avenue, stormwater and drainage issues, improved street and parking lot lighting and ways to increase existing bike/pedestrian/bus rider amenities in the area. Washington Street is an area identified for water and sewer line improvements within the next ten years, so improvements in that area should be coordinated accordingly. The State tax reallocation program would allow reallocation of sales tax from the Middlebury Natural Foods Co-op project to implement a small public project in this area.

The Washington Street Commercial Area is adjacent to the Washington Street neighborhood development area.

### **C. Cross Street Bridge/Bakery Lane Area & South Pleasant and Water Street**

The Cross Street Bridge was designed to provide for major traffic flow, to direct convenient access to public parking behind the Ilsley Library and to facilitate new development of the Bakery Lane area where the lower municipal parking lot is now located. This plan supports multi-story building(s) on this site, similar in height to other downtown multi-story historic buildings. New buildings are anticipated to be mixed use that will enhance the economic and social vitality of the downtown. Special attention to accessibility to the riverfront is also an important consideration.

It is anticipated any new development in this area will include underground or at grade parking on the river level; replacement of public parking and/or improved utilization of downtown parking will be needed.

Efforts should be made to integrate South Pleasant Street with the downtown core, by enhancing the safety and attractiveness of this street for bicycles, pedestrians and other modes of transportation. The former Cole's Florist building should be demolished and the site planned for redevelopment. The Town should consider relocating the ACTR downtown transportation hub to South Pleasant Street, while taking care to ameliorate impacts to existing residents to the extent possible.

## 2. East Middlebury

East Middlebury is a distinct, historic settlement within the Town, centered along Route 125 (East Main Street). East Middlebury has a strong sense of community that fosters its independent identity.

East Middlebury is a designated Village Center under 24 VSA Chapter 76A. This affords State incentives for planning, historic preservation and reinvestment. The Town intends to do more to promote the tax incentives of the Village Center designation to property owners within the designated boundaries. The Village Center designation has made East Middlebury more competitive for various grant programs.

In the spring of 2016, FEMA recommended funding for the East Middlebury Flood Resiliency Project, HMGP Project Reference #4022-MID-051, for implementation of the alternatives identified in the 2013 study, with a total cost of \$1,948,687, \$1,461,515 federal, \$487,172 non-federal, based on a two-phase approach, with Phase I consisting of three actions: 1. Refine and finalize BCA (Benefit-Cost Analysis) calculations; 2. Engineering & Permitting; and 3. Archaeological Review. Phase II will be the construction and implementation of the proposed improvements.

The overall goal of this project is to work with the community and a technical team including State and Federal regulators to develop a shared vision for the river based on science that includes: reducing flood risks to residents and the general public, improving property protection, reducing long-term infrastructure management costs, reducing the need for in-stream channel management activities around Town infrastructure and enhancing river functions, including in-stream and terrestrial habitat, flood and sediment storage capacity and water quality improvements through reduced bank erosion.

This plan supports ways in which East Middlebury's sense of community can be enhanced. These could include better definition of the village center in the area of the post office, the church and the markets, and the addition of appropriate mixed uses that foster community and pedestrian activity. Maintaining a post office, library, community center in East Middlebury are essential elements of maintaining the community fiber of East Middlebury. The village should concentrate centrally rather than toward Route 7. Because of the location of the principal East Middlebury water supply well and a desire for a non-commercial entrance to the village, the zoning of those areas should be AR. A plan for aesthetic gateway improvements such as additional street tree planting and screening of parking lots is needed at the Route 7 gateways.

This plan promotes preserving the small, human scale of their historic, residential village. Preservation of historic buildings and lawns is essential. This Plan calls for the village to remain primarily residential, with commercial offerings that serve local needs and create opportunities for the pedestrian interaction integral to village life. For this reason it is essential to maintain the post office with box delivery in the center of the village. Improvements to existing streets and sidewalks, and historic vernacular design of commercial uses must continue to be ongoing investments for this Village Center.

This plan endorses the addition of trees and sidewalks as appropriate within East Middlebury. The most current tree inventory (see Middlebury's Urban Forestry Management Plan) can provide suggestions for locations to plant trees. Sidewalks should be planned to create connections between East Main Street and residential areas, especially along Schoolhouse Hill Road and Lower Plains Road.

This plan endorses the capital improvement project to improve the hill section of Schoolhouse Hill Road with widening, reduced steepness, and a separated sidewalk connecting neighborhoods to the north with

the Harold Curtis community recreation area. A portion of this area is zoned MDR to enable development over the long term of a residential neighborhood that would integrate the Forest Ridge neighborhood with East Middlebury at some point in the future. The narrow, steep School House Hill road segment would be rebuilt through a cooperative arrangement between the Town, J.P. Carrara & Sons and the A. Johnson Company. Plans should be made to progressively close out the Carrara Gravel Pit after its useful life and this site should be left with neighborhood amenities including dedicated trail links to the National Forest and Harold Curtis Recreation Area as well as left suitable for MDR development.

East Middlebury contains sensitive wildlife habitat areas and wildlife corridors, which should be inventoried, mapped and subsequently protected by zoning. Development occurring within the East Middlebury River watershed should be designed to preserve stream health (e.g. reduce erosion, enhance flood resiliency and protect fish habitat) and protect sensitive wildlife habitat areas (e.g. endangered plant and animal species and wetland areas).

### **3. Court Street/Route 7 Corridor**

More detailed descriptions of segments along this corridor follow:

#### **A. Historic Court Street Area (Court Square to Creek Road)**

The area between Court Square and Creek Road is a mixed-use neighborhood of 70 properties comprised primarily of houses that have gradually been converted to apartments and offices over the past 25 years. Within this area is a predominance of residential use (approximately 90 units of apartments and dwellings), 34 buildings with offices and 11 other commercial properties. This street is characterized by several distinctive historic landmarks with most remaining buildings on the street listed as historic contributing buildings.

Court Street is a major local and regional (US 7) traffic artery, heavily used by cars, trucks, school busses, pedestrians and bicyclists. Congestion at peak times correlating with the schedule of Middlebury Union High School and Mary Hogan Elementary School causes traffic backups, delays and hazards for turning traffic and vehicles attempting to enter from side streets and driveways.

To reduce turning hazards on Court Street and US Route 7, every opportunity should be pursued to reduce trips and turning movements on and off Court Street by connecting parking lots and providing rear traffic circulation to parallel streets and alleys as part of development review proceedings.

This plan promotes implementation of the preferred alternative identified in the 2015 Study commissioned by the Selectboard for improvements to the Monroe/Court/Charles Street intersection, a project that would begin with an environmental assessment of the Maverick gas station property adjacent to the entrance to the school prior to property acquisition. This may be a good candidate for Brownfields funding.

#### **B. Court Street/Route 7 (Creek Road to Boardman Street)**

Plan goals and land use policies for this area are for well-integrated residential, commercial and mixed use development that provides connections between residential developments and necessary goods and services. Development must be pedestrian oriented with any off-street commercial parking

located to the side or rear of buildings. New buildings must be built to the street with sidewalks and tree belts of adequate width to support street trees. In the case of redevelopment or renovations, existing large parking lots should be broken up with tree belts and islands. Sidewalk and bike path connections are encouraged throughout this area, including one from Creek Road to Boardman Street to create a pedestrian connection between that residential area and the village. To reinforce the rural/village edge and gateway, the Sabourin parcel must be maintained as a visual break of the Marriott.

The Rite Aid Drug/Marriott Hotel PUD includes a vacant house that fronts on Court Street, which, per the original permit, shall be renovated or replaced with harmonious buildings of similar scale and form, to maintain the rhythm and line of houses historically identifying the entrance to the village, and so that parking lots will be behind this front building. This Plan strongly encourages that something be done to improve or replace this vacant and deteriorating houses at the entrance to Middlebury.

This Plan supports master planning of this area, to establish the future vision of this commercial center and adjacent residential uses. The Design Advisory Committee should be involved in this process to discuss examples of appropriate development and redevelopment in this area in the context of issues raised in prior applications. This plan supports the development of design guidelines for this area.

### **C. Route 7 South (Protected Highway District (PHD) south of Boardman Street)**

Plan goals and land use policies for this area are to preserve through-traffic carrying capacity, maintain and improve the appearance of the approach to the village and support of viability of existing businesses on Route 7.

Scenic areas, wetlands and trees along this route must be preserved and extensive street tree planting developed along segments of Route 7, through public action, private initiative and development review requirements.

This plan supports the creation of a Corridor Plan for Route 7 South, which would establish a community vision for development on Route 7, present Access Management strategies and improve safety along this corridor. The development of this plan would include a public process to engage citizens, property and business owners to prepare and formally adopt an overall plan for the Route 7 PHD and VRC areas south of Creek Road. This plan is needed to provide a better standard for future application reviews and to coordinate improvements and other actions by the Town and State. Once adopted, this Route 7 plan shall supplement the policies of the Town Plan and provide clear guidance for determination of a project's conformance with the Town Plan under Zoning and Act 250.

## **4. Other Neighborhood Areas**

### **A. Butternut Ridge/Lindale Neighborhood Area**

This is a settled area consisting of 4 subdivisions and PUD's, including the Lindale Mobile Home Park. As a result of the hearings on a gravel pit proposal, neighborhood impacts and traffic safety are heightened concerns.

Traffic safety hazards at the hill/entrance points to Mead Lane and Lindale need to be addressed. To protect the character of these neighborhoods and the Town well head protection area, the lands to

the south should be zoned AR and FOR. To the north and east, existing gravel pits are zoned FOR and must progressively re-vegetate and reduce environmental impacts after their useful life.

#### **B. Painter Hills/Williamson Heights New Neighborhood**

This area should develop with a mixture of housing in the easterly HDR portions of the Williamson Heights, Co-Op and Bushey properties. It could also accommodate a new corporate headquarters like the Cooperative Insurance Companies, which exists and has demonstrated well the compatibility of this use. Chipman Hill, Battell and Means Woods are invaluable natural resource assets for the Town and it is important to protect their character by acquisitions to complement the Battell Trust Park, and to minimize impact from future surrounding development. Residential development must be planned with public access to the parks for recreation, while still maintaining wildlife corridors and woodland habitat.

“Bushey’s Corner” on Washington Street Extension is dangerous. Pedestrian bike and walkways linking Painter Hills and these properties to the downtown area are essential. A sidewalk from here to Battell Hill and the TAM entrance is also desired.

#### **C. Washington Street/Seminary Street Extension – Proposed Neighborhood Development Area**

This plan proposes the creation of a state-designated Neighborhood Development Area located east and directly adjacent to the Washington Street Commercial area, which is part of the state-designated Downtown. The Neighborhood Development Areas must be located within 0.5-mile of the designated downtown. This area would include incentives for creating denser residential development, including reduced Act 250 fees (exempt for eligible “mixed-income” projects), reduced Agency of Natural Resources (ANR) wastewater permit fees, and exemption from the land gains tax. This area would potentially include at least three large developable parcels, and several smaller parcels. The location is ideal because there is existing water and sewer in the area, and it is walking distance from downtown and public transit. Neighborhood Development Area applications are accepted from communities on a rolling deadline.

#### **D. Residential Neighborhoods West of Otter Creek**

South Street, Chipman Park, Green Mountain Place, South Main Street, Weybridge Street, Shannon Street, Murdock Court and Gorham Lane/Morningside Drive are predominately single-family residential areas that flank the edge of Middlebury College. The Town approved the policies of the College Master Plan because they support the integrity of residential neighborhoods that border the College, and reinforce and continue the buffers that define and protect these residential areas.

These residential neighborhoods have a distinct style and scale. Many of the houses have historic significance and are among the earliest houses built in the village. The housing of students and the change of use from single-family residential to offices in the HDR neighborhoods is not in conformance with this plan.

Storrs Park lies in the middle of this area and is deed-restricted for Town recreational use and will remain as an historic open public green. Storrs Park is a focal point and anchors these neighborhoods. It has recreational potential that should be maintained and could be expanded. The new park at the

former location of the municipal building will also serve an important role for these neighborhoods in the future.

Over the years the College has acquired ownership of single family houses on Franklin, College and South Main Streets. It is important to maintain residential neighborhoods that are within walking distance of work at the College as well as to the services of the village. Efforts should be made to reinstate and preserve single-family residential neighborhoods. This policy of neighborhood preservation is also supported by the College's Master Plan, which estimates that College-owned lands on campus are more than adequate to house students and services, offices and other needs of the College for the foreseeable future.

## **5. Middlebury College Campus Planned Unit Development**

The Middlebury College Master Plan 2017 is adopted by reference and supported by this Plan. Middlebury College is a Planned Unit Development (PUD) including its campus and noncontiguous properties west of Otter Creek. In particular, the Policies Section of the Campus Master Plan is used in the public development review process and may be amended consistent with this Town Plan, subject to the same DRB review process under the Zoning and Subdivision Regulations. Prior PUD approvals and amendments have provided a useful tool for the College and the Town to guide College building projects, manage parking and student housing, and protect adjacent residential neighborhoods. Any amendments or new College Master Plan shall be subject to DRB approval following this policy and be in conformance with this Plan.

## **6. Seymour/Elm/Exchange Street Intersection Area**

Increasing traffic at the Seymour/Elm Street/Exchange Street intersection poses congestion and safety issues that may require property acquisition, a roundabout and redevelopment. An intersection study is needed to develop design solutions for this problem area. This plan supports the concept of additional master planning related to the Greg's Market/Beverage Center parcel and surrounding area.

The relationship of Exchange Street to the residentially zoned land west of North Pleasant Street is of concern. The residential portions accessed from North Pleasant Street should be defined by wooded areas and buffered from the General Commercial areas, except for expanded trail/path connections which should be facilitated (including connection to the TAM).

### **A. Seymour Street/Seymour Street Extension – Proposed Neighborhood Development Area**

This plan proposes the creation of a state-designated Neighborhood Development Area comprising the Seymour Street and Seymour Street Extension area. The Neighborhood Development Areas must be located within 0.5-mile of the designated downtown. This area would include incentives for creating denser residential development, including reduced Act 250 fees (exempt for eligible "mixed-income" projects), reduced Agency of Natural Resources (ANR) wastewater permit fees, and exemption from the land gains tax. This area would potentially include at least three large developable parcels, and several smaller parcels. The location is ideal because there is existing water and sewer in the area, and it is walking distance from downtown and public transit. Neighborhood Development Area applications are accepted from communities on a rolling deadline.

On Seymour Street/Seymour Street Extension, north of Bourdeau Brothers, the vacant land zoned High Density Residential should be master planned for neighborhood development. Sidewalks are needed to fill the gap on Seymour Street and on Seymour Street Extension. The section between Otterside and the Pulp Mill Bridge is a priority. Given the predominance of existing multifamily uses in this area, future development should be primarily single and duplex units to provide balance and result in a mixed residential neighborhood. Near the Pulp Mill Bridge, along Otter Creek, nonconforming buildings should be removed. With the relocation of the Casella rubbish operation and the Town Wastewater Treatment Plant, the residential image of this area has improved. The Town must support this neighborhood improvement by establishing a management plan for the old Town “stump dump/resource park” consistent with the Wright Park Plan. The Town needs to phase out dumping in the wooded wetlands along Otter Creek, and the Town Department of Public Works should compost, stabilize and vegetate the slopes to provide for long-term restoration of the embankments and to stem runoff into Otter Creek. A long term alternative composting site should be established so this area can ultimately become part of Wright Park. There should be bicycle paths and pedestrian walks from Seymour Street north to connect the residents of Seymour Street Extension with the village and to provide access to the Pulp Mill pedestrian bridge.

The area between Otterside Condominiums and the Town Police facility is suitable for high density infill housing. This should include a mixture of housing types and must maintain buffers/green space adjoining existing residences and the Otter Creek shoreland, as demonstrated by the VT Forum on Sprawl’s Vermont Neighborhoods Project concept for this site. Planned street improvements in the Seymour Street neighborhood must include street trees.

## **7. Exchange Street Area**

This Plan incorporates the principles of the 1990 Industrial Zone Study which reserve this area primarily for manufacturing, but includes computer research and development facilities and accessory retail (eg: a factory and its outlet).

The lands along the Exchange Street corridor are in the Industrial and General Commercial Zoning Districts. The General Commercial Zoning District provides a place for larger commercial uses that cannot be located downtown and are not allowed on Route 7. Like other general commercial areas around the State, it excludes commercial uses that would potentially compete with and adversely affect the economic vitality of the downtown. Examples of appropriate uses include businesses that inherently require large outside storage or display areas, such as the existing ‘heavy commercial’ uses on lower Exchange Street. The easterly and northerly adjacent areas along Route 7 are in the Agricultural Rural (AR) Zoning District, and must be preserved as AR/agricultural land with wooded buffers in accordance with the Industrial Park Expansion PUD approval. Due to the presence of steep slopes, the strip along US Route 7 parallel to Exchange Street is in the Forest Zoning District and should not be developed or used to access general commercial development below.

A trail connecting to the Trail Around Middlebury (TAM) should be established from Chipman Hill through the Exchange Street area and crossing the railroad to access Wright Park. Construction plans are currently being developed for a three-phase multimodal path project that will run the full length of Exchange Street, from Elm Street to Route 7. Phases 1 and 2 have been funded, and an application for Phase 3 is in progress. If fully funded, this project is anticipated to be complete by 2022.

This plan supports the need for a public planning process to discuss the future vision for the Exchange Street corridor. Current property owners and tenants should be involved, and their future needs determined. A consulting team should be retained to update the 1990 Industrial Zone study. The study should characterize the existing development along Exchange Street, which appears to be largely Ag-based and include several beverage manufacturers. The consulting team should include an economic development consultant with expertise specifically related to similar kinds of industrial/manufacturing centers within rural areas, who can provide an expert opinion about the growth trends within these sectors and the best means of spatially organizing and supporting these businesses. The study should include land use and capital planning recommendations for the Exchange Street corridor.

## **LAND USE DISTRICTS**

The designation of zoning or land use districts for different types and intensity of uses is intended to regulate the location and density of development in the Town. The establishment of water and sewer service boundaries and planned growth areas links these policies with necessary community services and facilities. Zoning regulations for these land use districts are created for the purpose of conserving the existing character or attributes of an area in which development is proposed and for achieving planning goals unique to a specific area.

The land use districts described below are shown on maps of the Town and village areas. These maps are an integral part of the Comprehensive Plan. In addition to being included as an appendix to this plan, the official zoning map can be found at the Town Planning Office in the Municipal Building. It has also been included as part of the interactive land use map located on the Town of Middlebury website, [www.townofmiddlebury.org](http://www.townofmiddlebury.org).

NOTE: Names of districts are for general overall description – the district name does not have regulatory effect over individual allowable uses provided in Zoning.

### **FOR - Forest District:**

The Forest District includes areas where topography, natural resources, aquifer/wellhead protection, wetlands, wildlife habitats and/or poor access severely limit development or dictate it. Most of this district consists of National Forest and commercial timberlands. A substantial portion of the Forest District comprises the aquifer recharge and wellhead protection areas for the Middlebury and East Middlebury water systems. Remoteness from public services and the cost of improving and maintaining roads make this district undesirable for development. The Zoning Ordinance provides for limited types and density of development in this district, consistent with 24 VSA 4414(1)(B)(ii). New or substantially extended gravel pits shall be reviewed on a conditional use basis, must have appropriate access to a State highway, and not adversely affect adjacent settled neighborhoods. Gravel pits and concrete operations will have a current reclamation plan outlining a program of progressive restoration of forested cover and ultimate preservation of these lands since they surround the Town's water supply.

### **AR - Agricultural/Rural District:**

The purpose of this district is primarily to maintain the character and agricultural viability of the present rural and agricultural areas of the Town. This district includes rural residential properties but predominant land uses are agricultural and forestry and earth resource extraction. Additional rural businesses such as small contracting businesses and garden centers are allowed as conditional uses.

The low-density rural, predominantly agricultural and scenic character of this district should be maintained. It is especially important that the Zoning and Subdivision Regulations minimize fragmentation and conversion of farmland and other open lands. Any individual or clustered development shall not be at a scale or of a nature or siting that is incompatible with existing or alternative agricultural operations.

The Zoning Regulations should limit the number of residential lots that may be developed as follows: using the dimensions of the parent parcel as it existed in 1981, the first two lots created shall be based upon an overall maximum density of two acres per dwelling unit. Development of remaining lands shall be based upon an overall maximum density of twenty-five acres per dwelling unit. However, individual house sites created shall minimize consumption of agricultural land. The application of these regulations shall run with the land, so long as the property is in this zoning district.

An additional natural limitation on residential development is the prevalence of heavy clay soils which severely limit on-site wastewater disposal sites. With only a few service connection exceptions this area is not generally served by existing Town sewers.

#### **MDR - Medium Density Residential Districts:**

The Medium Density Residential District applies to already developed and future residential neighborhoods either on the periphery of High Density areas or in detached hamlets and rural neighborhoods. When both Town sewer and water are available, density can be 20,000 sf per dwelling unit unless it is within the East Middlebury fire district, which has a maximum allowable density of 30,000 sf per dwelling unit. If only Town water is available, density can be 1 acre per unit. Without Town sewer and water, density can be 2 acres per dwelling unit.

#### **HDR - High Density Residential Districts:**

The High Density Residential District includes established residential neighborhoods in the “old village” area, and areas on the edge of the old village which are in the existing or planned Town water and sewer service areas. Density cannot exceed 10,000 sq. ft. per dwelling unit in HDR. Density may be higher in the case of planned unit developments on 3 or more acres and involving 4 or more dwelling units as provided in the Zoning.

The Zoning Regulations should provide standards that ensure adequate recreation space and facilities for residents of high density Planned Unit Developments, and buffers to protect the privacy of both residents of PUDs and adjacent established neighborhoods. In no case should cluster or multi-family gross density exceed eight dwelling units per acre. Appropriate mixed uses may be allowed as a conditional use.

#### **OFA - Office and Apartment Districts:**

The Office and Apartment District is established along major traffic arteries in certain village areas to preserve the character of established neighborhoods by allowing a mixture of residential homes and apartments, appropriate businesses and professional offices. OFA also acts as a transitional buffer zone between commercial areas and residential neighborhoods. Residential density is the same as provided for in the HDR District, except that subject to conditional use dwelling units may be added notwithstanding lot area.

#### **VRC - Village Residential and Commercial Districts:**

The Village Residential and Commercial District has the same objectives and residential density as the OFA, but provides for more mixed uses including retail stores, restaurants, and other commercial services of a scale and nature consistent with the above Sections of this plan. Canopies, unharmonious façade treatments and excessive retail displays, which detract from the character of the district, shall not be permitted.

**CBD - Central Business District:**

The Central Business District is basically the historic brick landmark, downtown area of Middlebury and contains the majority of public buildings, churches, parks and other community services of the Town. Typically, CBD does not have the adequate off-street parking required for new development. To implement the downtown plans referred to in Sections above zoning needs to provide for parking structures or impact fees and higher densities than VRC. The appearance of Middlebury's CBD is critical to the entire Town and particular attention shall be given to conservation of its scenic and historic character, provision of pedestrian and bicycle amenities and street trees and to maintaining support of the economic and cultural vitality of the downtown.

**INS - Institutional District:**

The Institutional District includes public and private institutional facilities, particularly Middlebury College and Porter Medical Center. Institutional uses, such as education, recreation, health, residential, offices and assembly functions, should be provided for in this district. New development must complement the scale and character of existing neighborhood buildings and uses. Development of Middlebury College and Porter Medical Center shall be consistent with the approved PUD master plans and other sections of this Plan.

**GC - General Commercial District:**

The General Commercial District provides for uses of a general commercial or light industrial type which are not possible, or desirable in CBD, VRC, OFA or PHD districts due to lack of space, the need for truck loading/unloading facilities or aesthetic concerns in those areas. GC uses include equipment and vehicle sales and services, lumber or farm supply establishments, and machine shops. New residential development is not a permitted use in GC. Where development in the General Commercial District abuts existing residential areas, extensive landscaping and screening shall be required.

**IND - Industrial District:**

The Industrial District has been created to encourage the best and fullest use of the Town's prime industrial land to create manufacturing jobs and other economic benefits for the community and surrounding area. The IND is designed to attract clean industry of a diverse nature. This district is reserved for manufacturing with accessory warehousing and offices, research and other uses.

**AIR - Airport District:**

The Airport District includes the State Airport and supporting facilities such as storage and maintenance. AIR District activities include light freight and passenger services and airplane storage and maintenance. Light industry, warehousing and other commercial uses, when consistent with height limitations and safety regulations, are allowed in AIR. New residential development is not a permitted use in this district.

### **PHD - Protected Highway District:**

The purpose of the Protected Highway District is to assure that land development along U.S. Route 7 will not impede the safe flow of traffic or reduce highway capacity and to provide a well-planned, attractive entrance to Middlebury. Where water and sewer facilities are not available, uses will be limited accordingly. New buildings in this district need to be set well back and amply landscaped. The Zoning Ordinance requires parking to be located to the rear or side of buildings with appropriate landscaping, and for service areas and outdoor storage to be located to the rear and screened from view.

Accesses to new development on Route 7 shall be consolidated and utilize side roads or existing driveways whenever possible. By limiting additional access points and providing proper traffic controls, commercial and light-industrial development may be accommodated without adversely affecting the function of Route 7 as a regional transportation artery. Traffic studies will be required for commercial developments where there is high-traffic-generation or safety concern.

Zoning will continue to encourage campus-quality or corporate headquarters-type development as exemplified by Bread Loaf Corporation and Cooperative Insurance Companies. Heavy commercial uses such as future vehicle dealerships, lumber yards, warehouses, contractor storage yards, etc. are to be located behind the Route 7 frontage lots and heavily screened so as not to detract from the aesthetic objectives of this district.

### **SPECIAL OVERLAY DISTRICTS**

The following overlays are to be used when considering new subdivisions and developments:

#### **WHP - Wellhead Protection Areas**

This is an overlay district that includes the public water source protection (source protection) areas mapped by the Town and included in the source protection plans approved by the Vermont Agency of Natural Resources. To supplement zoning, the Select Board may consider an aquifer protection ordinance and monitoring and inspection program, as well as a public education program regarding the importance of protecting the Town's water supply.

Fire District #1, East Middlebury actively engages residents and businesses within their WHP/source protection area with information on Best Management Practices and how to respond should an emergency occur. Currently the Fire District #1, East Middlebury employs a source protection area compliance officer who identifies potential sources of contamination, maintains their Source Protection Plan and serves as a contact between the Prudential Committee and the surrounding environment.

#### **HAZARD - Flood and Fluvial Erosion Hazard Areas**

The purpose of this overlay is to prevent and reduce hazards and property damage due to flooding hazards and fluvial erosion hazards along rivers and streams. Flood Hazard area maps shall include the latest FEMA Flood Hazard District maps. Fluvial Erosion Hazard (FEH) areas are established in accordance with geomorphic assessment procedures established by the Agency of Natural Resources. Development, land alterations and uses will be regulated to avoid and minimize losses to life and property damages in these

areas. FEH reviews will require field review and evaluation by an ANR-approved river scientist as to flood hazards and compliance with National Flood Insurance Program (NFIP) is required.

### **Goals:**

- Plan for new appropriately-scaled development that is in keeping with our rural character
- Locate new development in areas targeted for certain types of growth, not random or sprawl
- Manage growth consistent with the Town's ability to provide and pay for community services and facilities. Ensure that future growth aligns with quality, sustainable infrastructure.
- Use land use planning to enhance the safety and livability of existing neighborhoods.
- Maintain the vitality of Downtown Middlebury
- Plan for growth that is inclusive of all types of people

### **Strategy 11.1 Concentrate development within targeted growth areas**

#### **Actions:**

- 11.1.1 Conduct planning studies, inventory and mapping to encourage investment within areas targeted for growth
- 11.1.2 Continue to support the trend of concentrating residential growth within our targeted areas for residential growth, which include state-designated downtown and village center areas.
- 11.1.3 Apply for a state-designated Neighborhood Development Area located east and directly adjacent to the Washington Street Commercial Area.
- 11.1.4 Apply for a state-designated Neighborhood Development Area encompassing Seymour Street and Seymour Street Extension.

### **Strategy 11.2. Use land use planning to further characterize and enhance targeted growth areas for commercial and residential development**

#### **Actions:**

- 11.2.1 Form a community land trust to purchase properties critical for development
- 11.2.2 Conduct master planning for the Washington Street Commercial Area, to include a discussion of improving shared parking and access as well as bicycle and pedestrian amenities.
- 11.2.3 Conduct a targeted area plan for the Municipal Complex Area, to establish a community vision for how future development could be situated on the EDI site.
- 11.2.4 Perform master planning to develop a vision for the emerging commercial center on Route 7 between Creek Road and Boardman Street.

- 11.2.5 Create a Corridor Plan for Route 7 South (south of Boardman Street), including public input about the vision for development along Route 7, specific access management strategies, and recommendations for safety improvements along this corridor.
- 11.2.6 Conduct a public process and retain a consultant to produce a study of the Exchange Street corridor, including recommendations for supporting the uses in this district.

**Strategy 11.3. Support land development that enhances Middlebury's character as a traditional Vermont Town**

**Actions:**

- 11.3.1. Continue to ensure that new construction incorporates forms and elements of local vernacular architecture that successfully contribute to our character
- 11.3.2 Use site-specific master planning to conceptualize new development that is at an appropriate scale, integrates properly into the existing built environment, and makes a positive contribution to the appearance and function of the surrounding area.
- 11.3.3 Find ways to engage developers and Economic Development staff with the Town Planner early in the project development process, to offer perspective and reinforce good site design principles.
- 11.3.4 Develop design guidelines for commercial development occurring in the area along Route 7 between Creek Road and Boardman Street.
- 11.3.5 Require new development to support and protect the working landscape, natural resources and scenic character of Middlebury
- 11.3.6 Work with Middlebury College to develop a conservation plan to provide permanent protection of some portion of the Sabourin property as open space, providing a visual break and southern gateway to Middlebury.

**Strategy 11.4. Maintain the vitality of Downtown Middlebury**

**Actions:**

- 11.4.1 Continue to maintain Downtown Middlebury a State-designated Downtown, and continue to promote the incentives of that program to property owners within the designated boundaries.
- 11.4.2 Perform planning and design work to enhance and maintain linkages between the downtown core and its satellite areas, such as the Marble Works, the Washington Street Commercial Area, Lower Exchange Street/ Greg's Market Area, South Pleasant Street/Water Street Corridor, and Seymour Street/Seymour Street Extension.
- 11.4.3 Conduct strategic planning for targeted areas within Downtown.

- 11.4.4 Permanently locate the ACTR transit hub within the downtown area
- 11.4.5 Use complete streets design principles to better integrate South Pleasant Street with the downtown core, improve safety, and be more inclusive of non-vehicular modes of transportation.
- 11.4.6 Perform master planning to design enhancements for Main Street near Merchant's Row, Triangle Park, and Printer's Alley.
- 11.4.7 Identify a location for the Amtrak Passenger Rail Station, convenient to downtown.

**Strategy 11.5. Use land use planning to promote the livability of Middlebury, by supporting neighborhoods and investing in the safety and appearance of the built environment**

**Actions:**

- 11.5.1 Increase the supply of affordable housing in Middlebury
- 11.5.2 Maintain and plant street trees and develop streetscapes
- 11.5.3 Move forward with implementation of the preferred alternative from the 2015 Monroe/Court/Charles Street Intersection Improvements Study.
- 11.5.4 Water Street must be made safer with sidewalks, traffic calming, and street tree planting to improve neighborhood appearance.
- 11.5.5 Create sidewalk connections between East Main Street and residential areas, especially along Schoolhouse Hill Road and Lower Plains Road.
- 11.5.6 Develop a plan for aesthetic gateway improvements at the Route 7 gateways of East Main Street and Ossie Road in East Middlebury.
- 11.5.7 Apply to the Vermont sales tax reallocation program in July 2017, to utilize sales tax from the Middlebury Natural Foods Co-op project to implement a small public infrastructure project in that area.

# 12. COORDINATION – STATE, REGIONAL AND ADJACENT TOWN PLANS

## Consistency with Statutory Planning Goals

The VT Planning and Development Act goals established in 24 V.S.A. § 4302 are the basis for this Plan. The Town of Middlebury believes that this Plan makes substantial progress towards attainment of these statutory goals. None of the statutory goals are deemed to be irrelevant or unobtainable from the Town's point of view.

## Compatibility with Other Plans

### Ripton (2015 Town Plan)

Ripton is upstream of us on the Middlebury River and shares Route 125 and other roads leading up into the mountains.

Ripton adopted fluvial erosion hazard zoning in 2009 and has accomplished several projects to divert and protect the town from floodwaters. It intends to do more to allow the river to access its floodplain. These activities should benefit downstream East Middlebury as well. The town has also reclassified Old Town Road (a class 4 road) as a public right-of-way as opposed to a private road. This is a potential alternate route from Middlebury to Ripton if Route 125 is washed out again.

The town plan encourages buffers along watercourses. It also mentions exploring opportunities to install a small hydro facility in the Ripton Village area.

Ripton supports ACTR and would like 5 day/week service year round.

In the area adjacent to Middlebury, the land use plan shows low density residential (10 ac/ du) along North Branch Road and Rural Residential (25 ac) north of that for about 1.25 miles, around County Cross Road and Dragon Brook Road. North of that is the Conservation District (25 ac). These areas about our Forest District (25 ac/du).

### Salisbury (2012 Town Plan)

Salisbury adjoins Middlebury on the south, continuing Route 7, the railroad, Shard Villa Road, Lower and Upper Plains Roads and the VELCO power line. The Otter Creek forms the boundary between Salisbury and Cornwall upstream of Middlebury. Extensive wetlands in this area store flood waters before they reach Middlebury.

The following language is from Salisbury's 2012 plan: "The land use plans for the two communities [Middlebury and Salisbury] along their shared border is generally compatible. Both recognize the area around Otter Creek as wet, flood-prone and ill-suited for development. Both envision a continuation of agricultural and rural residential uses on the west side of Route 7. Heading east of the highway, both

classify the steeper, upland areas as primarily for forest and conservation use. Both allow for residential development at a medium intensity in the plains area leading north into the hamlet of East Middlebury.”

The town landfill and garage are located in the plains area, as are several gravel pits.

The Salisbury town plan supports protecting wetlands and maintaining buffers along water bodies.

In the rural region, which includes land along Route 7 south of Middlebury, the plan says that "commercial uses should continue to be primarily home-based businesses."

### Cornwall (2013 Town Plan)

Cornwall is upstream of us on the Otter Creek and shares Routes 30 and 125 to our west.

Land use areas near Middlebury are described as follows:

“The Cider Mill – Ridge Road Area has significant open space and scenic views to both the Adirondack and Green Mountain. It is primarily a residential area." Clustering is encouraged.

“The Rural Area (including the land between the Cider Mill-Ridge Rd. area and Middlebury town line) includes Cornwall’s most productive agricultural lands and significant ecological, historic and scenic assets of the landscape. It is a low-density settlement area where future homes should be built on the margins of agricultural land in order to maximize these assets.” Clustering is encouraged.

" Cornwall Swamp will continue to be a largely undeveloped, forested swamp with limited land in low-intensity agricultural use." The town recognizes the importance of the swamp and other wetlands in flood attenuation.

With regard to the state highways shared with Middlebury, the Cornwall plan proposes to prohibit large-scale, big box, and/or strip commercial development throughout Cornwall, including along Routes 125, 30 and 74. It advocates creating rights-of-way for bicycles, joggers and pedestrians on all state highways in conjunction with the reconstruction of those roads, so people can walk and bicycle safely. Shoulders have already been created on Rt. 30.

### Weybridge (2017 Town Plan)

Weybridge adjoins Middlebury on the north and west. Weybridge Street and Morgan Horse Farm Road extend into Weybridge. Otter Creek forms the boundary between Weybridge and Middlebury north of the Pulp Mill Bridge, and continues on as the boundary between Weybridge and New Haven.

Like Middlebury and its other neighbors, Weybridge supports buffers along water bodies and protection of wetlands.

One of the residential concentrations in Weybridge is along Pulp Mill Bridge Road. This neighborhood is adjacent to Middlebury and is served by Middlebury water. Land use in this area, extending up Sheep Farm Road as far as Terrace Heights, is planned at an average density between 1 and 5 acres per dwelling unit. In the Otter Creek Gorge area between the creek and Morgan Horse Farm Road, land

uses are conservation, flood hazard and planned ag/residential (5 acres/du). The plan promotes the creation of smaller infill lots or developments in parts of Weybridge where village patterns of development already prevail. Clustering is allowed.

The plan supports development of bike/pedestrian paths, especially along Pulp Mill Bridge Road and Morgan Horse Farm Road. (Weybridge and Middlebury are currently cooperating on the construction of such a path on the loop from Weybridge St. across Pulp Mill Bridge Rd. and down Seymour St.)

### New Haven (2017 Town Plan)

Otter Creek, Mud Creek, Route 7, the railroad, Halpin Road and Munger Street extend north into New Haven. Cobble Road forms part of the boundary between New Haven and Middlebury. The VT Gas pipeline and the VELCO power line also travel through New Haven to Middlebury.

The New Haven town plan contains an extensive energy element intended to comply with state legislation adopted in 2016 that allows the Public Service Board to give substantial deference to town plans that meet state energy goals. Citing the large amount of solar energy generation already in the town, as well as the hydro plant at Belden Falls, the plan primarily limits commercial solar facilities to areas already in such use, and does not allow any future net metering facilities (some of which are utilized by Middlebury residents). If power lines are upgraded to handle more distributed generation, the plan would allow it in industrial zones.

The town plan endorses buffers as a means of protecting water quality. It also mentions the potential of the Otter Creek gorge area as an ecological reserve. This area adjoins protected land in Middlebury and Weybridge.

Of particular concern are the plans for the Route 7 corridor. The 2017 plan has reduced the amount of land designated for commercial development since the 2011 plan. It states that residents do not want to see a continuous commercial strip and want to retain open space where it now exists. "The Town's zoning regulations will more specifically define the size of commercial buildings to limit impacts to the rural, scenic character of the Route 7 corridor, and to maintain a village scale of development."

The other areas in New Haven adjacent to Middlebury are in the Rural Planning Area, much of which has been developed with residential lots along the road and 10-25 acre lots away from the road. Clustering is allowed.

The town plan supports ACTR and Chittenden County Transit, which also provide service to Middlebury, and endorses increased public transportation options by both bus and rail. It also aims to make roads safer for bicycling.

### Bristol (2017 Town Plan)

Bristol adjoins Middlebury's northeast corner. Route 116 extends north into Bristol.

Two bridges on Route 116 south of downtown Bristol (Bridge #8 and Bridge #6) are structurally deficient. Bridge #8 is in line for funding and has had a temporary stop light in place for several years.

Bristol supports ACTR, which runs round trip buses between Middlebury and Bristol. ACTR also operates a bus from Middlebury to Burlington along Route 116.

The town plan supports the train service from Rutland to New York City, but it does not mention the proposal to run passenger rail from Rutland to Burlington through Middlebury.

Land adjacent to Middlebury is in the Conservation Planning Area (25 ac/du, clustering allowed) except for a Rural Agricultural district along Cobble Road and Rt. 116 (5 ac/du with clustering allowed). The Maple Ridge mobile home park is not far from the town line on the east side of 116. The town plan calls for " develop[ing] new regulations for extraction, which would include prohibiting commercial extraction throughout the Village Planning Area, as well as in the Rural Conservation Planning Area, and allowing it elsewhere only with restrictions."

The plan includes a goal to work with adjacent towns, local not for profit groups, and state agencies to develop biking and hiking trails that promote access to natural resource areas.

Historical Development Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
2.1 Develop access to historic preservation resources	2.1.1 Enroll Middlebury as a Certified Local Government. Use CLG designation to access additional training and funding opportunities from State and Federal resources for preservation projects and public education.			
2.2 Actively promote the many benefits of historic preservation	2.2.1. Promote preservation as a sustainable strategy, given the embodied energy and materials in building stock. Prepare and distribute informational literature about methods for improving the energy efficiency of older buildings.			
	2.2.2. Provide better regulatory guidance on the standards for historic preservation and renovation of historic homes. Prepare and distribute informational literature about best practices for maintenance and rehabilitation of historic structures.			
	2.2.3. Increase the availability of information regarding potential funding sources and incentive programs (grants, tax credits) for historic preservation. Provide technical assistance with preparation of these applications.			
2.3 Maintain historic resources as an important community asset	2.3.1. Protect and maintain buildings, greens, monuments and other infrastructure of historical significance as part of the capital planning process.			
	2.3.2. Create a mapped inventory of known archeological sites for use in DRB review.			
	2.3.3. Update inventory of historically significant buildings and landmarks within the Town.			
	2.3.4. Consider updating the historic district boundaries and regulatory standards relating to renovations, new development, and other items affecting the character of the district such as signage and outdoor displays.			
	2.3.5. Encourage adaptive reuse of historic structures, including changes to the zoning regulations and creation of locally-sponsored incentive programs.			
2.4 Use historic and traditional patterns to inform new development	2.4.1. Continue to develop strategies to encourage traditional settlement patterns that concentrate development in areas targeted for denser development, surrounded by open space.			

	2.4.2. Assess current dimensional, parking/access, and fluvial erosion hazard regulations to ensure they promote compact development patterns in historic population centers, such as the designated downtown and Village Center areas.			
	2.4.3. Integrate new development with existing traditional neighborhoods by encouraging context-sensitive design consistent with this plan.			
	2.4.4. Consider a design overlay for downtown and other neighborhood areas to provide continuity of appropriate building massing, scale, materials, and architectural features with other neighborhood areas.			
	SB = select board			
	PC = planning commission			
	PZ = planning & zoning			
	PW = public works			
	CC = conservation commission			

## Natural Resources Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
3.1 Design and maintain smart, low-impact infrastructure	3.1.1 Utilize stormwater BMPs for new and replacement infrastructure			
	3.1.2 Revise the Public works specifications to support environmentally healthy construction practices			
	3.1.3 Support demonstration projects for rain gardens, bioswales, and other LID techniques			
	3.1.4 Create a proactive sidewalk and pedestrian path plan			
	3.1.5 Revise road and parking standards to minimize paved surfaces, to generate less runoff			
Strategy 3.2 - Limit the impacts of construction and land development on natural and scenic resources.	3.2.1 Conduct planning to inventory and prioritize open space parcels in need of protection, such as an open space plan.			
	3.2.2 Identify and prioritize important areas for conservation, such as wildlife and scenic corridors. Create an updated map based on the Natural Community Types map.			
	3.2.3 Utilize easements and clustered development to protect important lands			
	3.2.4 Continue to actively protect wetlands through enforcement of local and state regs regarding fill and maintenance of buffers adjacent to wetlands			
	3.2.5 Evaluate fluvial erosion hazard zoning.			
	3.2.6 Publicize and encourage smart growth principles, for example higher densities and smaller lot sizes, reduced parking requirements, neighborhood centers for mixed-use development, reduction of cul-de-sac and dead end streets.			
	3.2.7 Encourage developers, contractors, homeowners and the town public works dept. to install flowering plants, shrubs and trees that can be used as forage for pollinators.			
	3.2.8 Evaluate the existing wellhead protection plan, as well as opportunities for implementation.			
	3.2.9 Evaluate revising the zoning regulations to better correlate stream setbacks to stream size.			

	3.2.10 Encourage the use of erosion control measures on construction sites and other problem areas			
	3.2.11 Evaluate the standards for length and construction of driveways, and their impacts on forest fragmentation			
3.3 Encourage stewardship of natural resources	3.3.1 Encourage property owners to maintain their property in a wildlife- and water-friendly manner by providing information about backyard habitat and stormwater mitigation practices			
	3.3.2 Work with Middlebury Area Land Trust (MALT) and Middlebury Parks and Recreation Department to conduct public outreach about the benefits and availability of local recreation opportunities. Improve access to natural and scenic resources.			
	3.3.3 Improve and maintain the tree canopy in town, and find ways to engage the public in tree stewardship			
	3.3.4 Utilize the Town website to expand public awareness of natural resources issues affecting our Town			
	3.3.5 Work with MALT and other partners to implement programs to reduce invasive species. Implement an Emerald Ash Borer (EAB) preparedness plan.			
3.4 Provide ongoing financial support for land conservation	3.4.1 Continue to grow the Land Conservation Fund through annual allocations. Continue to support MALT or its successor through annual contributions from the Conservation Fund.			
	3.4.2 Support the working landscape by promoting enrollment in and full funding of the state's current use program.			
	3.4.3 Investigate the creation of a local fund to purchase and hold vulnerable properties until they can be conserved or developed properly.			
	3.4.4 Encourage the US Forest Service to purchase lands within the acquisition area (east of Rt. 116) by identifying specific parcels of undeveloped open land within the acquisition area and work with the landowners and USFS on long-term transfer to the Green Mountain National Forest.			
	SB = select board			
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	CC = conservation commission			

## Local Economy Implementation Matrix

Strategy	Actions	Lead responsibility	Status	Priority
4.1. Promote economic growth in various areas of town in concert with land use goals	4.1.1. Engage in a strategic planning process to solicit input about the character and future needs of various parts of town, including Downtown, Exchange Street, the node at Shaw's/Middlebury Natural Foods Coop and Route 7 South. Develop strategic plans for these areas, and integrate them with other planning efforts (e.g. capital planning, bike-pedestrian and transportation plan, urban forestry plan, energy plan, etc.)			
	4.1.2. Create a Downtown Master Plan, including a public process to identify a vision and direction for growth in Downtown Middlebury.			
	4.1.3. Create a master plan for the parcels adjacent to the new Municipal Office Building.			
4.2. Promote economic development in Middlebury that will enhance Middlebury's community character	4.2.1 Build partnerships with public and private stakeholder groups to capitalize on significant development opportunities			
	4.2.2 Pursue businesses that make appropriate economic use of our local resources including agriculture, forest, education, and recreation and encourage job creation in the natural resource industries.			
	4.2.3 Continue to implement strategies from the 2006 plan, and find new ways to support the creative economy.			
	4.2.4 Support the agricultural and forestry economy of Middlebury. Continue to explore opportunities for expanding the production of ag-based and value-added products, particularly on Exchange Street. Support the development of a Middlebury Food Hub, to assist with storage, processing and distribution of locally produced products.			
	4.2.5 Maintain a clear permitting and regulatory process for new and expanding businesses.			
	4.2.6 Maintain a strong cultural and historical commercial downtown.			
	4.2.7 Develop a new Town of Middlebury website with particular information regarding economic development opportunities			

	4.2.8 Work with Middlebury College to explore business opportunities and joint energy projects. Engage early with the local planning process for community development projects that utilize Middlebury College funds..			
	4.2.9 Pursue a department store that can service most Addison County families.			
	4.2.10 Promote cultural, recreational and athletic events and establishments for the fulfillment of residents and visitors.			
	4.2.11 Attract, support and protect locally-owned businesses			
4.3. Support businesses through local government programs and policies.	4.3.1 Continue to work with the State to maintain the Downtown and Village Center designations, and to promote the incentives to local businesses these programs provide.			
	4.3.2 Continue to partner with the Downtown Improvement District Committee (DIDC)			
	4.3.3 Expand energy and fiber optic infrastructure to support new and expanding businesses			
	4.3.4 Maintain a clear permitting and regulatory process for new and expanding businesses.			
4.4. Protect open space, scenic vistas, wetlands, working agricultural lands and other natural resources, in recognition of their importance to the local economy.	4.4.1 Identify and protect the scenic and rural landscape and open spaces especially along the Rte 7 South corridor			
	4.4.2 Develop design standards that incentivize mixed-use development within appropriate areas.			
	4.4.3 Promote infill and reuse within areas of existing development and infrastructure			
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	PZ = planning & zoning			
	PW = public works			
	CC = conservation commission			

## Housing Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
5.1. Provide central location for information related to buying, building and maintaining homes, and ensure eligibility for homeowner incentive programs.	5.1.1 Create a webpage with information for homeowners and lenders about home financing options, lead-based paint, air quality, improving energy efficiency, fire safety and other helpful topics.			
	5.1.2 Assist home and business owners to access energy audits and better inform owners how to effectively invest in their properties			
	5.1.3 Inform property owners of potential state, federal or private funding opportunities that would assist them in investing in the energy efficiency of their properties. Homes of lower income residents should be given top priority for funding opportunities and these homeowners should be given assistance in filling out applications.			
	5.1.4 Ensure information is available on the Town website regarding remediating lead paint in Middlebury's homes and apartments as part of Vermont's Lead-Based Paint Hazard Reduction Plan. Provide information on resources for asbestos remediation information and assistance.			
	5.1.5 Investigate options for community solar, rooftop solar and other forms of alternative heating systems.			
5.2. Promote diversity of housing options.	5.2.1 Meet the present and future needs of low to moderate income residents by promoting the provision of fair, decent affordable housing, for rental and purchase.			
	5.2.2 Locate affordable rental housing in close proximity to public transportation services with access to employment centers, services, recreational opportunities and schools.			
	5.2.3 Encourage and support the retention and expansion of upper-story apartments in downtown buildings.			
	5.2.4 Avoid isolation and concentration of low-income housing. Continue to encourage locating residential group homes and social service facilities in areas accessible to critical goods and services by alternative modes of transportation.			

	5.2.5 Work with Addison County Community Trust to ensure the future viability and character of existing affordable housing stock			
	5.2.6 Provide regulations that allow more diverse housing such as cluster housing, cottages, mixed-income housing, guest houses, accessory apartments and shared residences.			
5.3. Further develop bike and pedestrian access to current and future housing stock.	5.3.1 Work with Middlebury College to ensure that neighborhoods west of Otter Creek and within walking distance to downtown retain their residential neighborhood character.			
	5.3.2 Continue to include the development of multi-use recreational paths and sidewalks in the capital planning process.			
	5.3.3 Create a future bike-ped map and modify the zoning regulations to require dedication of easements for proposed future paths and linkages as a condition of new development.			
5.4. Maintain and enrich the scale, character, and traditional patterns of our existing village centers and identify appropriate locations for new housing opportunities.	5.4.1 Evaluate and improve regulatory guidance creating green spaces within new development.			
	5.4.2 Middlebury encourages filling spaces within our townscapes (infill) rather than on the periphery of our developed areas or in outlying open spaces. Middlebury should continue to participate in Agency of Commerce and Community Development (ACCD) State Designation Programs and “seek to maintain and enhance (our) historic development pattern of compact settlements separated by a rural working landscape.”			
	5.4.3 Create incentives within zoning for new construction that uses energy efficient siting, design and materials.			
	5.4.4 Consider incentives for the rehabilitation and adaptive reuse of historic buildings to provide housing. Investigate the creation a revolving loan fund for renovation of housing stock within the Downtown area.			

	5.4.5 Promote infill development in downtown by developing new design standards and parking standards. Increase maximum building height and encourage two-story mixed use building types in appropriate locations.			
	5.4.6 Integrate infrastructure and capital planning in concert with growth projections and land use goals for various zoning districts and neighborhoods within the town. Develop a town-wide transportation plan that projects future residential growth and its impact on the infrastructure network.			
	5.4.7 Continue to plan for denser residential growth in areas already served by Town water and sewer. Pursue a Neighborhood Designation encompassing vacant parcels served by Town water and sewer along Seminary Street Extension and Washington Street extension.			
	5.4.8 Continue to pursue plans for creation of residential broadband service that could encourage home occupations and telecommuting.			
	5.4.9 Discourage residential development outside the water and sewer service area in areas of low-permeability soil. Refine the estimates of remaining capacity within the water and sewer systems, to make granting water and sewer allocation requests more meaningful.			
	5.4.10 Define and map the Town's water and sewer district boundaries. Create a process designed to curtail water and sewer service line extensions for new residential tap-ons, except to fill gaps within the existing service areas.			
5.5. Expand and support affordable housing options	5.5.1 Create a task force that thoroughly investigates options for reducing the property tax burden.			
	5.5.2 Conduct an updated housing study to understand our housing availability and needs, especially in downtown.			
	5.5.3 Middlebury should work with housing advocates to investigate establishing a home ownership program similar to the Champlain Housing Trust Shared Equity Homes Program as well as efforts by the Addison County Community Trust and Neighborworks of Western Vermont.			
	5.5.4 Support a housing safety net for those in need including transitional and emergency housing			

	5.5.5 Consider modifying the zoning regulations to be more permissive toward accessory apartments, to promote the creation of affordable housing within existing barns, garages and carriage houses. Advertise and promote the procedure for creating accessory apartments to homeowners.			
	5.5.6 Clarify the definitions and requirements for affordable housing as described within the zoning regulations.			
	5.5.7 Support Middlebury College’s initiatives to create new workforce housing within the Town of Middlebury. Collaborate with Middlebury College on site selection and design for new workforce housing facilities.			
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## Energy Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
6.1 Promote energy conservation and efficiency	6.1.1. Engage the community by providing energy efficiency information and programs			
	6.1.2 Promote the establishment of town-wide energy savings goals, and community efforts to promote energy savings strategies. h			
	6.1.3 Implement a campaign that assists Middlebury residents to leverage financial assistance to retrofit (repair, preserve and weatherize) existing housing, especially for those most in need including people that are low-income and seniors.			
	6.1.4 Review zoning and subdivision regulations for opportunities to incentivize smaller residential dwellings and energy efficient design for new construction.			
	6.1.5 Amend the zoning regulations to reflect state energy code requirements regarding filing of Residential Building Energy Standards (RBES) Certificates			
6.2. Conduct inventory and analysis related to energy usage and opportunities for improvement.	6.2.1 Create and maintain a baseline inventory of energy sources and usage.			
	6.2.2 Continue to partner with Middlebury College in maintaining the Town of Middlebury community energy dashboard, and explore opportunities for public involvement and education using the dashboard tool, as well as opportunities to share dashboard results on a state and regional level.			
	6.2.3 Review town procurement policy to ensure energy efficiency and conservation are key purchasing criteria			
	6.2.4 Analyze public facilities for rehabilitation and retrofitting opportunities to optimize energy efficiency			
	6.2.5. Identify appropriately located publicly-owned properties that could be used as a group net metering locations to help produce electricity for town buildings and facilities.			

	6.2.6. Create an inventory of important scenic vistas within the Town, and a map showing suitable areas for appropriately-sited large-scale commercial solar installations			
6.3. Support new, more affordable, and more diverse energy resources and services.	6.3.1 Determine if financial resources and state and regional economic developments in Middlebury will support creation of new businesses in the energy sector.			
	6.3.2 Advocate and support a diverse energy supply portfolio to serve the Town, its residents and businesses (including biomass and geothermal)			
	6.3.3 Encourage residents and businesses to develop local, home-based generating strategies by taking advantage of existing “net-metering” opportunities, though installation of solar and small wind turbines.			
	6.3.4 Expand and promote the number of “fast-charging” electric car charging stations.			
	6.3.5 Encourage Middlebury fleet truck owners, and trucks used by the Public Works Department, to use compressed natural gas (CNG) rather than diesel fuel.			
	6.3.7 Explore appropriate hydro potential on the Middlebury River.			
6.4. Encourage smarter energy strategies at the local, regional and state levels.	6.4.1 Support and continue the efforts of the Town Energy Committee. Work with the Energy Committee to develop a Town Energy Plan, containing goals and strategies for tracking our progress as a community.			
	6.4.2 Develop a strategy in partnership with appropriate organizations for assisting in the retrofitting of lower and middle-income housing.			
	6.4.3 Support and encourage Middlebury participation in the Property Assessed Clean Energy (PACE) program.			
6.5 Pursue a land use and transportation strategy that includes mixed-use, compact development in the Town’s downtown and village center areas and promotes more efficient use of transportation.	6.5.1 Conserve energy required for transportation by promoting compact mixed-use development, growth areas and neighborhood planning.			
	6.5.2. Encourage transportation alternatives including pedestrian, bicycle, share opportunities and increased use of public transportation.			

	6.5.3 Continue to plan and implement new sidewalks and bike paths throughout Middlebury and East Middlebury.			
	6.5.4. Develop a transportation and bike-ped plan that inventories the existing transportation network, projects future needs, and identifies opportunities for optimizing connectivity and enhancing the smart growth performance of nodes.			
	6.5.5. Complete the scoping, design and construction of a new train station in Middlebury prior to 2020.			
	6.5.6. Implement a campaign to reduce the number of single-occupancy vehicle (SOV) commute trips within the Town Of Middlebury, by organizing carpooling programs in partnership with local employers.			
	6.5.7 Require addition of new and enhancement of existing pedestrian facilities as a condition of approval for new development. Require that sidewalk and streetscape improvements incorporate "Complete Streets" principles, as authorized by Act 34 and described in the Complete Streets guide released by the VT Department of Health (Sept 2012).			
	6.5.8. Improve the bike and pedestrian safety along streets and at crossings by prioritizing safety improvements in high-risk areas as part of the capital planning process.			
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## Transportation Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
7.1 Ensure that transportation infrastructure is complementary to community character.	7.1.1 Modify public works specifications to encourage design of streets that complement their surroundings and respect environmental concerns.			
	7.1.2 Continue and expand the Town tree-planting program for public streets.			
	7.1.3 Manage traffic flows with a combination of improved street connectivity and traffic calming measures.			
7.7 Improve pedestrian and cycling facilities	7.2.1 Maintain a system of trails and paths to allow for in-town recreation and pedestrian/bike transportation. Improve and maintain heavily-used but informal paths that now exist. Acquire easements for pedestrian access where appropriate.			
	7.2.2 Build a bicycle bridge at the site of the former Three Mile Bridge.			
	7.2.3 Update the 2010 sidewalk study and complete the sidewalk system where links are broken or missing.			
7.3 Promote alternative modes of transportation such as bus, rail, air and ride sharing.	7.3.1 Use origin-destination studies to guide planning for vehicles, pedestrians and transit users.			
	7.3.2 Select a location and develop a design for creating a passenger rail station in anticipation of Amtrak service in 2020			
	7.3.3 Work with local businesses to encourage the use of ride sharing, car sharing and vehicle rentals (eg: Zip cars).			
	7.3.4 Support the efforts of ACTR to maintain a public transit system with routes and schedules that allow more people to commute to work, school, shopping and appointments.			

	7.3.5 Provide more park-and-ride options, increased frequency of service, extended hours of service, more bus shelters and pullouts, and greater connectivity with adjacent communities.			
7.4 Coordinate land use and development with transportation infrastructure.	7.4.1 Create a transportation plan for the Town of Middlebury, which uses land use projections to help prioritize future upgrades and repairs to the road network.			
	7.4.2 As part of an overall transportation plan, identify and study high risk intersections within the Town of Middlebury and identify a strategy for addressing them. Incorporate these results into the Town Plan for use in the development review process.			
	7.4.3 Create a bicycle/pedestrian plan and map for the Town of Middlebury, which shows potential future linkages, and request easements as development on mapped properties occurs.			
	7.4.4 Designate a system of collector streets for future development. Within designated growth areas, roughly map out routes for future collector streets and require developers to construct their portion of these streets. Do not connect local streets directly to arterials.			
	7.4.5 Conduct neighborhood-scale planning to promote voluntary discussion between businesses and residents of safe ways to achieve better traffic flow and connectivity in their neighborhoods.			
	7.4.6 Infrastructure committee should solicit annual input from Planning Commission about future capital projects			
	7.4.7 Develop access and parking management strategies for problem areas, and work with private property owners to implement them. For example, encouraging shared driveways, shared parking, and proper driveway alignment.			
	7.4.8 Develop road, driveway and stream crossing design standards for inclusion in the Public Works Specifications.			
	7.4.9 Continue to study the solutions for downtown parking shortages.			

	7.4.10 Develop improved parking calculations and design standards that take into account the density of development planned in that area and encourage connectivity, shared parking and green stormwater infrastructure/landscaping in parking lots.			
	7.4.11 Perform a complete update of the Public Works Specifications, and consider consolidating them with the Zoning and Subdivision Regulations.			
7.5 Design and maintain our streets to be durable, minimize costs, and reduce environmental impacts.	7.5.1 Develop a stormwater management plan that improves water quality and prevents impairment.			
7.6 Prioritize the following infrastructure projects to improve the transportation network.	7.6.1 Update the feasibility study for a passenger rail station.			
	7.6.2 Implement the recommendations from the 2010 Charles Avenue/Monroe Street intersection study.			
	7.6.3 Work with VTrans and VT Railway to upgrade the downtown rail underpasses with tunnels.			
	7.6.4 Acquire easements to permanently protect the Trail Around Middlebury (TAM).			
	7.6.5 Begin consideration of a new bridge location north or south of downtown, recognizing that it can take decades for such a plan to be finalized.			
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## Education Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
8.1 Maximize our educational programs and resources.	8.1.1. Continue to support innovative ways to collaborate with schools within the region on programs and facilities, on a full calendar basis.			
	8.1.2. Support dialogue among education and town/civic groups to merge programs with evolving community needs.			
8.2 Promote learning for everyone.	8.2.1 Support community activities that engage our citizens of all ages.			
	8.2.2 Support the communication of programs and events at all levels of education to the general community.			
8.3 Maintain healthy and safe schools	8.3.1 Expand safe routes to schools initiatives			
	8.3.2 Support Farm to School initiatives			
	8.3.3 Participate in community health and wellness initiatives			
	8.3.4 Support expanded opportunities for after school enrichment and physical development programs.			
8.4: Maintain sustainable building infrastructure	8.4.1 Keep current with infrastructure and technology			
	8.4.2 Conduct energy audits			
8.5 Strengthen job training and workforce development	8.5.1 Develop and build relationships with business community and workforce development organizations			
8.6 Expand early childhood learning and development opportunities for families.	8.6.1 Support Addison Central School District's implementation of Act 166.			
	8.6.2 Work with employers to establish childcare partnerships for quality early childhood programs, with an emphasis on infant and toddler care.			
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	CC = conservation commission			

## Colleges and Institutions Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
9.1: Collaborate on physical and financial planning.	9.1.1 Review of Master Plans for all of the Institutions that have PUDs to conform to the Middlebury Town Plan.			
	9.1.2 Work with Institutions to share resources and solve problems.			
9.2 Advocate for state services based in Middlebury.	9.2.1 Work with our local and county Legislative delegation, ensure retention of localized state services in Addison County, including Porter Medical Center, court services, Health Department, Economic Services and Department of Children and Families.			
9.3: Expand College-Town Initiatives.	9.3.1 Collaborate on physical and financial planning			
	9.3.2 Expand interacting committee opportunities			
	9.3.3 Increase opportunity for student-town interaction			
	9.3.4 Work with the College to identify academic interactions that will be mutually beneficial			
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## Community Facilities, Services and Utilities Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
10.1. Maintain and redevelop community facilities, infrastructure and town-owned lands as necessary.	10.1.1. Conduct inventory and asset management and mapping for miscellaneous Town-owned properties and consider appropriate new uses for these properties			
	10.1.2 Create an updated utility and facility plan for inclusion in the Town Plan			
10.2. Support effective police and fire services throughout the town				
10.3. Maintain and improve Town infrastructure to overcome deferred maintenance and meet community growth needs.	10.3.1. Develop a process to coordinate the adoption of the Capital Improvement Plan with the work of the Planning Commission, and in consideration of the Town Plan			
	10.3.2. Perform growth projections as part of a buildout analysis and/or transportation plan to evaluate future community facilities and infrastructure needs.			
	10.3.3. Continuously update the highway resurfacing/reconstruction and sidewalk repair programs and drainage/stormwater management plans with computer mapping and data base inventories.			
	10.3.4. Maintain and reevaluate Town highway policies and standards as they pertain to new developments to encourage efficient design.			
	10.3.5 Continue to work on the Urban Forest Management Plan.			
	10.3.6. Increase use of stormwater Best Management Practices to manage and reduce run-off.			
	10.3.7. Develop high-speed internet and/or broadband infrastructure for the Town of Middlebury.			
10.4. Maintaining and improving the Town's water and sewer system	10.4.1 Develop up-to-date as-built plans and GIS maps that locate and identify the complete Town water system.			

	10.4.2 Establish fire flow capability for all areas of the Town served by Town water.			
	10.4.3 Review and update as necessary the Well Head Protection Area (WHPA) and Source Protection plans and safeguards to protect public water supplies.			
	10.4.4 Continue steps and projects that reduce infiltration of stormwater into the sanitary sewer system			
10.5. Promote the development of state of the art Town web site and updated communications facilities, to meet the changing technology needs of the community and for economic development.	10.5.1 Utilize Town resources and assets, including public lands and rights of way, to promote consolidated communications facilities and ensure universal access for community benefit.			
	10.5.2 Minimize the proliferation of towers, dishes and the aesthetic impact of communications infrastructure on public land and the community.			
	10.5.3 Continue to support funding for MCTV.			
	10.5.4 Investigate ways to provide free internet in downtown			
10.6. Maintain and improve recreation facilities and programs to meet community needs without adding to the Town's tax burden.	10.6.1 Continue to provide diverse programming that meets the needs of a variety of users, particularly seniors and teens.			
	10.6.2 Develop a Parks master plan, which includes inventory of parks, how they're used and should be maintained			
	10.6.3 Utilize more volunteer assistance for maintaining town streetscapes and plantings			
	10.6.4 Continue to support maintenance of the Town pool facilities			
	10.6.5 Continue to explore opportunities for parks & recreation to partner with outside community groups			

10.7 Collaborate with the Addison Central School District Board, the Patricia A. Hannaford career center and private schools in planning the community's future needs.	10.7.1 Monitor school enrollment and maintain adequate school capacity.			
	10.7.2 Continue the Town/School committee for discussion of financial and planning issues.			
	10.7.3 Pursue funding to implement improvements at the Court Street and Monroe Street intersection, in accordance with the scoping study completed in 2016.			
	10.7.4 Construct improved pedestrian access along Water Street.			
	10.7.5 Support measures to minimize traffic congestion, such as bus ridership and rideshare programs.			
	10.7.6 Support the work of the Safe Routes to Schools committee, and utilize their recommendations in planning for safety improvements			
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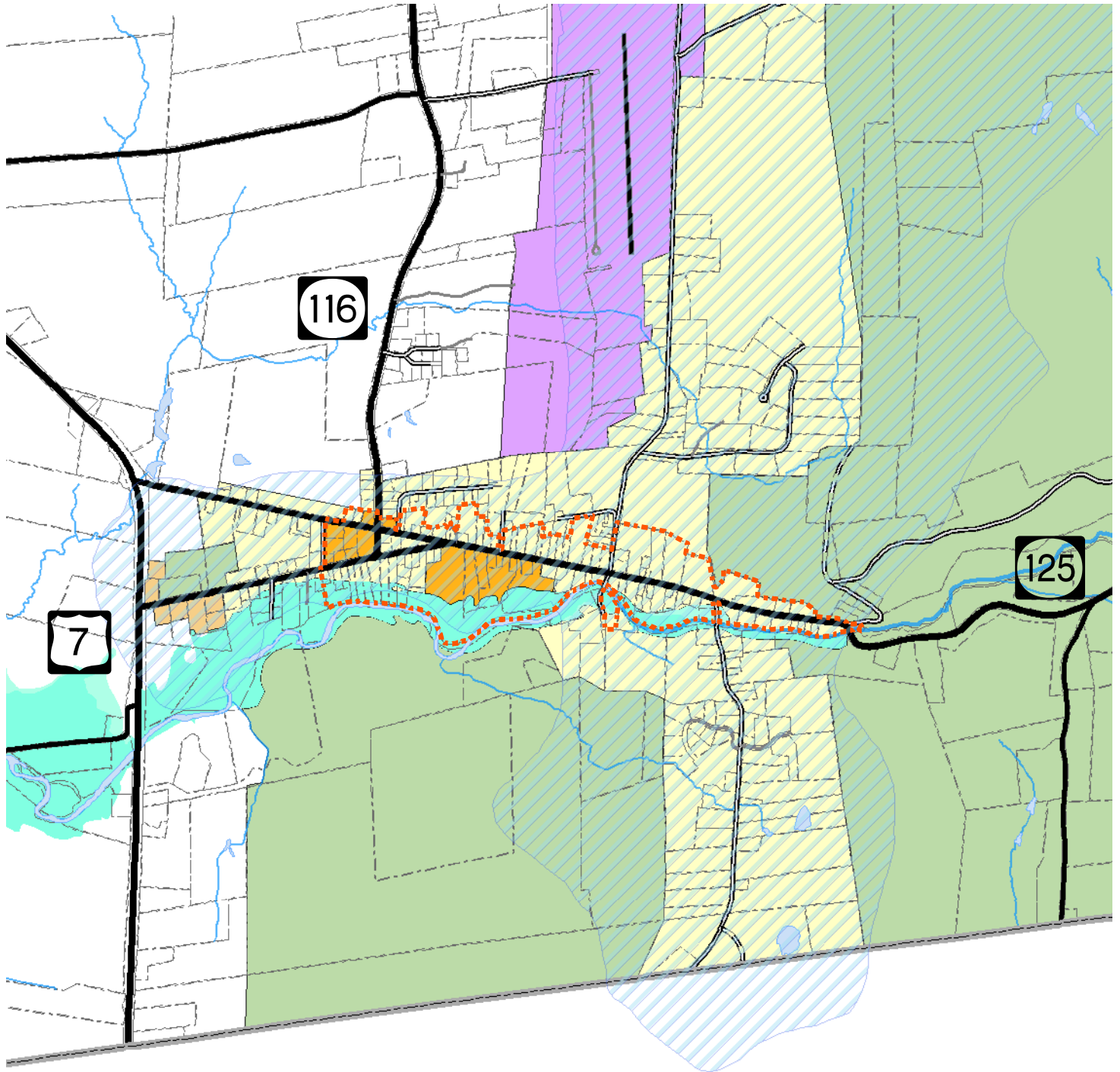
## Land Use Implementation Matrix

Recommendations	Actions	Lead responsibility	Priority	Status
11.1 Concentrate development within targeted growth areas	11.1.1 Conduct planning studies, inventory and mapping to encourage investment within areas targeted for growth			
	11.1.2 Continue to support the trend of concentrating residential growth within our targeted areas for residential growth, which include state-designated downtown and village center areas.			
	11.1.3 Apply for a state-designated Neighborhood Development Area located east and directly adjacent to the Washington Street Commercial Area.			
	11.1.4 Apply for a state-designated Neighborhood Development Area encompassing Seymour Street and Seymour Street Extension.			
11.2. Use land use planning to further characterize and enhance targeted growth areas for commercial and residential development	11.2.1 Form a community land trust to purchase properties critical for development			
	11.2.2 Conduct master planning for the Washington Street Commercial Area, to include a discussion of improving shared parking and access as well as bicycle and pedestrian amenities.			
	11.2.3 Conduct a targeted area plan for the Municipal Complex Area, to establish a community vision for how future development could be situated on the EDI site.			
	11.2.4 Perform master planning to develop a vision for the emerging commercial center on Route 7 between Creek Road and Boardman Street.			
	11.2.5 Create a Corridor Plan for Route 7 South (south of Boardman Street), including public input about the vision for development along Route 7, specific access management strategies, and recommendations for safety improvements along this corridor.			
	11.2.6 Conduct a public process and retain a consultant to produce a study of the Exchange Street corridor, including recommendations for supporting the uses in this district.			

11.3. Support land development that enhances Middlebury's character as a traditional Vermont Town	11.3.1. Continue to ensure that new construction incorporates forms and elements of local vernacular architecture that successfully contribute to our character			
	11.3.2 Use site-specific master planning to conceptualize new development that is at an appropriate scale, integrates properly into the existing built environment, and makes a positive contribution to the appearance and function of the surrounding area.			
	11.3.3 Find ways to engage developers and Economic Development staff with the Town Planner early in the project development process, to offer perspective and reinforce good site design principles.			
	11.3.4 Develop design guidelines for commercial development occurring in the area along Route 7 between Creek Road and Boardman Street.			
	11.3.5 Require new development to support and protect the working landscape, natural resources and scenic character of Middlebury			
	11.3.6 Work with Middlebury College to develop a conservation plan to provide permanent protection of some portion of the Sabourin property as open space, providing a visual break and southern gateway to Middlebury.			
11.4. Maintain the vitality of Downtown Middlebury	11.4.1 Continue to maintain Downtown Middlebury a State-designated Downtown, and continue to promote the incentives of that program to property owners within the designated boundaries.			
	11.4.2 Perform planning and design work to enhance and maintain linkages between the downtown core and its satellite areas, such as the Marble Works, the Washington Street Commercial Area, Lower Exchange Street/ Greg's Market Area, South Pleasant Street/Water Street Corridor, and Seymour Street/Seymour Street Extension.			
	11.4.3 Conduct strategic planning for targeted areas within Downtown.			
	11.4.4 Permanently locate the ACTR transit hub within the downtown area			
	11.4.5 Use complete streets design principles to better integrate South Pleasant Street with the downtown core, improve safety, and be more inclusive of non-vehicular modes of transportation.			
	11.4.6 Perform master planning to design enhancements for Main Street near Merchant's Row, Triangle Park, and Printer's Alley.			

	11.4.7 Identify a location for the Amtrak Passenger Rail Station, convenient to downtown.			
11.5. Use land use planning to promote the livability of Middlebury, by supporting neighborhoods and investing in the safety and appearance of the built environment	11.5.1 Increase the supply of affordable housing in Middlebury			
	11.5.2 Maintain and plant street trees and develop streetscapes			
	11.5.3 Move forward with implementation of the preferred alternative from the 2015 Monroe/Court/Charles Street Intersection Improvements Study.			
	11.5.4 Water Street must be made safer with sidewalks, traffic calming, and street tree planting to improve neighborhood appearance.			
	11.5.5 Create sidewalk connections between East Main Street and residential areas, especially along Schoolhouse Hill Road and Lower Plains Road.			
	11.5.6 Develop a plan for aesthetic gateway improvements at the Route 7 gateways of East Main Street and Ossie Road in East Middlebury.			
	11.5.7 Apply to the Vermont sales tax reallocation program in July 2017, to utilize sales tax from the Middlebury Natural Foods Co-op project to implement a small public infrastructure project in that area.			
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# Land Use Districts East Middlebury



-  East Middlebury Designated Village
-  Wellhead/Source Protection Areas
-  (CBD) Central Business District
-  (GC) General Commercial District
-  (VRC) Village Res/Com District
-  (OFA) Office/Apartment District
-  (IND) Industrial District
-  (AIR) Airport District
-  (INS) Institutional District
-  (HDR) High Density Residential
-  (PHD) Protected Highway District
-  (MDR) Medium Density Residential
-  (AR) Agricultural/Rural District
-  (FOR) Forest District
-  (FLD) Flood Hazard Area

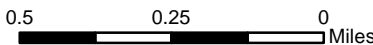
**Sources:**

Land Use :  
 Planning Commission changes proposed  
 XX/XX/2017 and adopted by the Select Board  
 XX/XX/2017.

Parcel Boundaries: Digitized from tax maps  
 current as of April 1, 2017. Contact Town  
 Clerk for current information.

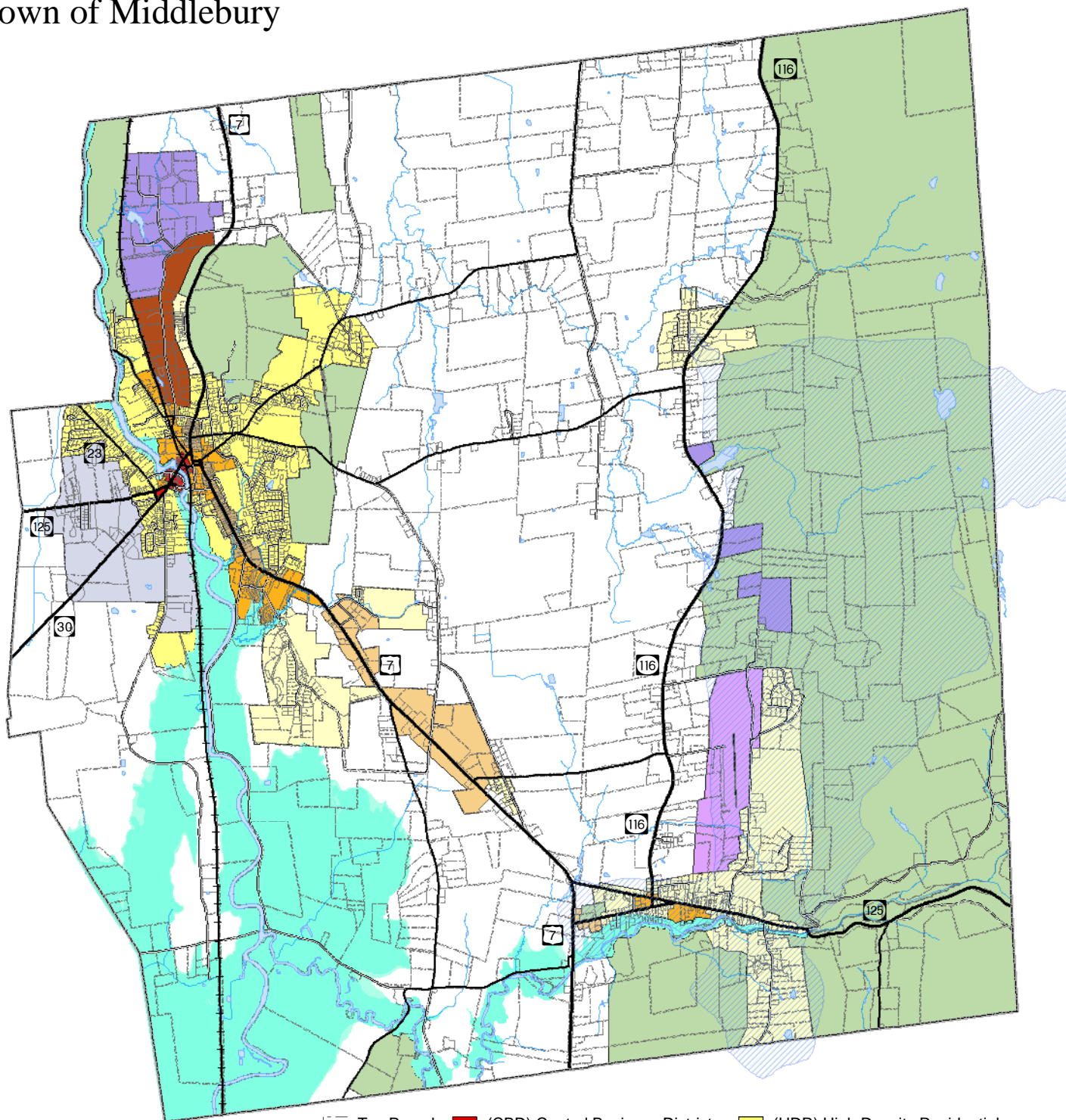
Flood Hazard District: Includes Floodway and Flood Fringe  
 from FEMA Flood Insurance Rate Map, 1985.  
 Advisory 500 yr flood area shown in lighter color.

Wellhead/Source Protection Areas: Vermont Agency of  
 Natural Resources.



*Addison County*  
**REGIONAL PLANNING COMMISSION**

# Land Use Districts Town of Middlebury



- |                                  |                                 |                                  |
|----------------------------------|---------------------------------|----------------------------------|
| Tax Parcels                      | (CBD) Central Business District | (HDR) High Density Residential   |
| (GC) General Commercial District | (VRC) Village Res/Com District  | (MDR) Medium Density Residential |
| (OFA) Office/Apartment District  | (IND) Industrial District       | (AR) Agricultural/Rural District |
| (AIR) Airport District           | (INS) Institutional District    | (FOR) Forest District            |
|                                  | (FLD) Flood Hazard Area         | Wellhead/Source Protection Areas |

Sources:

Land Use:  
Planning Commission changes proposed  
XX/XX/2017 and adopted by the Select Board  
XX/XX/2017.

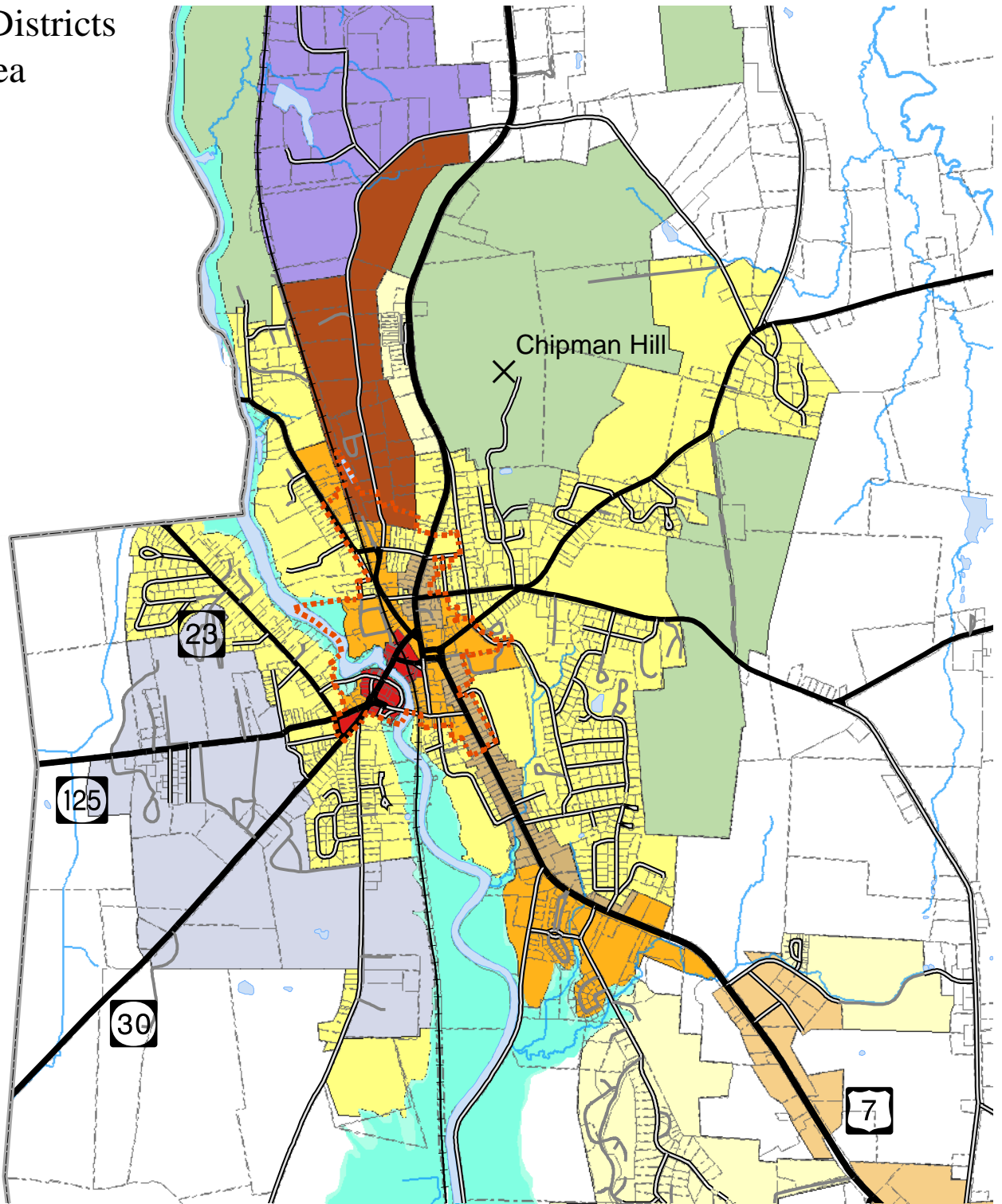
Parcel Boundaries: Digitized from tax maps  
current as of April 1, 2017. Contact Town  
Clerk for current information.

Flood Hazard District: Includes Floodway and Flood  
Fringe from FEMA Flood Insurance Rate Map, 1985.  
Advisory 500 yr flood area shown in lighter color.



*Addison County*  
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# Land Use Districts Village Area



- |                                  |                                  |                                  |
|----------------------------------|----------------------------------|----------------------------------|
| Designated Downtown District     | (CBD) Central Business District  | (HDR) High Density Residential   |
| (GC) General Commercial District | (PHD) Protected Highway District | (MDR) Medium Density Residential |
| (VRC) Village Res/Com District   | (AR) Agricultural/Rural District | (FOR) Forest District            |
| (OFA) Office/Apartment District  | (IND) Industrial District        | (FLD) Flood Hazard Area          |
| (AIR) Airport District           | (INS) Institutional District     |                                  |

**Sources:**

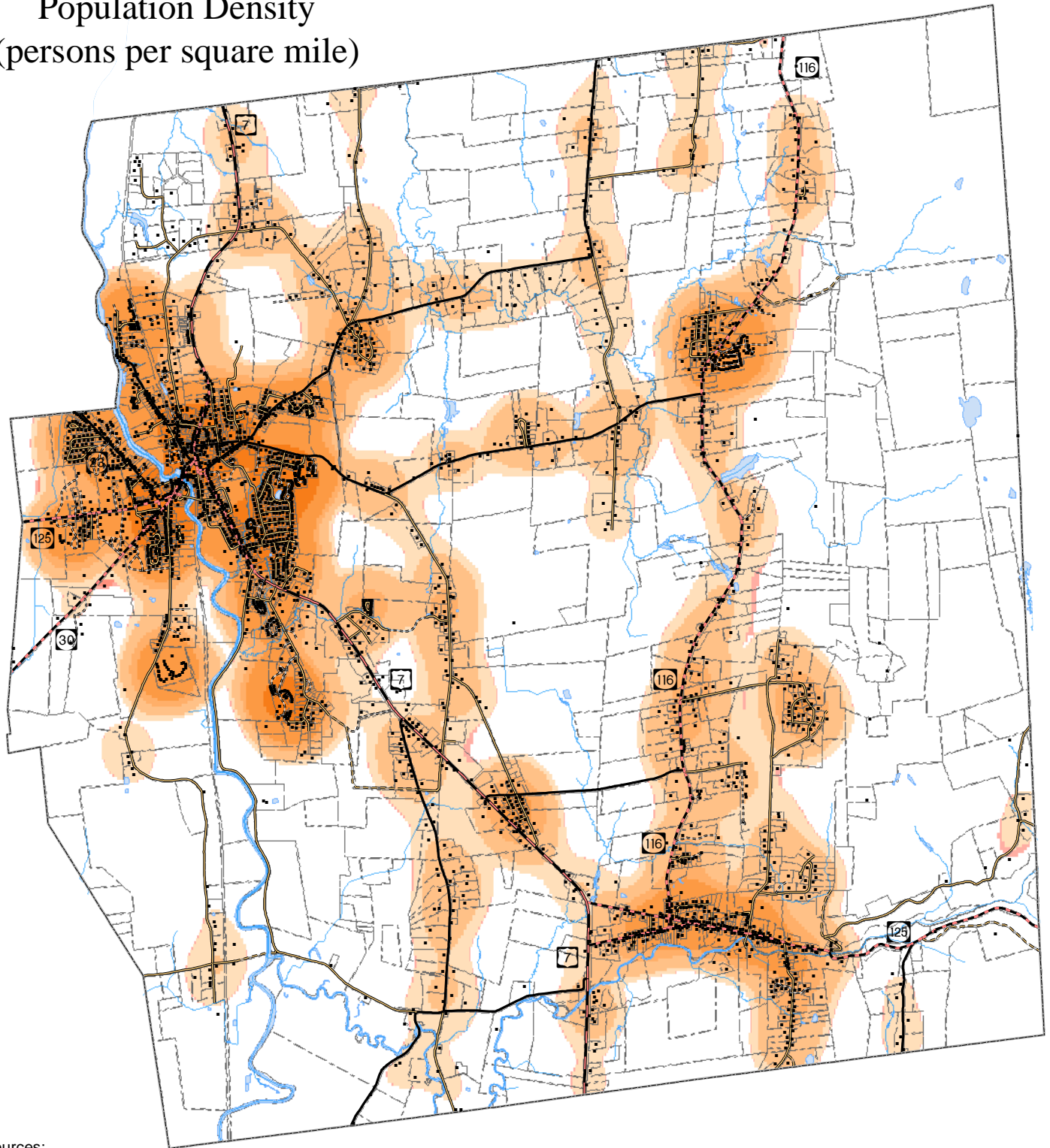
Land Use:  
Planning Commission changes proposed  
XX/XX/2017 and adopted by the Select Board  
XX/XX/2017.

Parcel Boundaries: Digitized from tax maps  
current as of April 1, 2017. Contact Town  
Clerk for current information.

Flood Hazard District: Includes Floodway and Flood  
Fringe from FEMA Flood Insurance Rate Map, 1985.  
Advisory 500 yr flood area shown in lighter color.



# Population Density (persons per square mile)



Sources:

Each single family residence is multiplied by the Middlebury median household size, 2.14 persons in 2010. (includes single family dwellings, condominiums, mobile homes, seasonal dwellings, and commercial w/residence)

Each multi-family residence is multiplied by 3 times the median household size, 6.42 persons in 2010. (includes multi-family dwelling, long-term care, institutional residence and other residential)

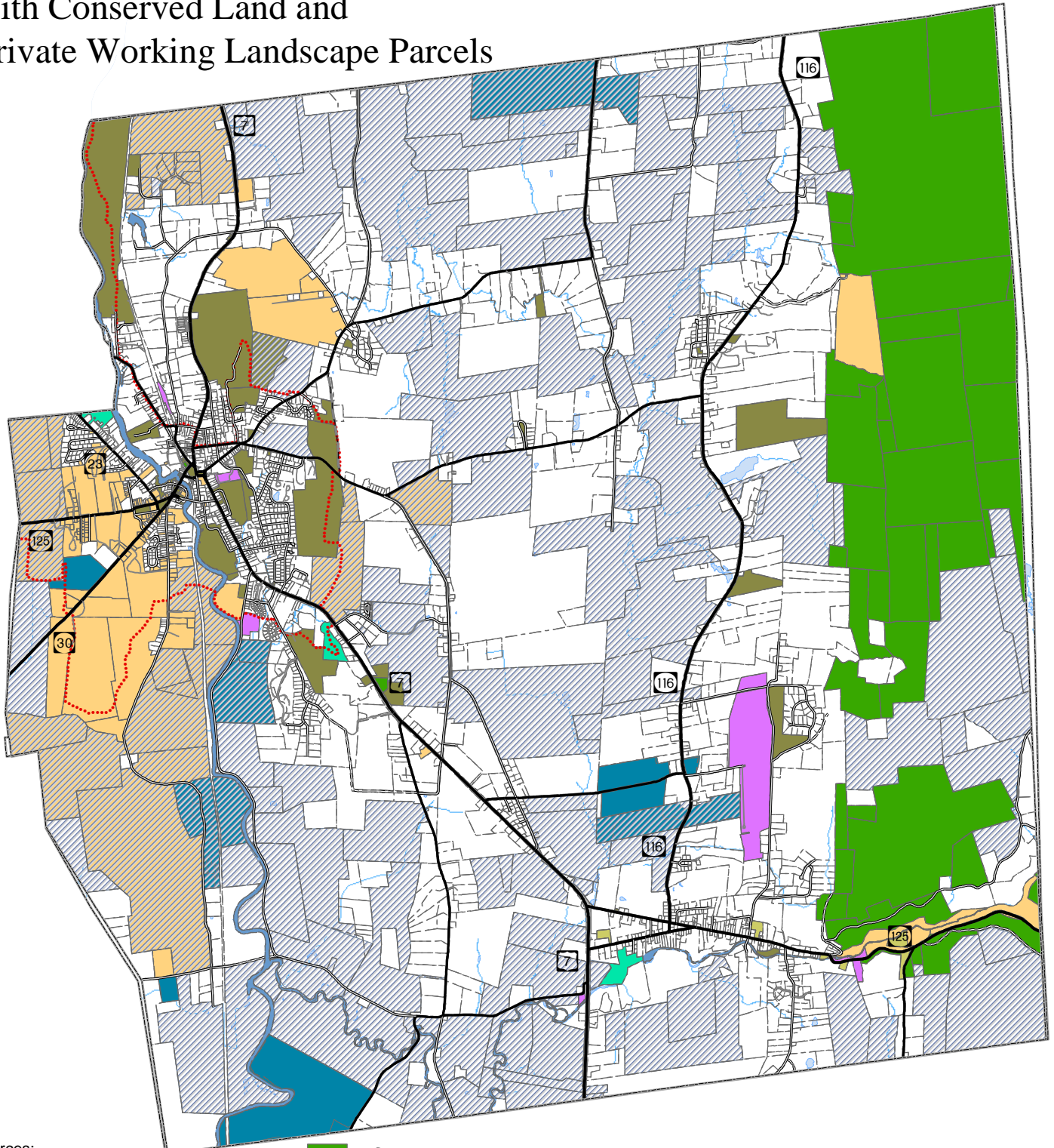
Density interpolated over 1/3 mile radius

■ Residential Structures (2017)  
Population Density 2017 (persons per sq mile)

- 0 - 50
- 51 - 100
- 101 - 300
- 301 - 500
- 501 - 1,500
- 1,501 - 3,000
- Over 3,000



# Public and Institutional Ownership with Conserved Land and Private Working Landscape Parcels



**Sources:**

Town of Middlebury Tax Parcels and Grand List, 2017

Use Value Appraisal (UVA) active enrollment from 2012 data developed by Middlebury College, County Forester and ACRPC.

Private Land Conservation: 2016, VCGI, includes private conservation easement or ownership,

Parcel Boundaries: Digitized from tax maps current as of April 1, 2017. Contact Town Clerk for current information.

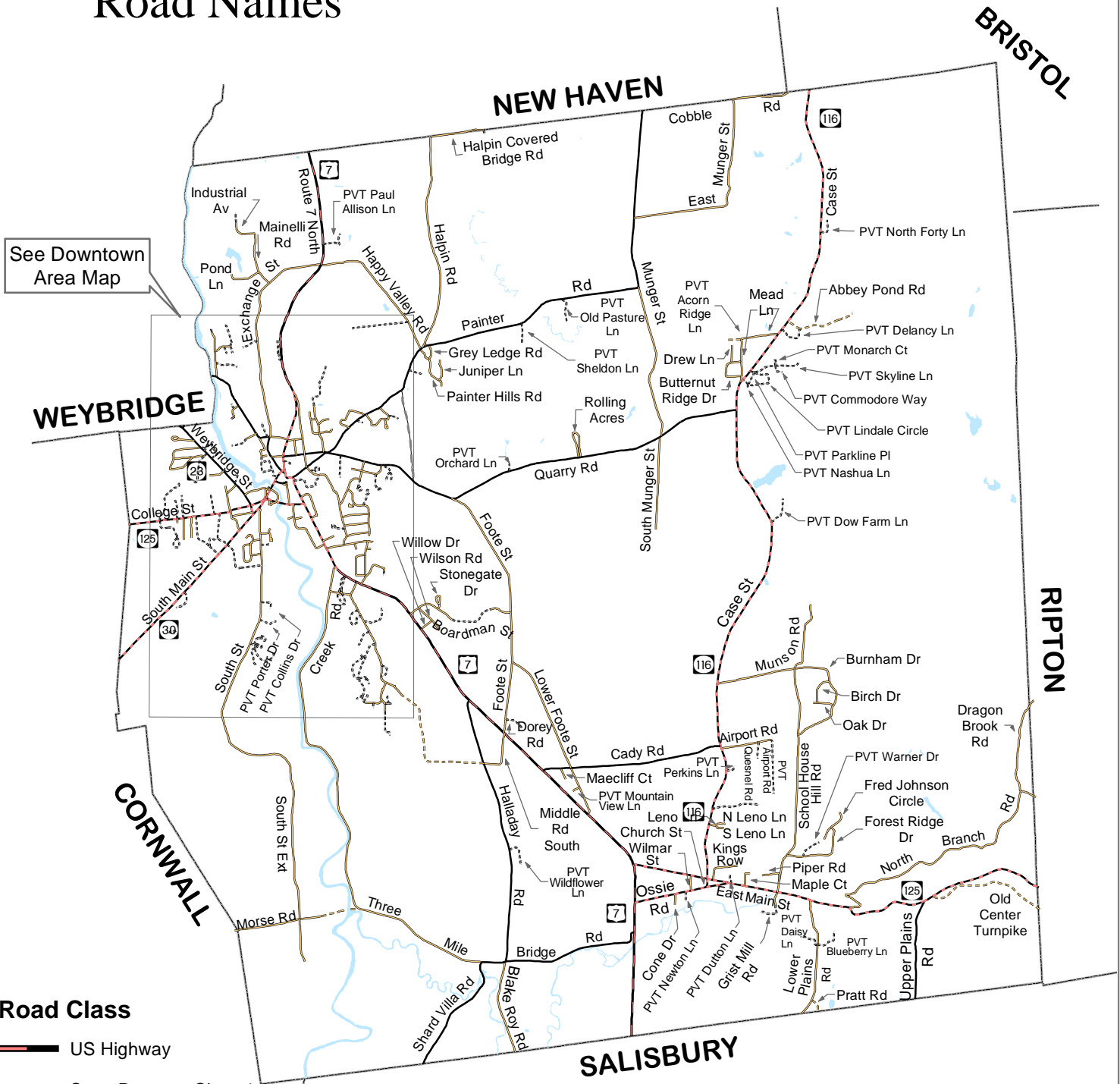
- U S Federal Government
- State of Vermont
- Municipal Government and Schools
- East Middlebury Fire District
- Middlebury Area Land Trust Ownership
- Middlebury College Ownership

- Trail Around Middlebury (TAM)
- UVA Program Active Enrollment
- Private Land Conservation



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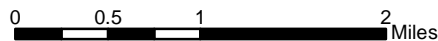
# Town of Middlebury Road Names



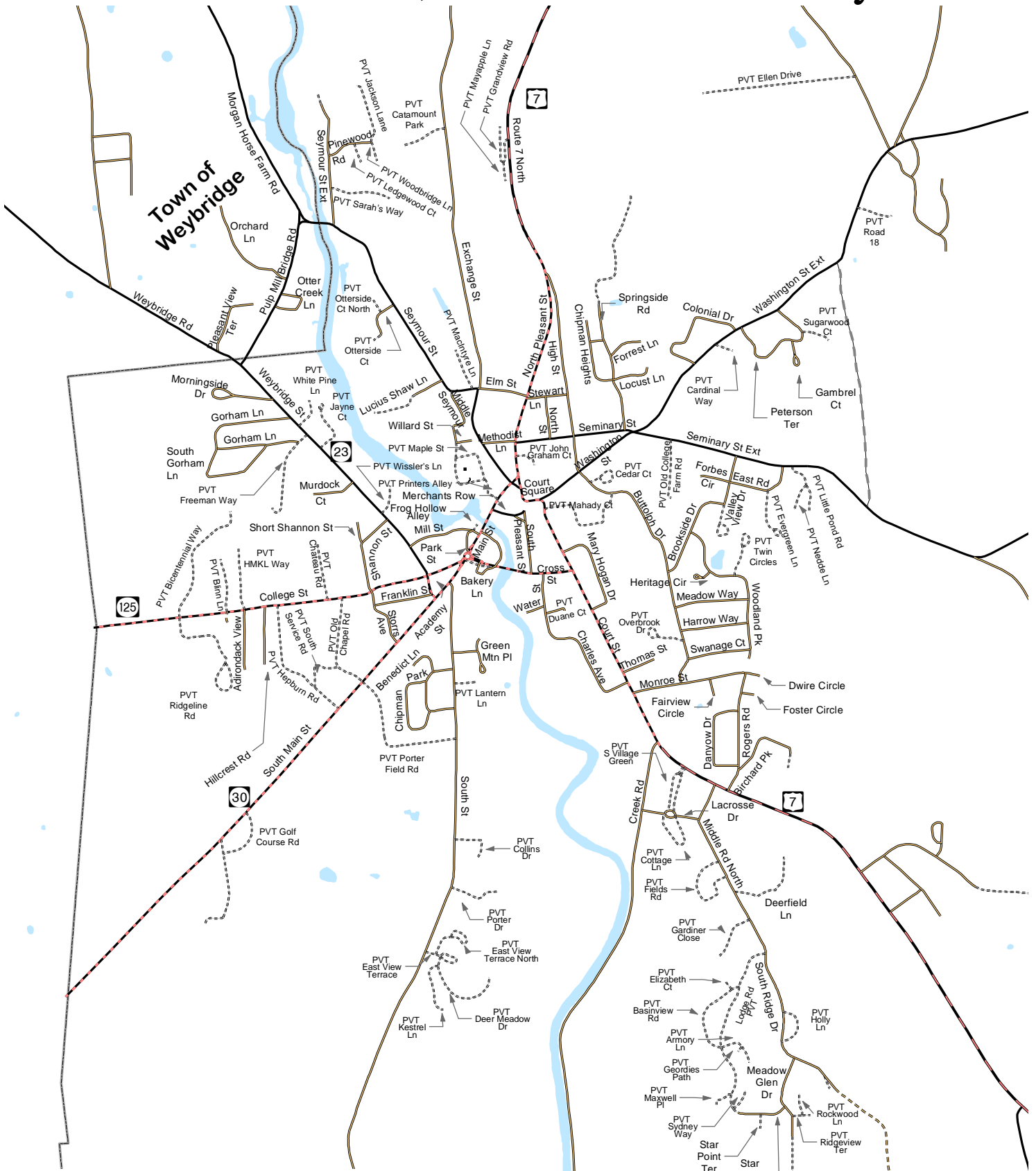
See Downtown Area Map

## Road Class

- US Highway
- State Route or Class 1
- Town Class 2
- Town Class 3
- Town Class 4
- Legal Trail
- Forest Rd
- Private Rd

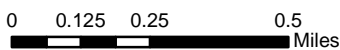


# Downtown Area, Town of Middlebury

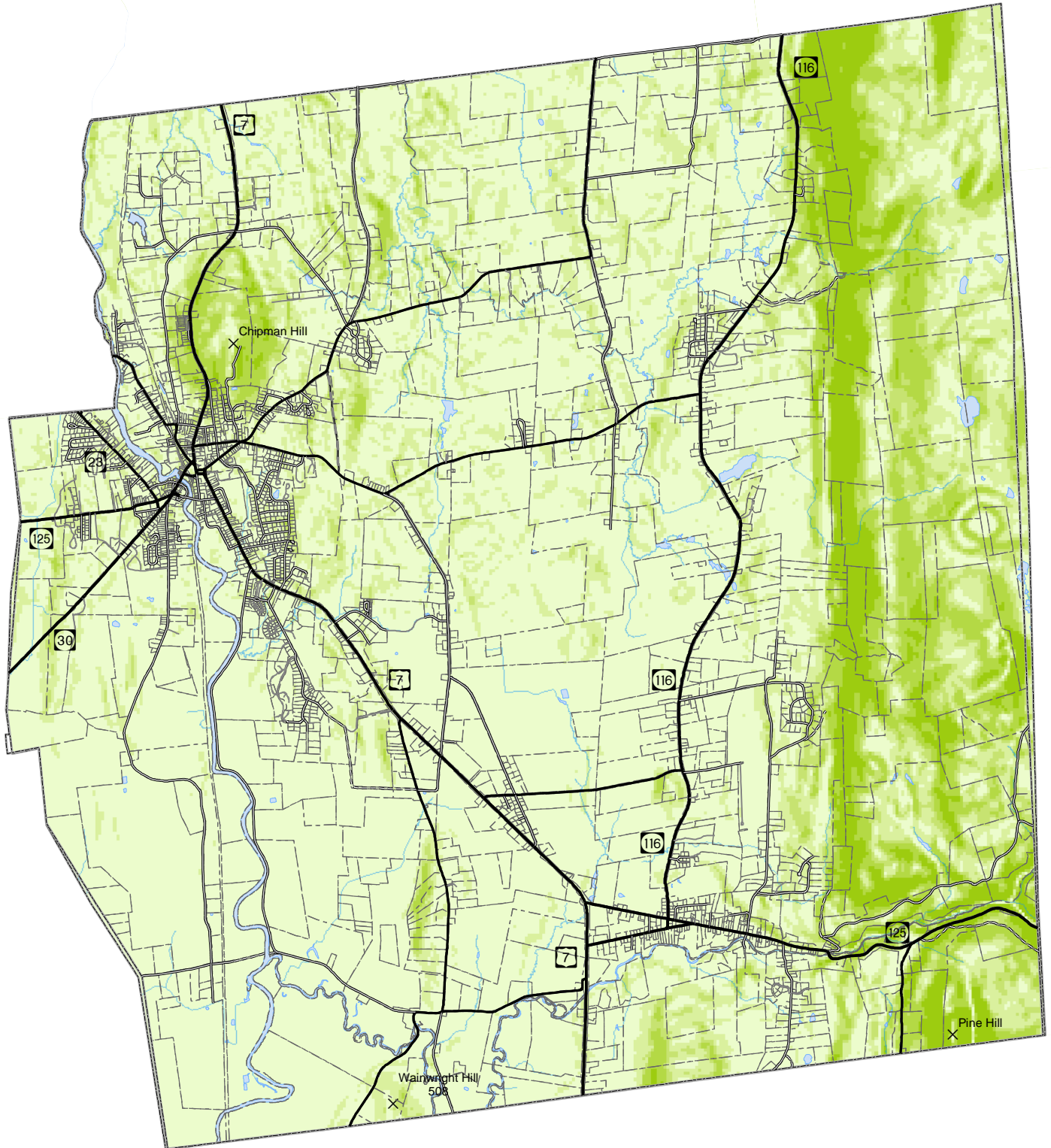


## Legend

- US Highway
- State Route or Class 1; 11
- Town Class 2
- Town Class 3
- Town Class 4
- Legal Trail
- Forest Rd
- Private Rd



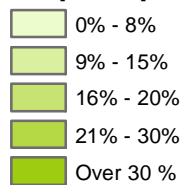
# Landscape Slope



Sources:

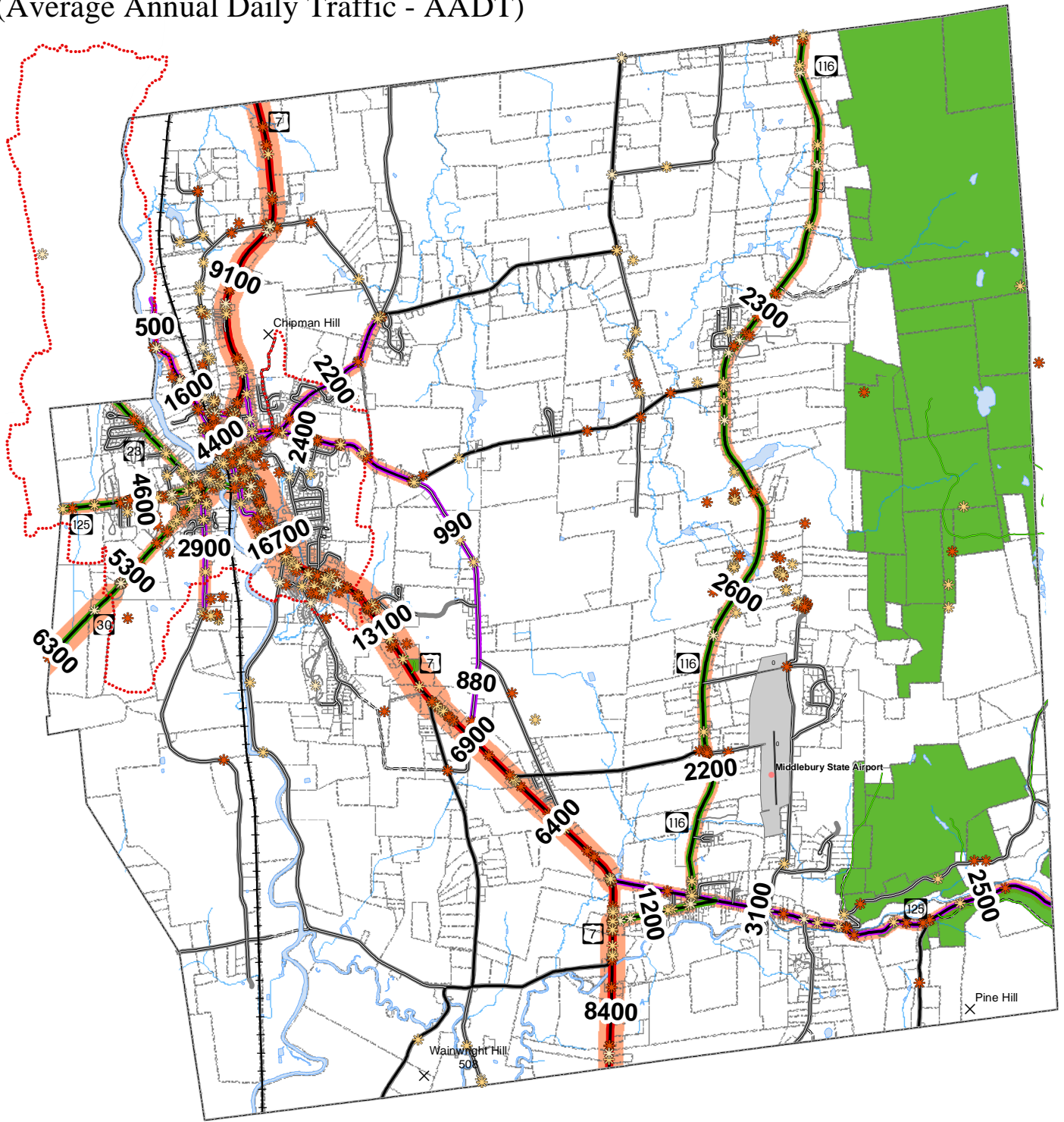
Slope Classes: Generated from USGS  
Digital Elevation Model, 7.5 minute Quad

## Slope in percent



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# Crash Locations, Functional Classification of Roads and Major Traffic Volumes (Average Annual Daily Traffic - AADT)



**Sources:**

Crash Locations: 2017, VT Agency of Transportation

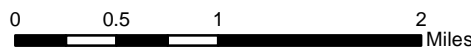
Functional Class: 2015, VT Agency of Transportation

Average Annual Daily Traffic: 2016, VT Agency of Transportation

Parcel Boundaries: Digitized from tax maps current as of April 1, 2017. Contact Town Clerk for current information.

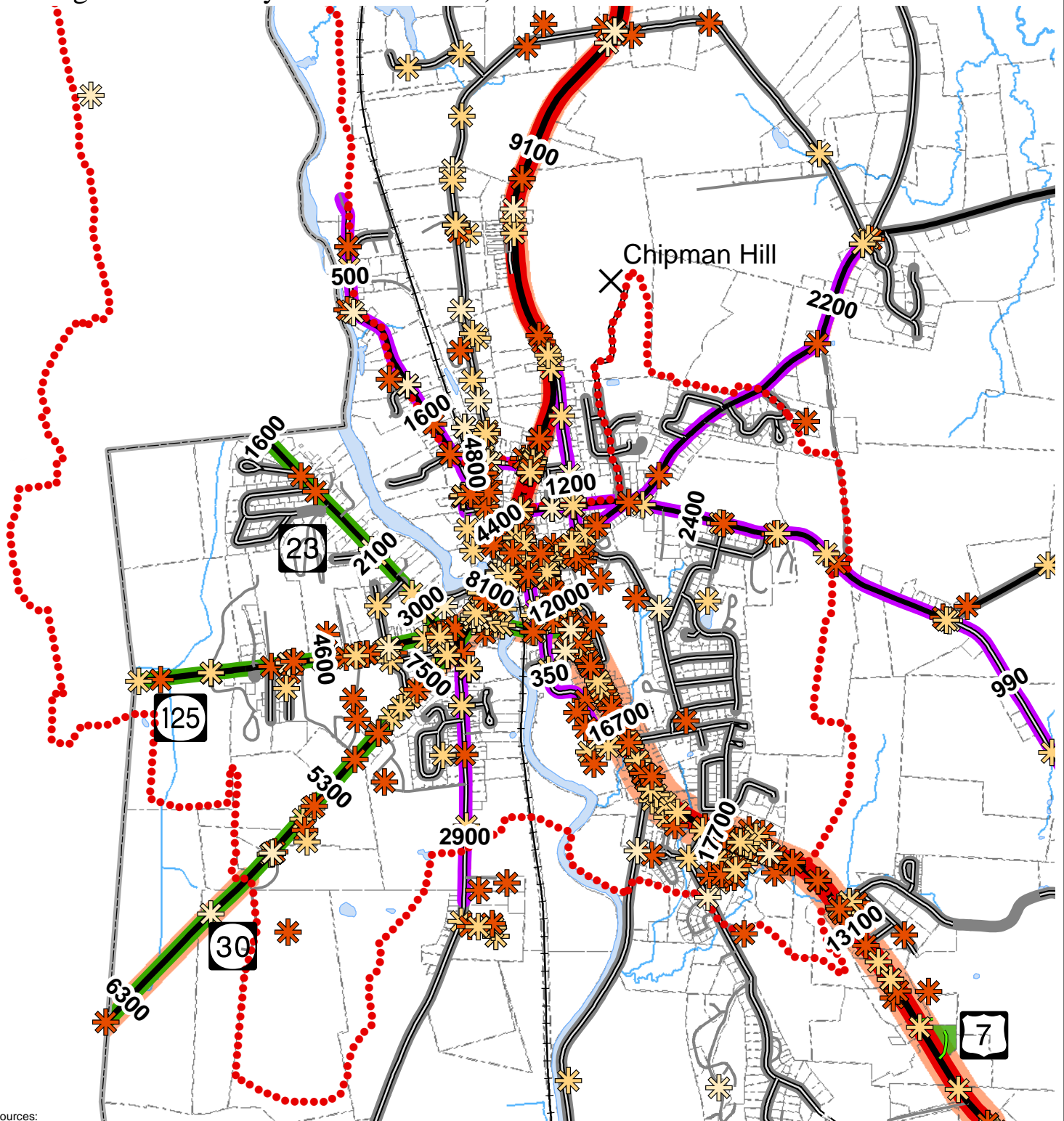
Green Mountain National Forest roads and trails, 2009

	2015 - 2017		Principal Arterial		1000		Railroad
	2013 - 2014		Minor Arterial		6000		Trail Around Middlebury (TAM)
	2010 - 2012		Major Collector		12000		GMNF Roads
			Local		16000		
					20000		



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# Crash Locations, Functional Classification of Roads and Major Traffic Volumes (Average Annual Daily Traffic - AADT)



**Sources:**

Crash Locations: 2017, VT Agency of Transportation

Functional Class: 2015, VT Agency of Transportation

Average Annual Daily Traffic: 2016, VT Agency of Transportation




Parcel Boundaries: Digitized from tax maps current as of April 1, 2017. Contact Town Clerk for current information.

Green Mountain National Forest roads and trails, 2009






**Crash Locations**

-  2015 - 2017
-  2013 - 2014
-  2010 - 2012

**Functional Class**

-  Principal Arterial
-  Minor Arterial
-  Major Collector
-  Local

**AADT 2015**

-  1000
-  6000
-  12000
-  16000
-  20000

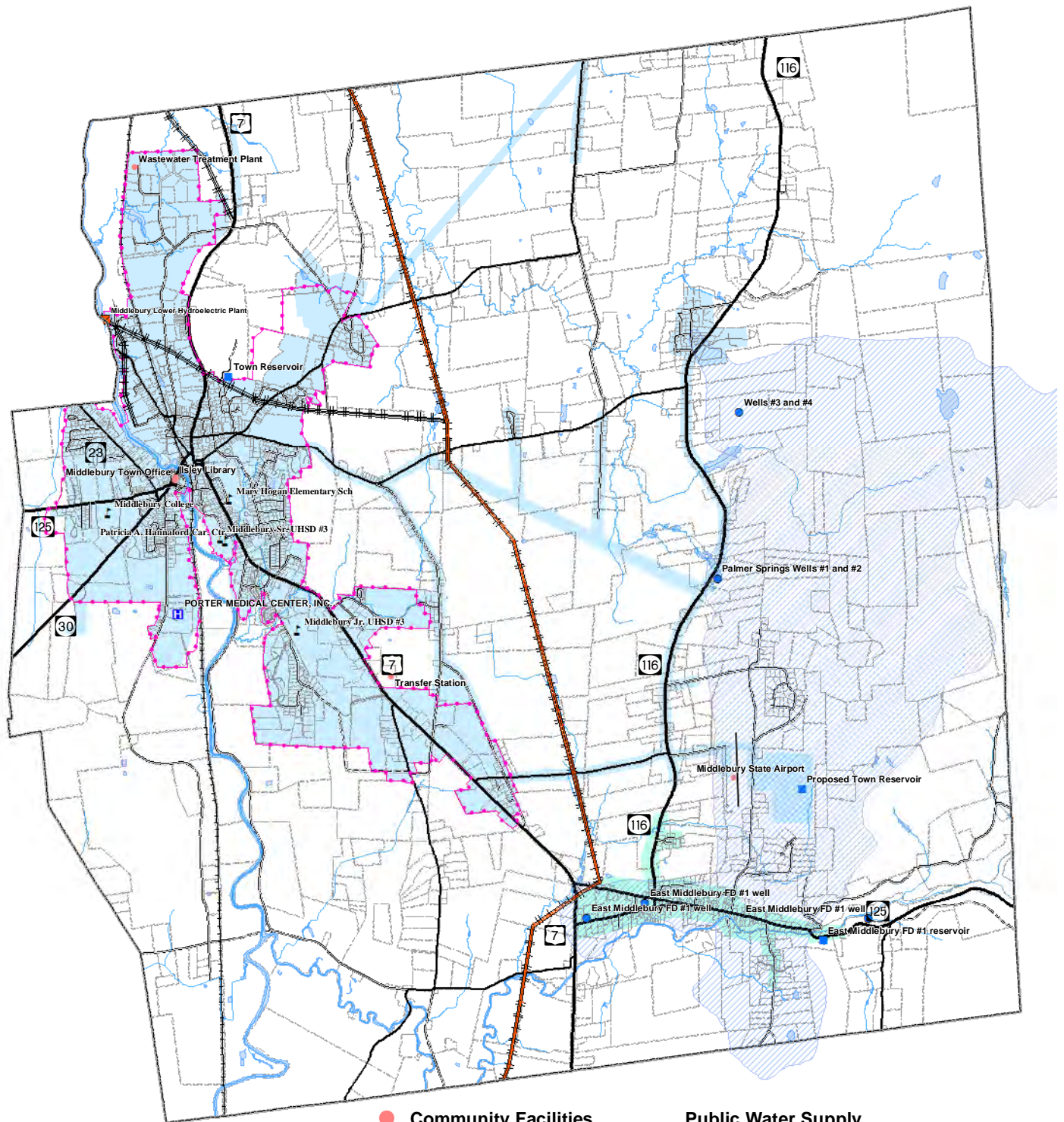
**+** Railroad

-  Trail Around Middlebury (TAM)
-  GMNF Roads



Addison County  
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# Community Utilities and Educational Facilities



**Sources:**

Sewer Service Area: Middlebury Town Plan, 2012.

Water Service Area: Middlebury Town Plan, 2012.

Parcel Boundaries: Digitized from tax maps current as of April 1, 2017. Contact Town Planning Office for current information.

Wellhead/Source Protection Areas: Vermont Agency of Natural Resources.

VELCO Transmission Corridor and other Transmission lines from Green Mountain Power/ACRPC.

● **Community Facilities**

▲ **Educational Facilities**

— **VELCO Transmission Corridor**

— **Transmission Lines**

— **Railroad**

— **Sewer Service Area**

**Public Water Supply**

■ Reservoirs

● Public Water Supply Source

▨ Wellhead/Source Protection Areas

■ Town of Middlebury Water Service Area

■ Fire District #1, East Middlebury Water Service Area

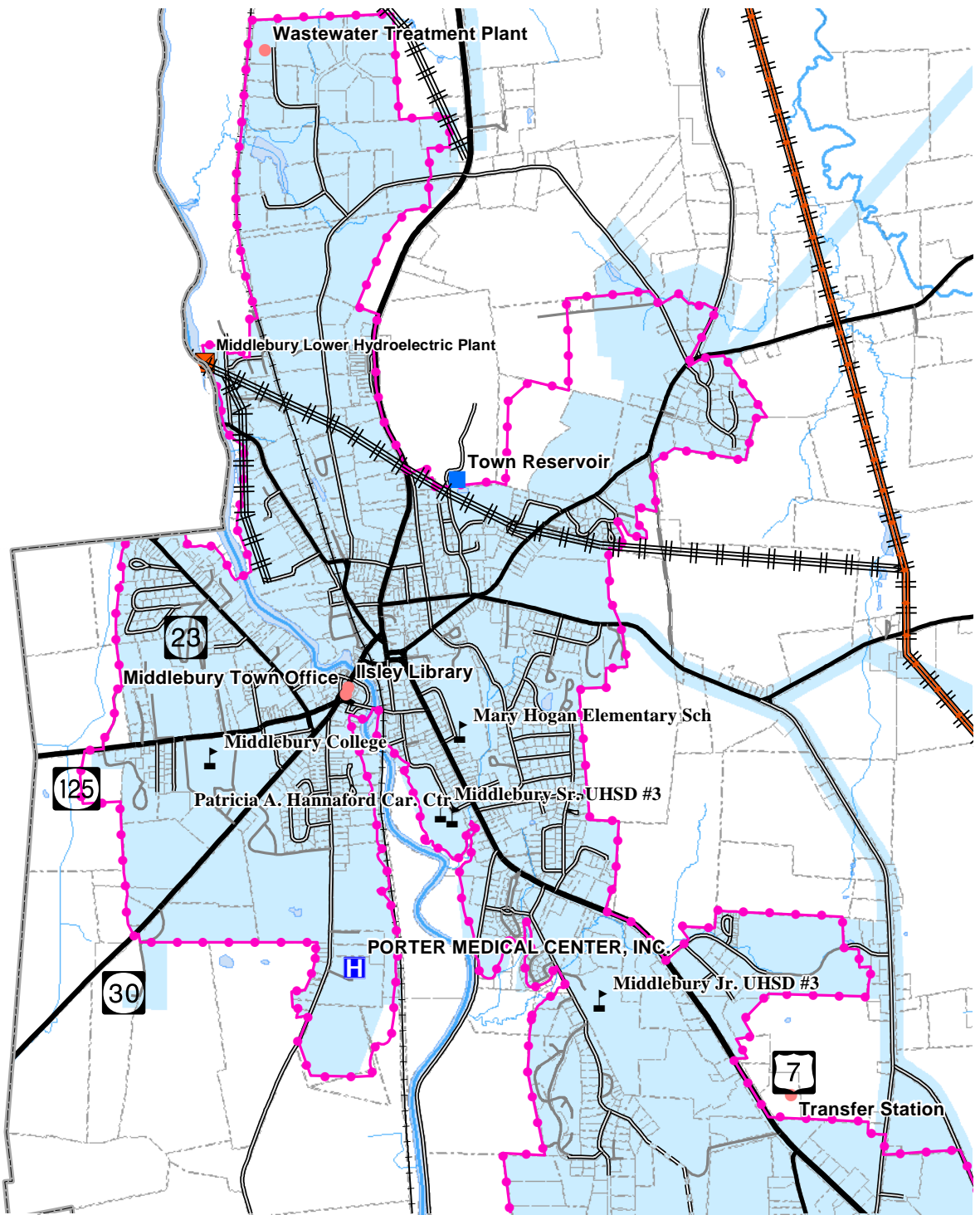


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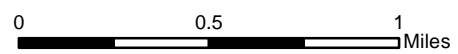
# Community Utilities and Educational Facilities

## Village Area

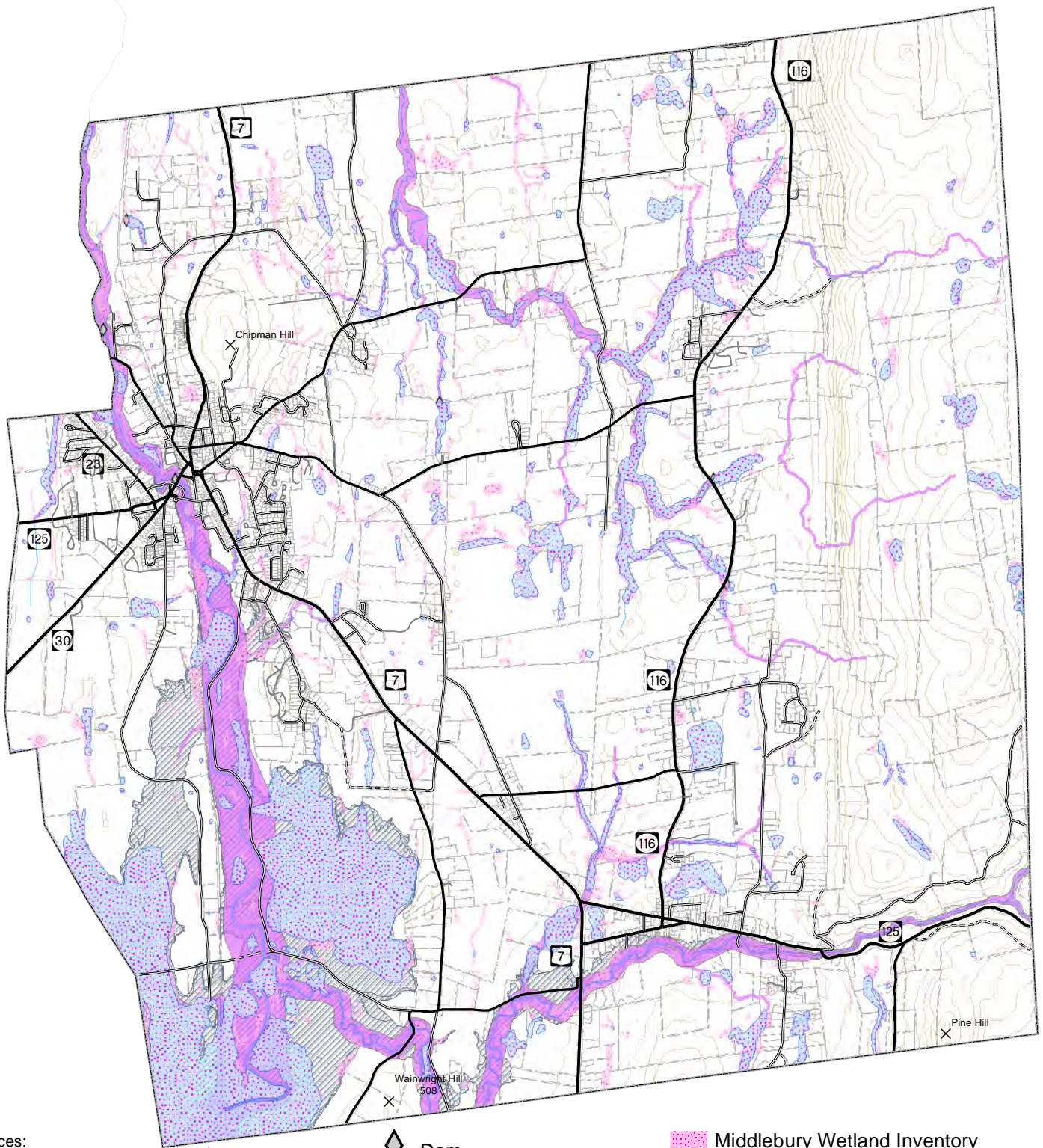


- Community Facilities
- Educational Facilities
- VELCO Transmission Corridor
- ≡ Transmission Lines
- Railroad
- Reservoirs
- Town of Middlebury Water Service Area
- Sewer Service Area

Sources:  
 Sewer Service Area: Middlebury Town Plan, 2012.  
 Water Service Area: Middlebury Town Plan, 2012.  
 Parcel Boundaries: Digitized from tax maps current as of April 1, 2011. Contact Town Planning Office for current information.  
 VELCO Transmission Corridor and other Transmission lines from Green Mountain Power/ACRPC.



# Water Resources and Flood Resiliency



**Sources:**

Dams: VT Dam Inventory.  
 Tax Parcels: Current as of 2017, NEMRC, refer to the Town Clerk for current information.  
 Statewide River Corridors: VT DEC, Jan, 2015 (watersheds over 2 sq mi)  
 Statewide Small Stream 50 ft Setback: VT DEC, Jun, 2017 v.2 (watersheds 0.5 to 2 sq mi - approx location)  
 Floodplain: 100 yr zone developed under ACRPC contract 2008.  
 Wetlands: VT ANR 2012, Town of Middlebury  
 Elevation: 100 ft contours



Dam

State River Corridors

Small Stream 50 ft Setback

Middlebury Wetland Inventory

Vermont Significant Wetlands

Floodplain

Elevation (100 foot interval)



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Current flood planning information is available here - <http://floodready.vermont.gov/>

## Appendix

### 1. Historical Resources

Middlebury's built environment has been surveyed, documented, and recognized for its historic importance. It includes a National Historic Monument (the Emma Willard House). The Middlebury Village Historic District, comprised of the areas around the greens, together with the public, commercial, and residential areas along the 20 major and subsidiary roads that radiate from them, has been placed on the National Register of Historic Places. It includes approximately 275 significant buildings ranging in date from the late 18<sup>th</sup> to mid 20<sup>th</sup> centuries, 57 of which have been noted as having outstanding national historical or architectural significance. In addition to one of the most outstanding collections of Federal Style buildings in Vermont, the district is particularly strong in Italianate, French Second Empire, and Queen Anne style commercial, civic, and private structures. The State of Vermont has placed additional districts in Middlebury Village and East Middlebury, as well as individual structures throughout the town's rural areas, on the State Register of Historic Places. All told, there are some 632 listed sites in Middlebury. Copies of the State and National Register listings are on file in the Town Offices and at the Henry Sheldon Museum. Information on the history of the town's development and architectural heritage and a comprehensive compilation of its listed structures can also be found in the state publication The Historic Architecture of Addison County (Vermont Division for Historic Preservation, Montpelier: 1992).

Middlebury has benefitted from a strong, local tradition of preserving civic and institutional landmarks, including important interior historic elements like those of the Community House, Painter House, John Warren House, and Beckwith Block. Middlebury College has done an outstanding job with many of its historic campus structures as well as other landmark buildings it owns in the community.

#### **Outstanding historic resources accessible to the public:**

- **Henry Sheldon Museum** – 1829 home of Eben Judd, founder of Middlebury Marble Company; oldest incorporated village museum in the United States; period interiors, changing exhibitions of local history, unparalleled comprehensive visual and written documentation of town history, patterns, landmarks.
- **Vermont Folklife Center** – 1804/5 home of textile manufacturer John Warren, one of the most elaborate Federal Style houses in the region, repository for Vermont's grass-roots stories.

- **Middlebury Community House** – 1816 Home of Horatio Seymour, notable for its fine Federal Style staircase, mantles, and furnishings. It was donated to and is available for use by the town’s citizenry.
- **Middlebury Congregational Church** – 1806-09 (Lavius Fillmore) – one of the most refined Federal Style churches in New England, with a domed and galleried interior. A landmark visible from many points within and outside the village.
- **St. Stephen’s Church** – 1826-7 (attr. Lavius Fillmore) – the first Gothic Revival church in Vermont.
- **Middlebury Inn** – 1827 (1927) – a stagecoach hotel in continuous operation for over 180 years.
- **Middlebury College Campus** – Old Stone Row (1814-65), modeled on Yale’s now demolished Old Brick Row, contains Painter Hall (1814-16), the oldest extant college building in Vermont.
- **Pulp Mill Bridge** – One of only six double covered bridges left in the country.
- **Waybury Inn** – East Middlebury, 1810 – stagecoach inn, setting for 1980s TV sit-com “Newhart.”
- **Vermont archaeology** - Guidelines, including the predictive model can be accessed through the website of the Vermont Division for Historic Preservation. <http://www.historicvermont.org>

## 2. FLOODING HISTORY

(Adapted from August 2003 Fluvial Geomorphic Assessment of the Middlebury River Watershed, South Mountain Research & Consulting Services and from USGS stream gauge records on Otter Creek at Battell Block )

<b>Flood Date(s)</b>	<b>Description</b>	<b>Data Source</b>
1913, March	Highest peak flow and highest crest on record for the Otter Creek: At Middlebury USGS station; 17' above normal.  Flood Insurance Study for adjacent New Haven watershed to the north cites flood damage for 1913.	USGS  Middlebury Flood Insurance Study, 1984 Anderson-Nichols, 1986
1927, Nov.	Most severe flood overall in the recorded history of the State. Estimated 5 to 10 inches rain over three days.  <i>Middlebury:</i> Otter Creek flood crest at Middlebury USGS station, November 4, 1927 at 13.3 feet above normal.  "East Middlebury main street sustained damage as the river jumped its banks and flowed through the middle of the village."  "Three families at East Middlebury had to abandon their homes when the waters rushed through that village and washed the Main Street away."	Middlebury Flood Insurance Study, 1984  USGS  Anderson-Nichols, 1986 Dufresne-Henry, 1984  Johnson, 1927
1936, March 11-21	Two flood events hit southern and northern Vermont primarily: rain and snowmelt caused the first flood (March 11); intense rains falling on saturated ground caused the 2 <sup>nd</sup> event (March 16).  Middlebury: Flood crest at Otter Creek USGS station; 10' above normal was recorded on March 21.	USGS  USGS

1938, Sept. 12 to 21	Large quantities of rainfall followed by a hurricane caused flooding in the central and southern portions of Vermont	USGS
	11th highest peak annual flow on record for Otter Creek at Middlebury was recorded on September 25. <i>Middlebury:</i> USGS station 7.55ft above normal.	USGS
	Breakwater in East Middlebury Village was overtopped and Middlebury River waters flowed down Main Street causing road washouts and property inundation.	Addison Independent, Oct. 7, 1938.
	“The East Middlebury River broke through its retaining wall in several places above and in the village and changed its course into the middle of the village street washing away great pieces of the heavy macadam paving and ripping away the shoulders for almost the entire length of the village.” “Replacement of the breakwater and the bridge back of Week’s store [Grist Mill Bridge]” were required.	
1947, June 3 & July 7	Two flash floods referenced in Middlebury town report.	Middlebury Town Report, 1947.
	Per USGS records the highest crest at the Otter Creek Stream gauge was 6.1 ft on June 8th 1947	USGS
1958, April 25	Fifth highest peak flow on record for the Otter Creek at Middlebury USGS station: 8.17 feet	USGS
	Flood Insurance Study for adjacent New Haven watershed to the north cites flood damage for 1958.	Anderson-Nichols, 1986
1960, April 7	Fourth highest peak flow on record for the Otter Creek at Middlebury USGS station. 8.62 feet	USGS, 2003
	Flood Insurance Study for adjacent New Haven watershed to the north cites flood damage for 1960.	Anderson-Nichols, 1986
1976, August 9 - 10	Statewide flooding related to Hurricane Belle  <i>Middlebury:</i> Town report references receipt of \$102,850 from the Federal Financial Assistance	USGS, 1990

	to repair damage done by Hurricane Belle to be used for stream cleaning and highway damage.	Middlebury Town Report, 1976
1989, August 4 - 5	“Heavy rains in late August resulted in significant flooding in East Middlebury.”  South of Goodro Lumber Company buildings were inundated.	Middlebury Town Report, 1989;  Middlebury Zoning Office records
1996, June 10	In June, washout on the North Branch Rd.	Middlebury Town Report, 1996
1998, late June and early July	This summer storm event followed an exceptionally wet spring and caused extensive damage in central Vermont particularly in upland towns of Addison and Washington Counties. “The most heavily damaged areas received up to 6 inches of rain over approximately six hours.”	VTDEC, 1999
2008, June & August	Extensive washouts along Dugway and North Branch Roads; Lower Plains Bridge washed out; Multiple washouts along Route 125 causing multi-day closures; retaining wall at Grist Mill Bridge undermined.	Amy Sheldon personal observations.
2011, August 28	Tropical Storm Irene: Middlebury River jumped its banks downstream of Lower Plains Rd. Bridge behind Welch’s property and continued down E. Main Street past Goodros and onto Ossie Road; large amounts of sediment deposited in the stream channel; retaining wall at Grist Mill Bridge undermined.	Amy Sheldon personal observations.
	USGS gauge at Otter Creek Falls records the Irene flood crest 4 days later at the 8 <sup>th</sup> highest recorded level: 7.31 ft above normal.	USGS – Fred Dunnington

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### 3. Compatibility with Neighboring Towns' Plans

#### Ripton (2010 Town Plan)

Ripton is upstream of us on the Middlebury River and shares Rt. 125 and other roads leading up into the mountains.

Ripton adopted fluvial erosion hazard zoning in 2009. The town plan encourages buffers along watercourses and prohibits sand and gravel extraction directly from riverbeds.

The town wants to explore opportunities to install a small hydro facility in the Ripton Village area.

The town plan shows Old Town Road (USFS #296) as a private road whose status is uncertain. This is a potential alternate route from Middlebury to Ripton if Rt. 125 is washed out again.

Ripton supports ACTR and would like more frequent service for commuters and students.

In the area adjacent to Middlebury, the land use plan shows low density residential (10 ac/du) along North Branch Rd. and Rural Residential (25 ac) north of that for about 1.25 miles, around County Cross Rd. and Dragon Brook Rd. North of that is the Conservation District (25 ac). These areas about our Forest District (15 - 25 ac/du).

#### Salisbury (2012 Town Plan)

Salisbury adjoins Middlebury on the south, continuing Rt. 7, Shard Villa Rd., Lower and Upper Plains Roads. The Otter Creek forms the boundary between Salisbury and Cornwall upstream of Middlebury. Extensive wetlands in this area store flood waters before they reach Middlebury.

The following language is from Salisbury's 2006 plan: "The land use plans for the two communities [Middlebury and Salisbury] along their shared border is generally compatible. Both recognize the area around Otter Creek as wet, flood-prone and ill-suited for development. Both envision a continuation of agricultural and rural residential uses on the west side of Route 7. Heading east of the highway, both classify the steeper, upland areas as primarily for forest and conservation use. Both allow for residential development at a medium intensity in the plains area leading north into the hamlet of East Middlebury."

The town landfill and garage are located in the plains area, as are several gravel pits. The town plan recommends reconsidering the appropriateness of gravel mining in this area when the plan is updated.

The Salisbury town plan supports protecting wetlands and maintaining buffers along water bodies.

The plan discourages large-scale chain, big-box or franchise commercial development throughout Salisbury, including along Route 7.

#### Cornwall (2013 Town Plan)

Cornwall is upstream of us on the Otter Creek and shares Routes 30 and 125 to our west.

The Cornwall town plan supports protecting wetlands, including the Cornwall Swamp. It encourages riparian buffers and setbacks from water bodies.

Land use areas adjacent to Middlebury are described as follows: “The Rt. 30 North Area will continue to be a densely built settlement characterized by historic homes lining the highway.” The plan supported shoulders along Rt 30, which were constructed when the road was rebuilt.

“The Cider Mill-Ridge Rd. Area will continue to be an area of primarily for residential use with a rural character and open space.” Clustering is encouraged.

“The Rural Area (between the Cider Mill-Ridge Rd. area and Middlebury town line) will be a low density settlement area where new homes are located away from prime agricultural soils and other viable farmland.” Clustering is encouraged.

#### Weybridge (2011 Town Plan)

Weybridge adjoins Middlebury on the north and west. Weybridge St. and Morgan Horse Farm Rd. extend into Weybridge. Otter Creek forms the boundary between Weybridge and Middlebury north of the Pulp Mill Bridge, and continues on as the boundary between Weybridge and New Haven.

Like Middlebury and its other neighbors, Weybridge supports buffers along water bodies and protection of wetlands.

One of the residential concentrations in Weybridge is along Pulp Mill Bridge Rd. adjacent to Middlebury. Land use in this area, extending up Sheep Farm Rd. as far as Terrace Hts., is planned at a density between 1 and 5 acres per dwelling unit. In the Otter Creek Gorge area between the creek and Morgan Horse Farm Rd., land uses are conservation, flood hazard and planned ag/residential (5 acres/du). The plan promotes the creation of smaller infill lots or developments in parts of Weybridge where village patterns of development already prevail. Clustering is allowed.

The plan supports development of bike/pedestrian paths, especially along Pulp Mill Bridge Rd. and Morgan Horse Farm Rd. It calls for investigating the feasibility of a trail and bike path system coordinated as appropriate with the TAM and the proposed North Country Scenic Trail.

#### New Haven (2017 Town Plan)

Otter Creek, Rt. 7, Halpin Rd. and Munger St. extend north into New Haven. Cobble Rd. forms part of the boundary between New Haven and Middlebury.

The town plan endorses buffers as a means of protecting water quality. It also mentions the potential of the Otter Creek gorge area as an ecological reserve. This area adjoins protected land in Middlebury and Weybridge.

Of particular concern are the plans for the Rt. 7 corridor. New Haven has identified two areas for more intensive commercial/industrial uses: at New Haven Junction and around the intersection with Campground Rd. Two areas for less intensive commercial/industrial uses were also identified; these are at the north and south ends of Rt. 7 in New Haven. The area on the south end extends from the Middlebury town line to River Rd. on both sides of the highway. "Businesses along the Rt. 7 corridor should reflect the rural and scenic character of the town and blend with existing architecture and land use." The plan calls for access management, clustered businesses and multi-lot service roads rather than a continuous strip. It supports limiting the sizes of commercial buildings.

Middlebury's portion of Rt. 7 adjacent to New Haven does not allow commercial uses next to the highway but directs them to the Exchange St. industrial park.

The other areas in New Haven adjacent to Middlebury are in the Rural Planning Area, much of which has been developed with residential lots along the road and 10 – 25 acre lots away from the road. Clustering is allowed.

New Haven supports ACTR and Chittenden County Transit.

With regard to railroads, New Haven supports continued use of the existing rail system and the current ground-level crossings at Rt. 17 and Rt. 7. Passenger rail is not specifically encouraged, although the plan mentions that the old station still exists. Middlebury's plan endorses extending passenger rail from Rutland to Burlington.

#### Bristol (2017 Draft Town Plan)

Bristol adjoins Middlebury's northeast corner. Rt. 116 extends north into Bristol. The new plan remains unfinished due to continuing work on defining areas for gravel extraction; these descriptions are from the 2011 draft.

Bridge #8, 2 miles south of downtown Bristol on Rt. 116, is structurally deficient and will likely be replaced.

Bristol supports ACTR and is anticipating more frequent service as well as a new route along Rt. 116. The town plan also supports the train service from Rutland to New York City, but it does not mention the proposal, endorsed by Middlebury, to run passenger rail up to Burlington.

Land adjacent to Middlebury is in the Conservation Planning Area (25 ac/du, clustering allowed) except for a Rural Agricultural district along Cobble Rd (5 ac/du with clustering allowed). Extraction will not be permitted in either of these areas.

#### **4. Recent Transportation Studies**

Several transportation studies have been done for Middlebury and the surrounding area. A few of the studies that remain relevant to the current plan are summarized here.

##### **Middlebury Gap Scenic Highway Plan, 1996**

This plan outlines maintenance activities to maintain a natural and un-manicured look to the road in rural areas, and a narrow, village-scale road in East Middlebury and Ripton. It calls for the replacement of the Sand Hill Bridge and the preparation of a detailed drainage plan (neither of which have been done). It discourages any actions that could lead to increased traffic, such as widening, straightening or promoting the road for tourism.

*(VT Rt. 125, The Middlebury Gap Scenic Highway Management Plan. Addison Co. Regional Planning Commission and Two-Rivers-Ottawaquechee Regional Commission, with assistance from DeLeuw-Cather, Inc, the Office of Robert A. White, and Julie Campoli, Humstone Assoc. Dec., 1996)*

##### **Middlebury/Route 7 Corridor Management Study, 1998**

This very comprehensive study looked at the Rt. 7 corridor from Exchange St. to Rt. 116 in East Middlebury. Although originally undertaken to improve the function of the road for through traffic, "it quickly became apparent that the roadway, except for the important major bottleneck at the Emma Willard triangle, was actually functioning adequately as an arterial roadway. Its real deficiency was in its other role as an access roadway, a role that accounted for 70 – 90% of the traffic on its more congested segments." (p. 1). The study recommended many actions to improve the function and appearance of the corridor and to preserve the character of adjacent properties. Many have been done or are still in process.

The authors recognized that the congestion on Rt. 7, to a significant extent, is a local problem. Solving it will require many small changes; negotiation, compromise and cooperation will be necessary.

*(Middlebury/Route 7 Corridor Management Study. Prepared for the Addison Co. Regional Planning Commission by Oman Analytics, Community Planning & Design, and Kathleen Ryan, L.A., with Creighton Manning, Inc. Nov. 30, 1998.)*

### **Addison County Regional Bicycle and Pedestrian Report, 2002**

This study identified the need for pedestrian and bicycle routes along Exchange St., Quarry Rd., Rt. 116 north of Quarry Rd., and in East Middlebury. It also recommended a system of paths and lanes throughout the town, with bike racks, signs and amenities. (Its recommendation to stripe Weybridge St. was completed in 2011).

*(Regional Bicycle Pedestrian Report. Background Report. Potential Project List and Model Policies. 2002. Prepared for the Addison Co. Regional Planning Commission by Wilbur Smith Assoc. and Land-Works.)*

### **Multi-modal Transportation Center Study, 2002**

A passenger train station, with commuter parking and a bus terminal, was the subject of this study. Eleven sites were initially evaluated, narrowed down to seven. The preferred alternative was the old train station on Seymour St., with parking along Seymour and Maple Sts. Long-term parking lots would require removal of buildings either at the beverage center or County Tire or both, and/or the use of a property across the RR tracks on Maple St. For commuter parking where the Beverage Center is, a pedestrian bridge over Elm St. next to the RR overpass bridge was recommended to bring people from the long-term parking to the train/bus station. A second study proposed renovations of the building and more detail on parking and pedestrian access. (The multi-million dollar price tag, and impact on businesses were major issues. The program concept of having all off-street commuter parking plus bus convergence and multi-bus terminal demanded a large site, impossible to accommodate altogether downtown without business dislocations and great cost. Not worth pursuing until perhaps RR passenger service resumes and need for this site warrants the property acquisition and costs. Subsequent bus transit planning has used on-street loop systems better serving downtown. )

*(Final Report for Middlebury Multi-modal Transportation Center Feasibility Study. 2002. Prepared for the Addison Co. Regional Planning Commission by Stevens & Assoc. in association with Wallace Floyd Design Group, MW/LA Monroe Whitaker Landscape Architect, Richard Watts, and Resource Systems Group. ALSO:*

*Final Report for Middlebury Multi-modal Conceptual Design Study. 2002. Prepared for the Addison Co. Regional Planning Commission by Stevens & Assoc. in association with Williams & Frehsee Inc., New England Management Co., and Resource Systems Group.)*

### **US 7 Corridor Improvements (Initial Scoping Report 1998, revised 2003, amended 2005)**

This report focused specifically on Rt. 7 between Creek Rd. and the Centre (Hannaford) Plaza. It recommended a boulevard between Creek Rd. and McDonalds with a median and roundabouts at Creek Rd., Middle Rd., and the Centre Plaza. Connected access points between the properties would be needed to make up for the blockage of left turns due to the median. A green strip and sidewalk or multi-use path would be built on each side. The Select Board approved this proposal unanimously. In 2004, questions about the number of roundabouts, winter maintenance, truck passage, design life, bus stops, etc. resulted in an addendum to the scoping report. As a result, the project was changed to signal synchronization and a connection between Middle Rd. and Creek Rd. (now Lacrosse Dr.) so that vehicles could exit onto Rt. 7 at a light. (As of early 2012, the plan for a median and roundabouts remained in the VTRANS Program (project NHG 019-3(53)SC). (Note: being in the VTRANS Program does not imply that funds will be available any time soon, if at all.)

*(Initial Scoping Report: Middlebury US Rt. 7 Corridor Improvements, NHG 019-3(53)SC. Revised Dec. 2003. Prepared for Town of Middlebury and VTrans Local Transportation Facilities by Dufresne-Henry.)*

### **US 7/Exchange St. Intersection Study, 2004**

At the intersection of Exchange St. and Rt. 7, the sight distance was found to be 400 ft., compared to the recommended 550 ft. for a 50 mph road. Though only 2 accidents had occurred there in the previous 5 years, the intersection was widely perceived as dangerous, and was determined to be at capacity. Engineering studies concluded that a signal was warranted. Either a traffic signal or a roundabout could work. The Select Board unanimously voted in favor of a roundabout which would be best for traffic safety. The report also suggested interim safety measures such as installing a flashing signal, trimming foliage, lowering the speed limit, adding a left turn lane on Exchange St., and adding lighting. (SelectBoard request to State to lower speed limit was not approved. The roundabout is still a top priority of the Town).

*(US 7/Exchange St. Intersection: Traffic and Safety Improvements Scoping Study. Sept. 29, 2004. Submitted to Addison Co. Regional Planning Commission by Dufresne-Henry.)*

**Middlebury State Airport Business Plan, 2008**

This report refers to previous plans which call for extending Runway 19 from 2,500 ft. to 3,700 ft., widening it to 60 ft., expanding a taxiway and adding aircraft parking and a new hangar. The Middlebury airport has the shortest paved runway in the state airport system, shorter than the recommended length for 75% of small aircraft. The inability to accommodate corporate jets makes it difficult for the airport to support itself. This business plan looks at areas around the airport that would be suitable for aviation-related development such as new hangars, industrial or commercial development, should the runway be extended. Currently the airport hosts an aircraft painting and light maintenance business.

*(Statewide Airport Business Plans: Middlebury State Airport. 2008. Prepared for VTTrans by McFarland Johnson)*

**Final Environmental Impact Statement, Middlebury Rail Spur, 2008**

This study was initiated in response to a 1999 legislative recommendation. Its purpose was to evaluate alternative ways to haul additional marble from the OMYA quarry in Middlebury to the processing plant in Florence, VT while reducing truck traffic on Rt. 7, especially through Brandon. The preferred alternative is a rail spur from the quarry to the main VT Rail line on the other side of Otter Creek, a route shown in the last two Town Plans. The project will require 55 acres and parts of 16 parcels of land, five of which have conservation easements on them. There will be a transload facility near the quarry to allow other truck container shippers to access the rail line. The spur will then pass under Lower Foote St. and under Rt. 7, and will cross Halladay Rd. at a "quiet zone" at-grade crossing (unless another plan is agreed to by the RR and Town). It will cross the floodplain on trestles. There is very limited Town or Act 250 jurisdiction over this project; the Town will need to carefully evaluate and work to minimize construction impact on Town roads.

*(Final Environmental Impact Statement, Middlebury Spur, October, 2008. US Dept. of Transportation, Federal Highway Administration; and Vtrans.)*

**Vermont Western Corridor Transportation Management Plan, 2010**

This is a multi-modal study addressing roads, rail, transit, and land use along the western corridor from Massachusetts to the Canadian border. Most of the recommendations are general rather than specific. The report strongly supports considering roundabouts at intersections with high traffic volumes. The only specific recommendations for Middlebury highways are various options for widening or realigning Rt. 7 North. On railroads, the report supports upgraded track and bridges, transload facilities, and protecting properties with rail

frontage for rail-dependent uses. It supports passenger rail, long-distance bus service, and improved local transit with passenger hubs. Other policies support pedestrian and bike facilities, carpooling, streetscape improvements, traffic calming, and alternative-fuel vehicles. The report encourages local communities to adopt planning and zoning techniques that result in compact, mixed-use development patterns.

*(Vermont Western Corridor Transportation Management Plan Final Report. February 2010. Prepared For: Vermont Agency of Transportation, Chittenden County MPO, Addison County RPC, Bennington County Regional Commission, Chittenden County RPC, Northwest RPC, Rutland RPC. Prepared By: Parsons Brinckerhoff in Association with: Cambridge Systematics, Inc., Stantec, Inc., Fitzgerald & Halliday, Inc.)*

### **Middlebury River/VT RT. 125 Benefit/Cost Analysis, 2010**

After the floods and road washouts of 2008, this report was commissioned to look at the ideas of re-locating/ re-constructing Rt. 125 from East Middlebury to Ripton. It evaluated the rerouting of portions of 125 along an old Town road, also known as the Center Turnpike, as well as actions to shore up the existing road and reduce damage to the river. It recommended rebuilding with flood walls and large culverts on the bends that regularly wash out, but maintaining the Center Turnpike/Old Town road as an alternate route in case Rt. 125 washes out again. (A portion of the old Town road in Middlebury is a Class 4 (unmaintained) Town Highway. The portion in Ripton has not been formally accepted or preserved as a Town Highway right-of-way in Ripton).

*(Middlebury River/VT RT. 125 Benefit/Cost Analysis. Prepared for the Addison County Regional Planning Commission by Landslide, Inc and Milone & MacBroom. August, 2010)*

### **Exchange St. Multi-Use Path Study, 2012**

The study proposed an alignment for the path from Elm St. to Route 7 and estimated the cost at approximately \$680,000.

*(Exchange Street Pedestrian Planning and Feasibility Study, August, 2012. Prepared for ACRPC by Otter Creek Engineering, Inc.)*

**Mary Hogan Elementary School Travel Plan, 2014.**

The plan looked at barriers and opportunities for increasing walking, biking and riding the bus to school. It recommended various engineering, enforcement, education and encouragement actions.

**Pulp Mill Bridge Rd./Seymour St. Sidewalk Study, 2014**

"After years of study, culminating in this report, both towns have concluded that they can improve pedestrian safety by constructing a sidewalk along the east side of Pulp Mill Bridge Road and along the southwesterly side of Seymour Street. Additionally, modifications to the intersections on either side of the bridge including new crosswalks can improve pedestrian safety, with the possible inclusion of new crosswalks."

(Pulp Mill Bridge Area Sidewalk Scoping Study, May 2014. Prepared for the Towns of Middlebury and Weybridge.)

**Traffic Calming Feasibility Study, 2015**

Three streets were selected as pilot projects: South St., Seymour St. and Halladay Rd. (a popular running and biking loop). Suggestions for traffic calming were presented.

(Traffic Calming Feasibility Study, Dec., 2015. Prepared for the Town of Middlebury and ACRPC by DuBois & King.)

**Vermont State Rail Plan 2015.**

The plan presents goals for improving tracks and increasing rail service in Vermont. The corridor through Middlebury is owned by VTrans and operated by Vermont Railway. This corridor is listed as a first priority for capacity upgrades to allow 286,000 lb. rail cars. In most cases, this would involve installing new rail, replacing ties, surfacing, and improving crossings and turnouts. The VT Railway line is also listed as a top priority for passenger trains from Rutland to Burlington by 2020, with a platform in Middlebury. In terms of vertical clearance, this corridor has many obstructions: 20 bridges, 1 overpass, and 2 other obstacles (p. 129). It is not listed as a priority for vertical clearance out as far as 2035. The VT Central Railway is the first priority (by 2021) and Green Mountain RR is second (by 2026).

(Vermont State Rail Plan, October, 2015. Prepared for VTrans by Parsons Brinckerhoff, Cambridge Systematics, Fitzgerald & Halliday, Inc.)

**Charles/Monroe Intersection Study, 2016**

The study recommended realigning Charles Ave. to meet Monroe St. and installing a signal to replace the two signals that exist there now. This would mean acquiring and removing the gas station and reconfiguring the high school parking lots.

(Court Street/Monroe Street/Charles Avenue Intersections, April, 2016.  
Prepared for Town of Middlebury by VHB and SEC Group.)

**Bridge and Rail Project Environmental Assessment, 2017.**

This report assesses the environmental, economic and social impacts of the planned railroad bridge replacement project. The project includes replacing the Merchants Row and Main St. bridges, installing drainage systems and lowering the track to allow double stack cars to pass. Mitigation measures are proposed for the anticipated impacts. An Environmental Assessment is used to determine whether there should be a finding of "no significant impact" or if a more complete Environmental Impact Statement should be done.

(Environmental Assessment: Middlebury Bridge and Rail Project, Middlebury, VT, April, 2017. VTRANS Projects Middlebury EWP3(2) & Middlebury WCRS(23). Submitted Pursuant to 42 U.S.C. § 4332(2) (c), 16 U.S.C. § 470(f), and 33 U.S.C. § 1344. Prepared for the Federal Highway Administration, Vermont Agency of Transportation, and the Town of Middlebury, Vermont by VHB.)

## **5. Planning References and Links**

Town web site link: <http://www.townofmiddlebury.org>

Addison County Regional Planning Commission link: <http://www.acrpc.org>