CAVENDISH TOWN PLAN

Adopted August 28, 2012

Document History

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- **Selectboard review of Planning Commission proposed re-adopted town plan with visual access map - April 9, 2012**
- **Selectboard review of town plan draft and approval of SB proposed minor modifications to plan – May 14, 2012**
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- **Cavendish Town Plan Re-adopted by Australian Ballot at Special Town Meeting – August 28, 2012**
- **Confirmation of Planning Process and Act 200 Approval by the Southern Windsor County Regional Planning Commission – November 27, 2012**

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Visual Access Map prepared by The Cavendish Partnership in March 1986.

Introduction

History of the Town of Cavendish

Cavendish is located in the south central part of Windsor County, Vermont. It is bounded on the north by Reading, on the south by Chester, on the east by Weathersfield, on the west by Ludlow, and on the southeast by Baltimore.

The charter for Cavendish was issued by New Hampshire on October 12, 1761 and the Town was rechartered by New York on June 16, 1762.

The original size of Cavendish was seven miles square. On October 19, 1793, the southeast corner of Cavendish was organized into a Town by the name of Baltimore. The main reason behind this division was that communication with Town officials was very difficult for those who lived south of Hawks Mountain. Cavendish lost 3,000 acres to Baltimore. In 1841, by legislative decree, Cavendish lost an additional 2,000 acres of its southern border to the Town of Chester. Therefore, a total of 5,000 acres of Cavendish was lost from its original charter.

The first highway through Cavendish was the Crown Point Road, begun in 1759 at Fort No. 4 in Charlestown, N.H., and passed through Vermont to its terminus at Crown Point, New York. This road was built by the order of General Amherst, the British General of all armies of North America during the French and Indian War. The road was needed to facilitate transportation of supplies and communications between New York forts and New Hampshireôs Fort No. 4. The Crown Point Road went through the Township of Cavendish from the southeast corner to the northwest corner.

In June of 1769 Captain Coffeen came to Cavendish from Rindge, New Hampshire to become the townôs first settler. He established his home near the Crown Point Road in the northwest part of town. In 1771 two more families arrived, the Russells and the Gilberts. At the start of the Revolutionary War there were five families residing in Cavendish. By 1790 the population was 491 and in 1870, the Town recorded its highest population ever with 1,823 residents. In 2000, The Vermont Department of Health reported the townôs population at 1,470.

The Townôs first settlers established their homes in the hills, because it was easier and faster to clear land. Once the land had been cleared, the settlers started to raise agricultural crops such as wheat and corn.

The first major type of farming was raising sheep for wool, which was sold to local markets. Sheep farming ended with the coming of the railroads, which allowed for importation of cheaper wool from larger sheep ranches in the West. At this point farmers turned to raising crops that could be sold to markets in the cities. Dairy farming became the next main occupation for farmers. At one time, there were approximately 36 active dairy farms in Cavendish. Today, there is only one remaining dairy farm in operation.

In the early 1800s there were three grist mills, eight saw mills, four pulping mills, three carding machines, two woolen factories, one nail factory, three tanneries, one tinware and stove factory, one hat factory, and several other businesses in Cavendish. By 1869 there were factories producing woodenwares, lead pipes, pumps, edge tools, starch, saddlery and harnesses, and rake and tool handles.

From 1870 to 1880, Cavendish lost over five hundred residents due to westward expansion and

younger people moving to cities in search of higher wages. The Town population continued to decline in 1880s, reaching a low of 1,172 people, the lowest level from 1810 to the present.

Up until 1875, Cavendish had three major textile mills: one in Cavendish Village; one in Proctorsville Village and one in what were then known as Fittonsville, a commercially oriented hamlet a short distance downstream on the Black River to the southwest of Cavendish Village. In 1875 a catastrophic fire of suspicious origin wiped out almost the entire Fittonsville complex and it was not rebuilt. This left the mills in Proctorsville and Cavendish villages to provide the major influences in the development of the town and became the Townôs major employer. The mills eventually closed; the Proctorsville mill in 1937, followed by the Cavendish mill in 1957. Mack Molding Company, a plastics manufacturing firm, became the next occupant of the Cavendish mill and continues to operate today. The mill in Proctorsville was occupied by several small businesses for a number of years until it was destroyed by fire in 1982.

In 1914, an important asset for the town was created ð Proctor Piper State Forest, with the donation of 424 acres. A second gift from Leon S. Gay in the mid-30s added 300 acres, and additional purchases of property added another 700 acres. The property today is host to a wide variety of wildlife and recreational activities of fishing, snowmobiling, hunting, and trapping.

Over the years, Cavendish has survived a number of natural disasters. A devastating flood occurred in 1927. During that flood, the Black Riverôs waters spilled over its banks, washing out lower Cavendish Village and creating a large gully. The waters took seven houses, ten barns, four garages, and eight automobiles. In 1938 a major hurricane struck the Town. The winds blew down thousands of trees, blocking nearly every road. In 1973, Cavendish again experienced a severe flood that washed out many roads and bridges. On July 21, 2003, a ferocious storm with heavy rain, lightning and very severe winds roared through town. The exact classification of the storm event is still debated as to whether it was a tornado, micro-burst or straight-line blow-down. The storm destroyed one mobile home (while occupied), blew apart several outbuildings, damaged several other homes, and blew away personal effects that had been left out in dooryards. Further, the wind devastated countless trees along several town roads completely closing them to any travel until clean up could be completed.

The Town of Cavendish was home to U.S.S.R. dissident and author, Aleksandr Solzhenitsyn from 1977 to 1994. The Nobel Laureate called Cavendish home because it was a place where he could find sanctuary and a quiet atmosphere in which to write. Once Communist rule in Russia was over, he decided to return to Russia. To mark his departure, he was presented a plaque from the town as a token of esteem at the Cavendish Town Meeting on February 28, 1994. Mike Wallace and a 60 Minute crew were also in attendance to interview Solzhenitsyn about his return to his native home.

In the last decade much work has been done to improve and revitalize the village centers, especially Proctorsville. In the late 1990's the Town of Cavendish applied for and received several important grants for revitalizing Proctorsville. With matching funds and in-kind matches provided by the Town and the private sector, the Town was able to change the vacant Proctorsville mill site into a handsome, well-designed village green with recreational space and with affordable housing strategically placed adjacent to the green with the move of the historic Freeman House from next to the Cavendish Point Inn to the Green in 1997. The Town intends for this geographic center of the village to become a positive focus and influence on its surroundings and to lead the village toward additional revitalization.

In recent years, the Town of Cavendish has felt the influence of having Okemo Mountain Resort, in a neighboring town in a variety of ways, including housing, employment, tourism, traffic and population.

There has also been a rebirth of community spirit in the 2000s. There has been a renewal in community interest and ongoing town activities. There have been summer concerts at the new Proctorsville Green, a community holiday affair in November at the Proctorsville Fire Hall sponsored by the area churches, as well as other cultural and arts activities. There has been a revitalized interest in maintaining existing community institutions and creating new community organizations to enhance community and cultural life of the town. Small businesses have also flourished in Cavendish, reflected by the new Cavendish Business Directory, created in 2004.

At one time, there were ten small schools, with grades one through eight, scattered throughout the Town. At present, the Town has one elementary school serving grades kindergarten through six, which is located in Proctorsville. Cavendish students travel to Chester for grades 7-12 at the Green Mountain Union High School. The Cavendish School is a vital community center, providing a forum for town meetings and other functions. The community library was also moved to be co-located at the school in 1990**.** The town citizens came together in 1995 to build a playground behind the school. And in 2004, the school underwent a major reconstruction project to improve and enhance the facilities.

Cavendish citizens were always willing to serve their country. The war memorials in Cavendish Village and Proctorsville, commemorating all who served in past wars, are evidence of their patriotism.

Sources:

Lois Wheelerôs History of Cavendish
Windsor County Directory 1893-1894
Childs Gazetteer and Business Directory of Windsor County: 1883-1884
Chubb Hill Farm and Cavendish, Vermont: A Family and Town History, 1876-1960, Barbara B. Kingsbury
Town Annual Report, 2003 and 2004
Village Designation Application, 2004
Department of Forests, Parks and Recreation Land Management Plan, Cavendish Management Unit, 1996

Population and Demographics

An important aspect of any town plan is an analysis of population statistics, past trends, and future projections. This analysis provides a broad overview of the demographics of the town. And, in turn, it helps planners to determine how much growth the town may expect in a given amount of time, and how to plan for future educational, housing, utility, and facility needs.

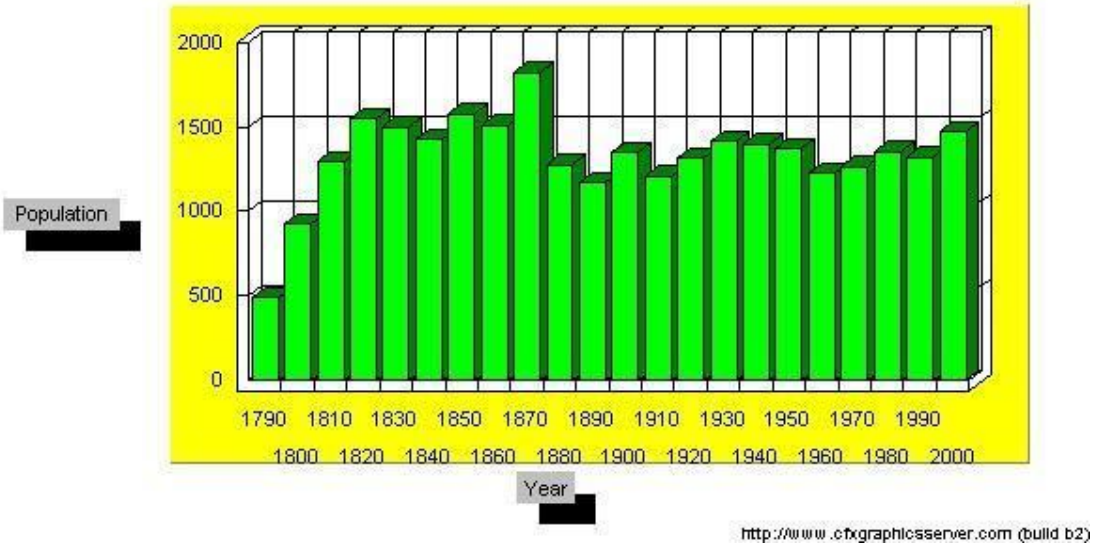
Population Characteristics

Between 1960 and 1990 the population grew from 1,223 to a high of 1,355 in 1980, and a final decrease to 1,323 (1990 Census). The population of Windsor County showed a similar pattern of growth and decline between 1970 and 1990. Windsor Countyôs population grew from 23,903 in 1970 to 25,309 in 1980, and then declined to 24,524 in 1990 (1990 Census). Based on estimates from the Vermont Department of Health, population in Cavendish has continued to decline in the last few years, to 1,286 in 1996 (a 2.7% decrease from 1990 Census figures). As the tables below show, the population of Cavendish has increased from 1,323 in 1990 to 1,470 in 2000, with an overall percent change from 1970-2000 of 16.3%.

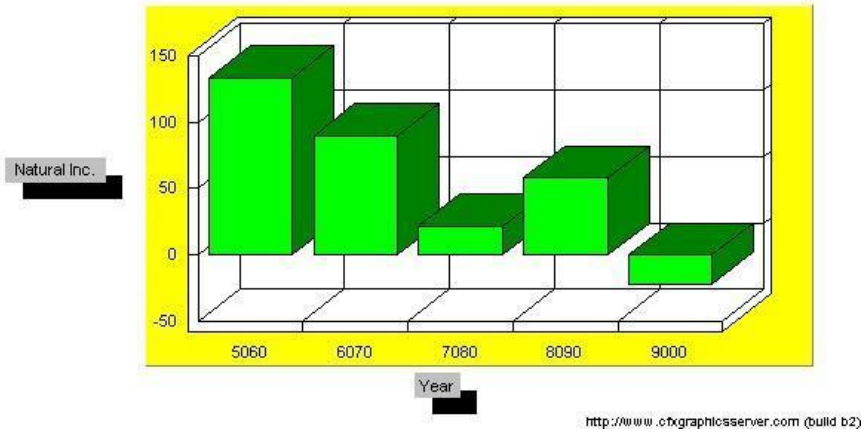
Year	1790	1800	1810	1820	1830	1840	1850	1860	1870	1880
Population	491	922	1295	1551	1498	1427	1576	1509	1823	1276

1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000

1172	1352	1208	1319	1418	1398	1374	1223	1264	1355	1323	1470



Regional Population Trends: 1970-2000						
	(U.S. CENSUS 2000)					
Town	1970	1980	1990	1970-90 % Chg.	2000	1970-00 % Chg.
Andover	239	350	373	56.1%	496	107.5%
Baltimore	170	181	190	11.8%	250	47.1%
Cavendish	1,264	1,355	1,323	4.7%	1,470	16.3%
Chester	2,371	2,791	2,832	19.4%	3,044	28.4%
Ludlow	2,463	2,414	2,302	-6.5%	2,449	-0.6%
Reading	564	647	614	8.9%	707	25.4%
Springfield	10,063	10,190	9,579	-4.8%	9,078	-9.8%
Weathersfield	2,040	2,534	2,674	31.1%	2,788	36.7%
West Windsor	571	763	923	61.6%	1,067	86.9%
Windsor	4,158	4,084	3,714	-10.7%	3,756	-9.7%
Region:	23,903	25,309	24,524	2.6%	25,105	5.0%

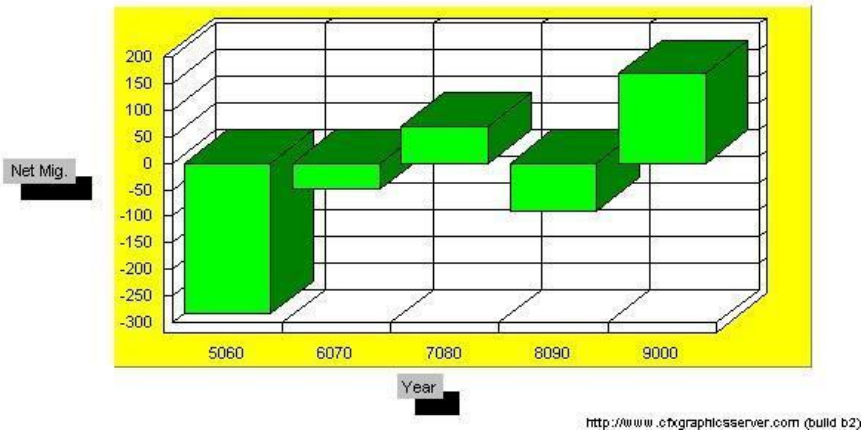


Natural Increase, 1950-2000

Natural Increase is the "Births" minus the "Deaths" for the given time period.

1950-60	1960-70	1970-80	1980-90	1990-00
133.0	90.0	22.0	58.0	-21.5

Net Migration, 1950-2000 is the "Absolute Population Change" or total Increase of population from the base year (e.g. here the increase is from 1950-60, 1950 would be the base year) minus the "Natural Increase" for the given period.



1950-60	1960-70	1970-80	1980-90	1990-00
-284.0	-49.0	69.0	-90.0	168.5

Age distribution — The number of school-age children in Cavendish fell between 1970 and 1990, while the number and percentage of elderly (over 65) increased slightly. U.S. Census 2000 data shows that Cavendishôs population is comprised of 335 under the age of 20; 872 between the ages 20-65; and the remaining 263 over the age of 65. It is expected that the elderly segment of the population in Cavendish, Vermont and nationwide will continue to grow as baby boomers age and enjoy longer, healthier lives.

Table 1 — Age Distribution, U.S. Census 2000

Total Population	1,470
Sex and Age	
Male	728
Female	742
Under 5 years	74
5 to 9 years	96
10 to 14 years	79
15 to 19 years	86
20 to 24 years	45
25 to 34 years	168
35 to 44 years	245
45 to 54 years	245
55 to 59 years	93
60 to 64 years	76
65 to 74 years	139
75 to 84 years	92
85 years and over	32
Median age (years)	42.3

Population density — Compared to other towns in the southern Windsor County region, the Town of Cavendish showed the least amount of change in population density (the average number of people per square mile) between 1970 and 1990. Density increased from 32.2 persons per square mile in 1970 to 34.2 in 1980, and decreased to 33.4 in 1990, for an overall increase of 3.7%. Population density varied greatly among the other towns in the region, with the greatest overall increase in West Windsor of 50.8% (from 24.8 persons per square mile in 1970 to 37.4 in 1990), and the greatest decrease in Windsor of -19.5% (from 235.3 persons per square mile in 1970 to 189.5 in 1990).

U.S. Census 2000 shows that population density in Cavendish increased to 37.1 in 2000, with an overall increase from 1970 to 2000 of 15.2%. Once again, density varied greatly in this region, with the largest overall increase in that period in Andover of 84.9% and the largest decrease in Springfield of -19.4%.

Population Density Comparisons: 1970-2000									
	Persons per Square Mile								
Town	1970	1980	Growth 70-80	1990	Growth 80-90	Growth 70-90	2000	Growth 90-00	Growth 70-00
Andover	9.3	12.8	37.6%	13	1.6%	39.8%	17.2	32.3%	84.9%
Baltimore	34.1	42.9	25.8%	40.4	-5.8%	18.5%	53.5	32.4%	56.9%
Cavendish	32.2	34.2	6.2%	33.4	-2.3%	3.7%	37.1	11.1%	15.2%
Chester	43.8	50.1	14.4%	50.7	1.2%	15.8%	54.5	7.5%	24.4%
Ludlow	72.4	67.2	-7.2%	64.3	-4.3%	-11.2%	69.4	7.9%	-4.1%
Reading	13.4	15.6	16.4%	14.8	-5.1%	10.4%	17	14.9%	26.9%
Springfield	228.3	207.1	-9.3%	194.3	-6.2%	-14.9%	184.1	-5.2%	-19.4%
Weathersfield	51.7	58.4	13.0%	61.1	4.6%	18.2%	63.7	4.3%	23.2%
W. Windsor	24.8	32.3	30.2%	37.4	15.8%	50.8%	43.2	15.5%	74.2%
Windsor	235.3	217.2	-7.7%	189.5	-12.8%	-19.5%	192.1	1.4%	-18.4%
Region:	74.5	73.8	-1.0%	69.9	-5.3%	-6.2%	73.2	4.7%	-1.8%

Source: U.S. Census Bureau (1970-2000)

Overall Goals and Objectives

The people of Cavendish desire to maintain the rural character of the community while encouraging the economic well-being of its residents. The rural character is exemplified by the many attributes of the Town, such as the vast amount of wooded and undeveloped areas, streams, ponds, and abundant wildlife; the absence of bright lights in both the outer reaches of the town as well as both village areas; the low volume of traffic; and the lack of objectionable noise. Both the Cavendish Village and Proctorsville share a traditional village character exemplified by a mixture of residential and commercial uses that exist in harmony, unchanged by sudden, poorly planned development. As development pressures increase upon both the villages and the less densely populated areas, it is vital that the unique characteristics of both villages be preserved. The typical suburban pattern does not conform with the goal of maintaining the rural atmosphere. This includes incompatible uses, visually obtrusive manmade elements, and excessive artificial lighting levels.

Most residents live in Cavendish by choice, thereby indicating a preference for this rural

character rather than an urban or suburban community. They want growth to occur at a pace and in a manner that does not destroy our rural character or result in rising taxes. Growth that is good for the Town enhances the social, environmental, cultural, and economic values of our rural community. Growth and development shall not create a burden on the taxpayersôability to support the Town. The following goals and objectives provide a general overview of the direction in which the residents of Cavendish would like to see development occur in the town. Each chapter of the Plan provides specific objectives and recommendations, or action steps, to achieve these objectives.

Goal 1: **To ensure development that maintains the rural atmosphere of the community and historic settlement pattern of compact village centers separated by rural countryside.**

Objectives:

1. Intensive development shall be encouraged only in village centers.
2. There shall be no strip development in the Town of Cavendish.
3. Development that occurs in rural areas shall not have a negative impact to natural, cultural, and aesthetic resources.
4. Business and industrial growth should occur in areas adjacent to where business and industry now exist and where Town water and sewer are available
5. Public investments, including the construction or expansion of the infrastructure, shall reinforce the general character and planned growth patterns of the area.
6. Development should be consistent with the existing density pattern of the area and consistent with a reasoned pace of growth.
7. Growth and development should occur at a rate that shall not burden the taxpayersô ability to support the Town and maintains the rural area.
8. The town should develop ordinances to assist in implementing these goals.

Goal 2: **To promote a strong and diverse economy that provides satisfying and rewarding job opportunities.**

Objectives:

1. Economic growth should occur at a rate that does not undermine the ability of the taxpayers to support the Town.
2. Economic growth should occur in village centers and areas designated for industry on the Future Land Use Map and should be employed to revitalize and rehabilitate existing village centers.
3. Seek out ways to create incentives for economic growth within the village centers.
4. Home occupations are supported as long as they are appropriate to adjoining land uses, and do not adversely affect air, water, or scenic resources or cause noise that is offensive to surrounding neighbors. Home occupations are customarily conducted within a residence and are clearly incidental to the use of the building as a residence.
5. Businesses should be encouraged to employ sound environmental practices.

Goal 3: **To maintain and broaden access to educational, vocational, and cultural opportunities for all Town residents.**

Objectives:

1. Include maintenance and expansion of school facilities in a capital program, to ensure that facilities have the capacity to serve the desired level of growth in student population.
2. Encourage development of educational and cultural opportunities for all residents.

3. Support community-wide cultural events and activities.
4. It is important to the town to have a community elementary school.

Goal 4: **Promote and maintain a safe, convenient, economic, and energy-efficient transportation network that respects the integrity of the natural environment, as well as the historical and esthetic value of the existing roads.**

Objectives:

1. Improvement or expansion of public utilities and transportation should occur in existing corridors to encourage desired development patterns.
2. Alternative forms of transportation, such as walking, bicycling and public transportation should be encouraged.
3. Promote use of esthetically compatible options for guard rails on roads such as cable, rusted rail, or pressure treated wood.
4. Maintain the tree canopies and stone walls on the existing roads.

Goal 5: **To protect important natural and historic features of the Cavendish landscape, including woodland, wetlands, scenic sites, significant architecture, villages, wildlife habitats, view sheds, and agricultural land.**

Objectives:

1. Identify and include additional important resource areas on Future Land Use Map and develop a conservation plan to protect and preserve those features.
2. Encourage the renovation and preservation of historic buildings and structures.
3. Develop additional policies and plans for the long-term protection of significant scenic roads and highways, waterways, and views; cultural and historic resources; and important resources and recreation lands.
4. Prevent development within floodplains that will cause damage to natural or manmade resources.
5. Inventory and update the resources.

Goal 6: **To maintain and improve the quality of air, water, wildlife, and land resources.**

Objectives:

1. Insure development in areas of natural, cultural, and scenic significance is not detrimental to the resources of the town.
2. Protect and improve the water quality of the Townôs rivers, lakes, streams, groundwater, and drinking water supplies.
3. Establish conservation measures for critical wildlife habitat.
4. Encourage the use of transportation systems that have minimal impacts on air quality.
5. Extraction of earth minerals and resources must ensure that land and water resources are minimally impacted and restored after extraction.

Goal 7: **To promote the efficient use of energy through conservation and encourage the use of renewable energy resources, such as solar, wind, hydro and biomass.**

Objectives:

1. Promote use of public transportation, ridesharing, non-motorized vehicles, and

pedestrian traffic. Emphasize connections between schools, stores, work, and home.
2. Ensure that the design, location, and maintenance of existing and future transportation systems are consistent with the land use patterns recommended in this Plan.
3. Promote alternative and energy efficient resources with residential development.
4. Encourage the concentration of energy-intensive facilities, housing, and other uses to avoid the expense of distributing energy over large geographic areas.
5. Promote the location of community service structures, retail sites, public utilities, day care centers, state offices, and other frequently visited sites within walking distance of residential areas.
6. Ensure that post offices remain in village centers.

Goal 8: **To maintain and enhance recreational opportunities.**

Objectives:

1. Develop and maintain recreation facilities and infrastructure to provide recreation opportunities for all residents.
2. Ensure the preservation of and access to important natural and scenic resource areas for recreational use.
3. Enact a capital plan for a local bike path.

Goal 9: **To strengthen agricultural and forest industries.**

Objectives:

1. Support Current Use Program for agricultural and forest lands.
2. Develop additional conservation plans to ensure that primary agricultural soils are devoted to farming or to such uses which will maintain the potential for agricultural use.
3. Forest and agricultural lands should be considered for their forest and agricultural productivity prior to any non-forest or agricultural uses.
4. Encourage businesses and industries that add value to locally produced agricultural or forestry products.

Goal 10: **To plan for, finance, and provide an efficient system of public facilities and services to meet present and future needs.**

Objectives:

1. Analyze current facilities and assess future needs to determine potential demands of infrastructure.
2. Enact a Capital Program and Budget Plan for public utilities and facilities.

Goal 11: **To encourage availability of safe and adequate housing for anyone choosing to live in the town of Cavendish.**

Objectives:

1. Housing should meet the needs of diverse social and income groups.
2. New and rehabilitated housing should be safe, sanitary, and coordinated with the provision of necessary public facilities and utilities.
3. The development of diverse and appropriate housing should be encouraged in the Town of Cavendish.

Plan Implementation

Successful implementation of the goals, policies and recommendations outlined in this Plan depends on the combined efforts of Town residents and local officials, as well as the resources of the Southern Windsor County Regional Planning Commission, and other regional, state, federal and private entities involved in land use planning activities.

At the state and federal levels, the Plan can be used to justify and prioritize the use of federal funds for community development, transportation improvements, natural resource protection and management, and other investments. In addition, Act 250 requires that developers show that projects conform to local and regional plans.

At the regional level, the Regional Planning Commission can review the Town Plan for compliance with the requirements of Act 200. Act 200 approval makes the Town eligible to apply for implementation funding from the State in the form of Municipal Planning Grants.

Interpretation of the Town Plan

The Cavendish Planning Commission recognizes that the Town Plan has regulatory effect only for projects which require an Act 250 permit (commercial or industrial projects on more than an acre, subdivisions of six or more lots, ten or more housing units, local state or municipal projects which disturb 10 or more acres of land, oil and gas drilling, and development over 2,500 feet in elevation). For purposes of Act 250 review, plan language that contains the words ñshall,ò ñmust,òñwill,òñensure,òñprotect,òñinsure,òñmaintain,òñmprove,òand ñpreserveòis mandatory language. The Town Plan maps are an integral part of the Town Plan.

At the local level, the Town has the following opportunities with respect to implementing the goals, objectives, and policies of the Plan:

1. Develop land use regulations that are based on the goals, policies and recommendations outlined in the Town Plan.
2. Develop specific ordinances to implement the goals, policies and recommendations outlined in the Town Plan.
3. Inform the community about opportunities to preserve Cavendishôs rural character. Solicit community feedback through workshops and surveys.
4. Refer to the Town Plan when planning additions and improvements to local infrastructure such as local roads and public utilities. Such additions or improvements should be used to plan for appropriate growth and development.
5. Work with public and private entities to help them design development or resource management plans in ways that will further the goals of this Plan.
6. Work with area land trusts to develop a plan for conservation of important resource lands.
7. Work with the Department of Forests, Parks, and Recreation to update forest management plans for State forest lands in Cavendish.
8. Participate in Act 250 hearings to present evidence on the conformance or nonconformance of projects to the objectives, and policies of the specific sections of the plan.
9. Enhance and improve communication and interaction between the Planning Commission

and the community. Possible ideas are the development of a Planning Commission website and for the Planning Commission to be on the distribution listing for on-site wastewater permits, access permits and property transfers.

Relationship to Local and Regional Plans

In order for the Town of Cavendish to achieve its land use planning goals, the Town must evaluate the Town Plan in relation to plans of neighboring towns and the region. Cavendish is bordered by the towns of Ludlow, Reading, Weathersfield, Baltimore, and Chester and is located in the center of the Southern Windsor County Regional Planning Commissionôs 10-town region. Cavendish is served by the District 2 Environmental Commission, and is located in Vermont Agency of Transportation District 2, and shares borders with VAOT districts 3 and 4.

Neighboring Towns

Cavendish is surrounded by towns which share many similar planning concerns and are faced with varying degrees of development pressure. All of the towns surrounding Cavendish have town plans and zoning ordinances. None of these plans is in conflict with the Cavendish Town Plan.

Some neighboring towns share similar concerns to those in Cavendish with regard to development and traffic. The Town of Ludlow, for example, sees a significant increase in traffic flow during the winter months, due to the operation of major ski resorts in town and to the north. The expansion plans of Okemo Mountain Resort and Killington Resort will cause further increases in traffic through Ludlow, and likely through Chester and Cavendish as well, once they are implemented. The increase in truck traffic and truck size along Route 103 is also a shared concern amongst the towns of Ludlow, Cavendish and Chester.

According to the Southern Windsor County Regional Transportation Plan, Routes 131 and 103 identified as Regional Transportation Corridors. Route 131 has been designated as a State Scenic Highway within the town boundaries. Scenic designation of this road gives the Town a greater role in maintenance activities on the road within the town boundaries. The Town is also committed to ensuring development that requires an Act 250 permit must be compatible with and not have an adverse impact on this scenic Route 131 corridor.

The Town of Reading, to the north of Cavendish, has designated two parcels of land that border Cavendish as conservation land areas and one (around Knapp Ponds) as recreation on its Proposed Land Use map. These designations are compatible with the designations of land on the Cavendish Future Land Use map in this plan.

Southern Windsor County Region

The Southern Windsor County Regional Plan provides broad guidelines for planning, coordination and review of the natural, cultural, social and economic features of the Southern Windsor County region. The Southern Windsor County Regional Plan, Regional Transportation Plan and Regional Bicycling and Walking Plan are companion documents to the Cavendish Town Plan, providing a broader framework and context for local planning efforts. The Town Plan should support and complement the land use and development goals of these regional planning documents.

The 2003 Regional Plan identifies the villages of Proctorsville and Cavendish Village as ñTown Centers,òthat are characterized by providing localized services, which may include shopping,

employment, government, schools, libraries, and clinics. The village areas of Chester and Ludlow are also identified as Town Centers in the Regional Plan. The Future Land Use section of the Regional Plan describes Ludlow as a Resort and Recreation Area. The Regional Plan also anticipates that growth in Ludlow will continue to impact development in Cavendish. Anticipated growth should be focused within higher density village areas.òThis section is compatible with the Cavendish Town Plan, which designates both village areas as mixed use areas, where commercial development and high-density residential development should occur first.

Natural, Cultural, Historic, and Scenic Resources

Water Resources

Surface water, in the form of brooks, rivers, ponds, and wetlands, is abundant in many parts of Cavendish. Surface waters are vital to the town, providing scenic beauty, recreational opportunities, and groundwater recharge, as well as fish and wildlife habitat. The Black River is the most prominent body of surface water in the town. The river runs parallel to Route 131 along much of its length, and prompted the road's designation as a State Scenic Highway. The river is popular among kayakers and canoeists in early spring. A section of the river is stocked with trophy-sized fish during the fishing season. There are a number of fishing accesses including a newly designed access area along Route 131 that accommodates people with disabilities. The Cavendish Gorge, just below the village of Cavendish is an important scenic resource.

The Black River is an important resource for many recreational opportunities including swimming, and it is our policy to maximize sewage treatment improvement opportunities. The portion of the Black River that flows through Cavendish is impacted by both the Ludlow and Cavendish Sewage Treatment Plants.

Other important surface waters in Cavendish include Knapp Brook and Knapp Ponds, Twenty-Mile Stream, and several brooks and streams that flow into the Black River. Cavendish hosts Class II wetland areas, including Heald Swamp. Class III wetlands and vernal pools are also important since they serve as feeding and breeding areas for a number of plant and animal species. They provide safe breeding grounds for insects and amphibians because they do not support fish populations.

The town has two public wells and a state-approved wellhead protection plan which is in compliance with state and federal standards. (see Utilities and Facilities chapter). These public water sources supply the villages of Cavendish and Proctorsville. Water is supplied to residences in rural areas through private wells. The town wishes to maintain and improve the quality of its groundwater resources to insure the health and safety of those who depend on them.

Policies

1. Development that creates negative impacts shall be prohibited in headwaters of watersheds or areas supplying recharge water to aquifers.
2. Development shall be prohibited in areas where soil conditions and topography will cause pollution of ground or surface waters.
3. Development shall be prohibited on steep slopes where erosion is likely to occur.
4. The Black River is valued as both a scenic and recreational resource; in order to protect that resource, development is prohibited along the Black River corridor when such values will be negatively impacted.
5. Naturally vegetated buffer strips of at least 50-100 feet should be left next to all rivers, lakes, and ponds, and at least 50 feet next to streams and wetlands, so as to filter pollution, prevent erosion, and protect fisheries and wildlife habitat.
6. Development projects shall provide continued public access for recreational purposes to the Black River.
7. Development shall not degrade the water quality of the Black River and its tributaries.

8. The town shall advocate for the protection of existing swimming and fishing holes along the river.
9. Sewage treatment plans shall maximize opportunities to treat waste effectively and minimize the length of the C zone (mixing zone) in the Town of Cavendish in order to maximize swimming and recreational opportunities.
10. The legislative body and the Planning Commission of the Town of Cavendish will actively participate, as appropriate, in reviews of the Ludlow Sewage Treatment System to restore and improve the quality of water in the Black River in Cavendish to maximize opportunities for swimming, boating, fishing and other water activities.

Recommendations

1. Develop regulations that include an overlay district for aquifer protection areas.
2. Identify potential, new public access areas along the Black River and encourage design and construction of such areas.

Wildlife Habitat

The diversity of wildlife that is present in the town is an important part of its cultural heritage and is an indicator of its rural character. Residents and visitors enjoy hunting, fishing, and viewing wildlife from the many trails in town and within publicly owned forests and wildlife management areas. A significant amount of forested land in Cavendish is deer wintering area, according to the Vermont Department of Fish and Wildlife. According to the Vermont 1990-95 Deer Management Plan, deer wintering areas (deer yards) need to be protected from indiscriminate logging and residential and commercial development. Large wetlands, such as Heald Swamp, are critical feeding areas for large mammals such as moose and bear and provide breeding grounds for amphibians and fish.

The State's Natural Heritage Inventory indicates several spots that contain threatened or endangered plant or animal species. The State owns two Wildlife Management Areas (W.M.A.s) ð the Knapp Brook W.M.A. on the north end of town and extending into Reading, and the Hawks Mountain W.M.A. on the southeastern corner of town. Proctor Piper State Forest also covers a large area on the south side of the Black River. This area is managed primarily for forestry uses; wildlife habitat and recreation are also important uses for this land. The Black River Wildlife Area, behind the firehouse in Cavendish Village, is an important habitat area that is currently on privately owned land. Because of the importance of this area for wildlife habitat, recreation and educational purposes, the Black River Wildlife Area is a priority for conservation.

Policies

1. Wildlife habitat, particularly areas designated as deer wintering areas, production habitat, seasonal feeding areas, and locally identified travel corridors used by black bear, and Natural Heritage sites, shall be protected and maintained.
2. The diversity of indigenous plant and animal species shall be protected for their continued existence and proliferation.
3. Preserve the value of the wild habitat areas and deer yards found in large tracts of forested, undeveloped land, and in wetland areas. Ensure that development does not diminish the quantity and quality of these areas.

Recommendations

1. Town officials should continue working with local sportsman organizations and the State

Fish and Wildlife Department to develop a plan for stream and river habitat management and to assure a continued program of game fish stocking.

Flood Land Management

Residents of Cavendish have experienced two major floods within the last 100 years, one in 1927 and one in 1973. The 1927 flood destroyed much of lower Cavendish Village and many houses and barns, while the 1973 flood washed out mainly roads and bridges. Areas within the 100-year flood zone lie mainly along the Black River and Twenty-Mile Stream. There are some small areas of a 500-year flood zone along the Black River as well. The Town has developed Flood Hazard Regulations (adopted 1989) which provide rules for development within flood hazard areas. Generally, development is discouraged within the 100-year flood zone.

Policies

1. Development plans for lands subject to periodic flooding must comply with local, state and federal flood hazard regulations in order to protect the health, safety and welfare of the public.

Recommendations

1. Update and readopt the Townôs Flood Hazard Regulations.

Agricultural and Forest Lands

While Cavendish once hosted a number of active dairy farms and sheep farms, the town is now home to only one dairy farm. Only two parcels of land are taxed as farmland. Of the townôs 25,140 acres, 1,766 acres are pasture land and 971 acres are crop land. Agriculture is an important part of the townôs history, culture, and rural character.

Most of Cavendishôs land area is forested. Of the roughly three-fourths of the town that is forested (18,826 acres), 4,040 is state-owned land. The Department of Fish and Wildlife owns 2,420 acres, and the remaining 1,620 acres are owned by the Department of Forests, Parks and Recreation. These state-owned lands are managed for multiple uses, including hiking, snowmobiling, hunting, fishing, cross-country skiing. Proctor Piper State Forest is also managed for timber production through controlled harvests as part of a long-term management plan. A number of privately owned parcels are managed for wood production as well and are enrolled in the Stateôs Use Value Appraisal program. This program ensures that the land is managed according to a plan developed by a professional forester and provides an incentive for landowners to keep the land forested. Forest lands provide a natural system of air purification and soil stabilization as well as areas for recreation and wildlife habitat. When managed carefully, these lands also provide an important local economic resource through the production of timber.

Policies

1. Primary agricultural soils shall be given highest priority for farming or to such uses, which will maintain the potential for agricultural use.
2. Forest and agricultural lands shall be considered for their forest and agricultural productivity prior to any non-forest or agricultural uses.
3. Businesses or industries that add value to locally produced forest or agricultural products should be encouraged.
4. Developments and sub-divisions shall utilize cluster development to effectively preserve the productivity of prime agricultural and forest soils.

5. Require maintenance and enhancement of forest resources and implementation of sustainable forest management practices that provide habitat for diverse natural species, avoid high grading of timberlands, and follow Acceptable Management Practices.

Recommendations

1. The town encourages local farmers to focus their efforts on the development of sustainable methods of farming that are productive and profitable. Specifically, the town encourages farmers to pursue the following goals where feasible and practical:
   - Use Acceptable Management Practices (AMPs), farming methods that prevent water pollution, prevent soil erosion and degradation, and protect public health and safety.
   - Stabilize and increase farm incomes through crop and enterprise diversification.
2. Encourage private landowners to use Acceptable Management Practices for harvesting timber to protect the aesthetic and resource protection values of forest land.
3. Work with the Departments of Fish and Wildlife and Forests, Parks and Recreation to ensure that a balance is maintained between recreational, economic and conservation uses on state-owned land.
4. The Town should inventory and prioritize its primary agricultural soils.

Earth Resources

Earth and mineral resources, such as sand, gravel, granite, and marble, are important commodities for road improvement, building construction, drainage, and export. Historically, Cavendish was a source of granite and marble. While capital costs and reduced demand stopped the excavation of these materials in the town for many years, green marble is now mined for shipment abroad. There are several small-scale mica schist quarries in Cavendish. Sand and gravel are also mined in some locations in town.

While these resources are important commodities and provide materials necessary for construction and public infrastructure needs, their extraction can potentially be damaging to aesthetics and natural resources. Of particular concern are the following issues: 1) degradation of surface and groundwater quality through site erosion and discharges of contaminants into exposed surface areas; 2) destruction or imperilment of important wildlife habitat; 3) deterioration of scenic beauty; 4) localized air and noise pollution; 5) property devaluation; 6) structural deterioration of bridges and roads; 7) traffic and pedestrian hazards caused by increased truck traffic on both minor and major local roads; and 8) impacts on the historic and rural residential character of the town.

As discussed in the Goals and Objectives section, the lack of objectionable noise and preservation of our quiet, rural character is of critical importance. Further, Cavendish has developed a strong tourist economy and large-scale extraction of earth resources is not compatible or consistent with this new economic direction of the town. Earth extraction operations must be sufficiently distant and isolated from residential properties in order not to have an adverse impact upon their character or interfere with residentsôquiet enjoyment of their homes and properties.

Appropriately-scaled operations, which do not have negative impacts on environmental resources, special community resources, and quality of life enjoyed by our townspeople, should be supported. They must not negatively impact the quality of our natural resources and the quality of life enjoyed by our residents and visitors. This includes protecting residents from

activities from the operations which can cause adverse health problems and annoyance. These may include diesel fuel exhaust and dust pollution.

Policies

1. Provide for the wise and efficient use of Vermont's natural resources and facilitate the appropriate extraction of earth resources and the restoration and preservation of the aesthetic qualities of the area.
2. The extraction of resources must not adversely impact or interfere with the appropriate uses of special community resources, such as historic sites, scenic roads and areas, recreation areas, and tracts of undeveloped land that contain wildlife habitat and significant wetlands.
3. The extraction of earth resources must not result in a nuisance to neighboring property owners through noise, dust or other factors, or cause significant disruption of the quiet enjoyment of affected homes and property nor create a burden on public services.
4. The extraction of earth resources must not result in adverse impacts to affected property owners through the excessive generation of noise, air pollution emissions, fumes, dust, visual impact, and truck traffic.
5. Earth extraction areas shall be fully and effectively reclaimed and prepared for an alternative use or development.
6. Earth extraction operations and associated vehicular traffic must not compromise pedestrian or driving safety by increased volume of traffic and large trucks traveling on minor or major roads. Earth extraction vehicular traffic must not be routed through village areas when other reasonable alternative routes can be used.
7. In the opinion of the Town legislative body and Planning Commission, whenever feasible and practical, applications for earth extraction/removal activities shall include a site visit and a live noise demonstration at the Act 250 hearing and any reconsideration or appeal hearings. The live noise demonstration shall include the operation of all equipment simultaneously that would be used in earth extraction/removal processing and trucking. The hearing shall also include a blasting demonstration if requested by the Cavendish Planning Commission. The demonstrations shall include sound and vibration monitoring at affected properties.
8. If, in the opinion of the Cavendish legislative body and Planning Commission, a noise demonstration is not feasible then the application for earth extraction/removal, processing and related trucking shall include a noise study using CADNA A noise modeling. The modeling shall not include any noise attenuation due to foliage and the ground absorption factor shall be at a maximum of 0.5.

Cultural and Historic Resources

Evidence of Cavendish's past may be seen throughout the town in the historic farms and residences and in the villages of Cavendish and Proctorsville. The villages contain State Historic Districts. In addition, several structures in the more rural areas of town have been designated on the State List of Historic Places. The Cavendish Universalist Church and Glimmerstone are also on the National Register of Historic Places. The town recognizes that its historic structures and places are an invaluable, nonrenewable resource, and shall require the preservation and appropriate use of these structures through the Act 250 process. According to a survey

conducted by the Southern Windsor County Regional Planning Commission, the most important historic structures in Cavendish are the Universalist Church, the Academy Building, the Historic Society Building, the Old Jenny House, the recently relocated and renovated Freeman House, Bates Mansion, The Castle, The Cavendish Inn (aka Glimmerstone), the Joshua Parker Farm, the Henry Wiley house, the Cecilia Davis house, the James Down house, and the Crown Point Road.

In addition to its historic structures, the town has several cultural resources that are valuable to the community. These include the elementary school, Fletcher Memorial Library, the Historical Society museum in the Old Town Hall, and the war memorials in Proctorsville and Cavendish Villages.

Policies

1. Land adjacent to, land with views to, or land including areas of cultural or historic value shall be developed in a manner that will not reduce or destroy the value of the resource. Adverse impacts include noise, lighting, incompatible visual impacts, and traffic that affect the and enjoyment of these important resources.
2. Re-use of historically significant buildings and sites while maintaining and preserving their architectural and historic character is required unless the building is determined to be structurally unsound.
3. Necessary renovations of significant historic buildings and sites shall reflect the historic character of the resource and the historic district it is in, if so situated.
4. Renovations of buildings included in the state or national register of historic sites shall follow the standards of the Secretary of Interiors for renovation of historic structures. Renovations of buildings eligible for but not included in the state or national register of historic sites should be encouraged to follow the standards of the Secretary of Interiors for renovation of historic structures

Recommendations

1. Provide management and protection guidelines to insure the conservation of cultural and historic resources.

Scenic Resources

Preservation of scenic resources is of paramount importance to the citizens of Cavendish. Scenic resources are part of our rural character, our history and the reason many people choose to live and visit here. The scenic resources are a combination of natural, cultural, and historic elements in the town. Significant scenic resources have been identified in the Town of Cavendish that require preservation. A threat to our scenic rural countryside is uncontrolled subdivision. Poor planning, rapid changes, and uncontrolled subdivision can drastically affect the rural atmosphere, open space, and scenic values.

Visual Access

The Visual Access Map prepared by The Cavendish Partnership in March 1986 shows the location of important visual access and scenic viewpoints in the Town of Cavendish. This map shall be referred to in review of any Act 250 applications.

Scenic Roads

A significant and essential scenic resource that runs through the town is the Black River Corridor. The Black River Corridor travels east from the intersection of Route 103 to Weathersfield along the Black River and includes Scenic Route 131 which was designated as

one of three State Scenic Highways in 1998. The Route 131 Scenic Highway Management Plan, also completed in 1998, provides recommendations for maintenance and construction, and gives the Town a greater role in all work that is done along the route. It is the Townôs intention to maintain the scenic values along Route 131 while maintaining high standards of safety. Two other important corridors are Davis Road/20-Mile Stream corridor, and 20-Mile Stream Road/20-Mile Stream corridor.

Another valuable town scenic resource is the outlying rural forests and fields and the network of country and local low volume roads that connect our rural neighborhoods. Several town roads have been identified as having important scenic and rural qualities as well. Qualities include canopies over the roadway, scenic views, stonewalls, open fields, and lack of utility poles and streetlights.

Local Scenic Resources Include But Are Not Limited to the Following:

Resources	Location	Scenic Qualities
Scenic Route 131	The entire length of Route 131 in the Town of Cavendish	Follows the Black River. Unobstructed view of the river and lack of development along the river valley. No utility poles along the eastern portion of roadway.
Black River Corridor (East End)	From the Weathersfield Town Line to Whitesville Road	Characterized by spectacular views of the Black River, ridgelines and hillsides, and, but for a few exceptions, evidence of development is absent.
Black River Corridor (West End)	From Whitesville Road to Route 103	Characterized by the two villages, and the open, undeveloped areas on either sides of the two villages.
20-Mile Stream Road/20-Mile Stream Corridor	From Heald Road to the Reading Town Line	Open, pastoral views contained by ridges on either side. Scenic agricultural land along most of road.
Davis Road	From Heald Road to Center Road.	Closed in area with ravines on either side with very little development, flat rocks, swimming holes, remote and quiet area. Very dense canopy. Davis Road follows closely to the banks of Twenty-Mile Stream. Nice visual association with stream. Open fields and stonewalls that parallel road closer to Center Road. Views to adjacent hillsides.
South Reading Road	Top of Derby Hill	Outstanding combination of a well maintained row of maples and long-range views to the South. Maples are 10' or so off edge of road. Woods up hill have been selectively pruned, exposing a stonewall.
Felchville Gulf Road	From Senna Road to Town line	Dense canopy, closely follows stream, nice row of rock outcroppings.
Atkinson Road	1/2 mile from Center Road	Overhead canopy of maples.
East Road	Between Chambers and Chubb Hill	Stone walls, nice long-range view to Hawks Mountain, large maples.
Old County Road	South of Chaos Turnpike	Nice overhead canopy.
Brook Road	Entire road up to East	Follows brook, overhead canopy, views of brook.

	Road	
Greenbush and Stevens Roads	From Tarbell Hill Road to Town line	Follows brook, overhead canopy, views of Mount Ascutney.
Cavendish Gulf Road	Entire road	Tree canopies, rural qualities, historic railroad line, stonewalls along places in road. One of the first roads in town.
Areas Shown on Visual Access Map	All	Prepared by The Cavendish Partnership, March 1986

Policies

1. Proposed changes or development in these areas shall only be permitted if it does not detract from scenic resources.
2. The Route 131 Inventory and Management Plan (1998) should be referred to for specific recommendations regarding maintenance and resources along this road.
3. Maintain overhead canopies of trees on, and stonewalls along, scenic roads wherever possible.
4. Historic stone walls should not be destroyed or removed.
5. Ridgelines, hillsides, and wetlands are all important elements of the scenic views of Cavendish, as well as other bodies of water such as lakes, streams, and ponds and all require protection.
6. Scenic corridors shall be considered as a valuable town resource and shall be protected.
7. Land development such as subdivision shall be done in a manner to maintain or enhance the scenic resources described above.
8. Subdivision design shall preserve open space, incorporate clustering, preserve important features such as stonewalls, ridgelines, hillsides, and wetlands, avoid developing on steep slopes, and consider off-site views.

Recommendations

1. The Planning Commission will work with the Select Board to develop additional Land Use Regulations.
2. The Planning Commission should update the 1986 visual access map of the Town.
3. The Town should develop a policy regarding the maintenance of Town roads with reasonable impacts in road aesthetics including canopies.

Utilities and Facilities

The development of public utilities, facilities, and services should be based upon a projection of reasonably expected population increase and economic growth, and should recognize the limits of the Townôs human, financial and natural resources. In addition, any proposed public facilities should recognize the Goals and Objectives set forth in the Town Plan. The plan recommends the enactment of a Capital Program and Budget for the Town of Cavendish as authorized by V.S.A. Title 24 Chapter 117, Section 4426, thereby enabling Cavendish to plan for its future capital investments and operational needs. This step will provide Cavendish with a formal defined statement about Cavendishôs own growth capacities and limits. It would serve as a legal tool in Act 250 proceedings under Criterion 9 (A) ñImpact of Growth.ò

Water and Sewer

The Cavendish Municipal Water System serves both Cavendish and Proctorsville villages with a gravel-pack well that yields 156 gallons per minute. Presently, both villages use an average of 75,000 gallons per day. The two storage tanks, one in each village, have a combined storage capacity of 550,000 gallons. The main well for the Town is located in Cavendish village and is protected by a state approved wellhead protection plan that is in compliance with state and federal standards. Another public water source is located off East Road, at a private campground. While the Townôs current water supply is adequate to meet the present needs of the Town, changing water quality standards, high levels of certain minerals, and an expectation of growth prompted the Town to explore new sources in 2003. Six test wells were drilled, each with a minimum depth of 400-600 feet, to locate new groundwater sources. All tests were unsuccessful in finding a source with a sufficient volume of production to meet the Townôs needs. The Town made the decision to improve the quality of the Town water supply by the addition of a filtration plant. This facility will be an addition to the existing pump house.

Cavendish has one sewage treatment plant which serves both villages with a design flow of 150,000 gallons per day. It was expanded in 1991 to accommodate increased growth and the current 12-month average flow is 71,333 gallons per day. In 2004, the Town performed major maintenance on the plant, including sludge removal and replacement of aeration lines. It also made numerous improvements to sewer lift stations in recent years.

Currently, over 300 households and several commercial properties are hooked into the Town water and sewer systems. In the more rural areas, water is supplied through private wells, and sewage is disposed through on-site septic systems. According to Town health regulations, on-site systems on all parcels, including those larger than ten acres, must meet all current state regulations.

Policies

1. Provide Town residents with a pure, clean water supply, and a safe efficient sewage treatment system.

Recommendations

1. Upgrade public water and sewer systems as needed to maintain efficiency, ensure environmental soundness, and provide quality product and service.
2. Research potential sites for new Town water supplies.
3. Delineate aquifer protection areas for the Town water supplies.
4. The Town shall develop a Capital Budget Program

Solid Waste Disposal and Recycling

Cavendish is part of the Southern Windsor/Windham Counties Solid Waste Management District (SWCSWMD), which has prepared a Solid Waste Implementation Plan. This Plan has been submitted to the State and is currently in the review process. The SWCSWMD has hired a Solid Waste Program Coordinator to assist District towns with solid waste issues and recycling efforts. The Coordinator's position is contracted to and housed at the Regional Planning Commission. All SWCSWMD member towns are also members of the bi-state agreement under the NH/VT Solid Waste Project. Member towns have entered into a contract requiring all municipal waste to be tipped at the Wheelabrator incineration facility in Claremont, NH. The Project's contract with Wheelabrator is scheduled to expire in 2007, at which time the Town must seek alternative options for waste disposal. It is important for town officials, District Representatives, and local residents to contribute to the planning process in anticipation of these changes. The SWCSWMD also operates a household hazardous waste collection program twice a year, with collection points that vary among towns in the region.

Cavendish has a transfer station next to the sewer plant on Route 131 that handles normal household refuse and a limited amount of non-toxic construction debris. It also has a recycling station that can handle glass and tin, mixed metals, and non-contaminated waste oil. Toxic waste is not allowed at the transfer station. The Cavendish Transfer Station has sufficient capacity to accommodate the current population needs. The Springfield Recycling Center handles a broader range of materials and is often used by Cavendish residents. Appropriate storage and disposal of waste materials is vital in maintaining the environmental quality of Cavendish. The Town of Cavendish is a member of the New England Resource Recovery Association. The Town would not allow the establishment of any long term waste disposal facility for radioactive, toxic or hazardous substances.

Policies

1. Waste material, whether from agricultural, industrial, household, mining or other sources, should be:
    - Limited at the source. It is better to prevent waste from developing within rather than transport to the transfer station and having to manage it.
    - Managed to prevent environmental damage, to avoid negative impacts on natural resources, and prevent nuisance to neighbors.
    - Maximize recycling opportunities.
    - Waste material should be disposed of in an efficient, cost-effective, and environmentally sound manner

Recommendations

1. Educate residents about ways to reduce waste at the source through methods such as home composting, recycling, and environmentally-conscious buying habits.
2. Investigate the possibilities for increasing the number of types of recyclable materials collected at the Town transfer station.

Electric Utilities

The Town of Cavendish is served by two electric utility providers, Ludlow Electric and Central Vermont Public Service (CVPS). Ludlow Electric serves the village of Proctorsville and a limited number of residents on the west side of town, while CVPS serves the remainder of town

including the Cavendish Village. There is a CVPS hydroelectric plant at the Cavendish Gorge that is capable of generating up to 1,600 KW per hour. Vermont Electric Power Corporation (VELCO) owns a major substation and a transmission line that runs through the town.

Policies

1. Provide residents with safe, effective and efficient electric utility service at reasonable rates.
2. Utility lines should be placed in areas designated for growth.
3. New utility lines should be placed along existing corridors whenever possible; multipurpose use of utility corridors is encouraged.
4. The location or relocation shall not have a negative impact upon aesthetic and natural resources.
5. Encourage common use of utility poles for telephone, electric, cable, and fiber optic lines.
6. The town encourages the installation of underground utility lines for new construction.
7. For the relocation of existing overhead lines to areas where no existing lines exist these lines shall be installed underground.

Communications Towers and Structures

The maintenance of a modern and accessible telecommunications network is essential to the public welfare. Public safety agencies, such as emergency medical services, fire and police departments, rely on broadcast and communications facilities to provide essential services. In addition, a modern and accessible telecommunications network provides communities with economic, social and cultural benefits.

At the same time, network infrastructure should be developed in an efficient, safe, and thoughtful manner. Possible impacts upon scenic and cultural resources, aesthetics, and public health and safety should all be considered during the planning process.

One subject of particular concern is the location and construction of communications towers. These structures and their supporting infrastructure (such as power lines, access corridors, and support buildings) can alter mountaintops and ridge lines in ways which negatively impact scenic resources vital to the Townôs economic future and cultural richness. Aesthetic concerns will increase as the number of undeveloped mountaintops and ridge lines decreases. In addition, there are concerns about the health effects of the electromagnetic fields generated by broadcast and telecommunications facilities, and the safety of the structures once they are built. These concerns must be addressed as new opportunities are made available to the Town through emerging telecommunications technology.

Policies

1. Provide residents with the benefits of an integrated and modern telecommunications network while minimizing the economic, aesthetic and cultural costs of its development.
2. Existing tower space and supporting infrastructure should be utilized to the fullest extent possible.
3. New towers, access corridors, and utility poles serving towers should not be sited or constructed where a practicable alternative exists. Those wishing to provide new or expanded communications services should utilize existing structures whenever possible. Owners or operators of existing tower space should facilitate the sharing of space to the

fullest extent possible. Those building new towers or support infrastructure shall not prohibit the sharing of those facilities by other users for reasons other than frequency interference or avoiding a demonstrated risk to public health. The use of existing structures, such as water towers and buildings, to support telecommunications broadcast equipment is encouraged wherever appropriate and where it will not have a negative impact on significant historic or aesthetic resources.

4. To conform with this Plan, those installing new transmission facilities shall demonstrate that public exposure to Radio Frequency (RF) radiation will not exceed applicable Federal Communications Commission (FCC) standards for human exposure. Telecommunication towers, including cell towers, must be reviewed for impacts to visual aesthetics of the area both from short and long view perspectives. Where possible, tower configurations which fit into the landscape, e.g. cell towers that look like trees, etc., should be used.
5. Siting and design of communications towers and facilities (including any support and maintenance structures, necessary access corridors, and utility lines) shall minimize impacts on natural, scenic, and aesthetic resources. In the event that the use of a tower or other equipment is discontinued, the site should be restored to its natural condition, or to the condition that existed prior to construction or installation, as appropriate.
6. In order to conform with this plan, the Secretary of the Vermont Agency of Administration must notify the legislative body and the planning commission before allowing the use of state property in the Town for a two-way, wireless communication facility under 30 V.S.A. § 227b. The following sites are inherently and especially sensitive, and the siting of new towers and support infrastructure in these areas is discouraged:
    a. Hawks Mountain
    b. The Alps region
    c. Ball Hill in Proctor Piper State Forest
7. The Town encourages the improvement of already established telecommunication infrastructure such as telephone and cable lines to enhance state-of-the-art tele-communication opportunities for residents. Examples of this include DSL transmission over existing telephone lines and high-speed Internet access over TV cable lines.
8. Utilities should be encouraged to provide and expand high speed internet services to include town wide coverage.

Fire, Ambulance, and Police Services

Presently Cavendish has two volunteer fire departments, each with a tanker and pumper and other apparatus. They are housed in two buildings, one in Proctorsville, and the other in Cavendish. The fire departments belong to a mutual aid system with other neighboring towns. The ambulance service is run by a core of volunteers and housed in the Proctorsville Fire Hall**.** Presently, there is only a first responder service (no ambulance) though a reinstatement of ambulance service is anticipated. Cavendish does not have a police force, but does have a constable and is connected to the Vermont State Police barracks in Rockingham. The Windsor County Sheriffôs Department in Woodstock provides part-time patrol coverage to Cavendish on a contract basis.

Policies

1. Provide the residents of Cavendish the best possible fire fighting and emergency medical services by supporting improvements to these services that are prudent and necessary.
2. Support any prudent measures that would increase the State police and Windsor County Sheriff patrols of our roads.
2. Reduce the speed limit on Route 131 within the Town and then enforce it.

Recreation

The Town currently has two playgrounds, one next to the Town Office and one at the Elementary School, and two little league fields at Greven Field. Fletcher Field offers additional baseball and soccer fields. Knapp Ponds offer fishing, canoeing and kayaking opportunities. Proctor Piper State Forest offers good hiking and hunting opportunities. The Black River is an important recreational resource, and is a popular designation for fishing, kayaking and canoeing, and enjoyment of its scenic qualities. A section of the river, from Tarbell Hill to the Weathersfield Town line, on the east end of town is designated as a trophy trout stream and is specially stocked by the State Fish and Wildlife Department.

The Town recognizes the importance of a bike and pedestrian path system that connects both villages as well as bike paths from other towns. In addition, residents enjoy hunting, hiking, biking, cross-country skiing, snowshoeing and snowmobiling on many of the trails located in town.

Policies

1. Maintain and develop Town recreation areas to ensure continued use and enjoyment of these facilities by all residents.
2. Maintain and enhance important scenic and natural resource areas for long-term enjoyment by current and future generations.
3. Roads that are classified as Class IV town highways or trails shall remain in Town ownership and should remain available for recreational purposes.

Recommendations

1. Include Town recreation facilities in a long-term capital improvement plan.
2. Work with local sportsmen's organizations and the State Fish and Wildlife Department to assure a continuing program of stocking to maintain an adequate supply of game fish and proper stream management to provide desirable fish habitat.
3. Coordinate open space plans and river preservation plans to protect the Black River as a valuable scenic and recreational resource.

Child Care Facilities

Eight home-based, registered (ten or fewer children) childcare facilities and one licensed center in Cavendish are currently listed with the State of Vermont. In addition to these facilities, residents rely on informal childcare arrangements within the town or regional resources outside of town that are either licensed or registered. The childcare resource and referral agency for Cavendish is the Springfield Area Parent Child Center, which is located in North Springfield.

Recommendation

1. Plan for the future demand for childcare services that are safe and affordable and integrate child care issues into the planning process as appropriate.

Town Government Administration

The Town of Cavendish is governed by a five member Board of Selectmen whose policies are administered by a Town Manager.

Education

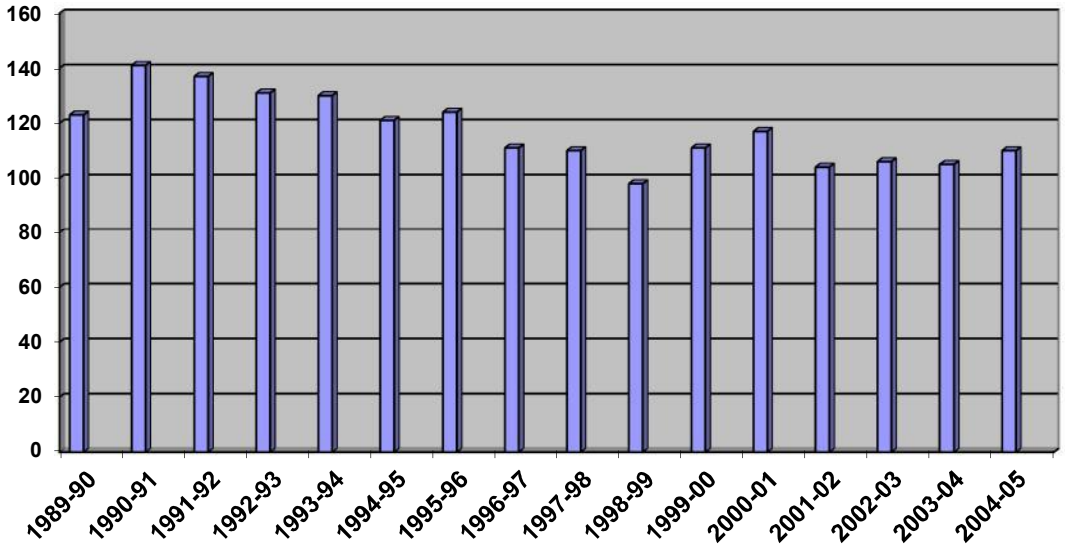
The residents of Cavendish recognize that a strong school system has a positive influence on the community. For this reason it is important that the town keep, maintain, and enhance the elementary school. It is integral to the identity of the town. The school provides a safe educational environment for students and a community building that serves as a focal point for community activities and events.

The Cavendish Town Elementary School (CTES), built in 1959, has the capacity to accommodate 140 students and is located in Proctorsville. CTES serves grades K-6. Grades 7-12 attend Green Mountain Union High School in Chester. The total number of students has fluctuated over the years. (Table 1).

Table 1 — Enrollment History of Cavendish Town Elementary School

	'45	'50	'55	'60	'65	'70	'75	'80	'85	'90	'95	'98	'01	'04
Total enrollment (K-6)	136	136	116	106	112	139	144	150	117	130	114	110	104	105

Cavendish Elementary School Enrollments 1989-2005



The Cavendish Town Elementary School provides extremely high quality educational opportunities for its children as evidenced by consistent scoring on all state assessment programs or meeting or exceeding the standard for language arts, science, math, and science. In 2003, the school was voted a ñMedallion Quality Schoolòby the Vermont Business Roundtable based upon comparison of statewide testing results of objective testing.

The Cavendish Town Elementary School was completely renovated during the summer and fall of 2004. The project included a new design of the old building, and an addition. The facility has a building-wide wireless internet system; lighting inside and outside controlled by motion and light sensors; individual room controlled heat and air exchange monitored by a web-based computer system; and air conditioning in the community/school library.

The school has always been available as a community center, and the citizens of the town are encouraged to take advantage of this beautiful resource. With the additional space, the facility can host additional community events and activities that enhance the lives of the citizens of the Town of Cavendish.

The school now has appropriate ADA compliant classrooms and office space for all staff and teachers. The building has a very large and well-equipped Arts Center where art classes, music classes, instrumental lessons and band are routinely held. There is space in the new building for private counseling with students and families, appropriate rooms for testing, and a conference room for larger meetings. The Arts Center is used for after school activities including an art club, chorus, band and Respect Club. In the evening, the Center is often used for professional development activities for the staff of the Supervisory Union.

According to recent enrollment figures and estimated school capacity, the Cavendish Town Elementary School has the ability to accommodate 35 additional students. Large or rapid increases in the number of students may necessitate additional teachers or larger class sizes. New development should occur at a pace that will maintain a reasonable level of growth in educational resources and the resulting tax rate.

Vocational and technical education programs are available to students of the Green Mountain Union High School at Springfield High School. River Valley Tech Center and the Howard Dean Education Center whose partners are Vermont Tech (formerly Vermont Technical College), Johnson State College, Community College of VT, River Valley Tech Center, University of VT, Three River Valley regional business/education partnership, and Vermont State Colleges. Adult and Continuing Education classes and programs are also offered though these institutions.

Facilities that are used by many town residents include Stepping Stones Pre-School and Fletcher Farm School for Arts and Crafts, a non-profit crafts studio that offers art classes on the property owned by the Fletcher Foundation, and Opportunities in Learning, an alternative education program.

Pre-school facilities in the area include Stepping Stones in Cavendish as well as some other private schools in surrounding towns. The town of Cavendish gives financial support to the Stepping Stones preschool and supports its programming. In addition, the Cavendish Town Elementary School is also investigating the possibility of opening a pre-school program at the school.

Policies

1. The Town should continue to provide the residents of Cavendish with the best possible educational facilities and curriculum within its means.

2. New development should occur at a rate at which the town can still provide a level of excellence in education at the schools. Where necessary, development shall be phased to allow the town to accommodate the growth without creating overcapacity or diminishing the quality of education.
3. If development imposes an undue burden on the schools, such as exceeding capacity or detracting from the quality of education, the developer will be required to contribute to defray the associated costs.

Recommendations:

1. The School Board, with input from other town officials, should develop a long-range educational plan that identifies current and future needs of the Cavendish educational system.
2. To develop the education facilities impact fee ordinance.

Transportation

Cavendish has seen a steady increase in traffic volume; especially on Route 131 and some back roads. This increase is due to the rise in truck traffic on Route 131 and residential development in rural areas. The challenge to the Town is to accommodate the increased traffic flow while maintaining the special rural character of our roads. Making our roads safe and free of hazards is of paramount importance. However, the elements that make our roads so special, such as the canopy created by stately old maples or undulating stone walls and pastoral vistas, contribute to our sense of place and shall be preserved and enhanced. The Town recognizes that there should be a balance between aesthetics and the safety of all users of our roads.

Roadway Inventory

Regional highways connect large population areas and other State highways. They include Interstate highways; U.S. and State highways, such as Routes 103 and 131; Class 1 town highways, which are town-maintained sections of U.S. and State highways within the urban area; and Class 2 town highways, which provide through connections to other towns such as Twenty-Mile Stream Road and Tarbell Hill Road. Vermont State Scenic Highway Route 131 runs east-west through the town and Route 103 runs north-south. Route 103 is designated as part of the National Highway System (NHS). NHS roads are intended to be part of an ñinterconnected system of principal arterial routesòthat ñserve inter-state and inter-regional travel.òRoute 103 is also a Designated State Truck Route, which places it above other non-Truck Network state routes in priority for improvements. Traffic on both Route 131 and Route 103 has increased steadily through the years with a noticeable increase in truck traffic. This is of particular importance, especially on Route 131, since it runs through both villages and in front of the Cavendish Town Elementary School. Issues such as speed and safety, noise, and quality of life should be addressed. The Town supports efforts to maintain safety due to the increase of traffic on Route 131. In 2004, flashing yellow lights for the school zone were added in both directions approaching the school on Route 131.

Cavendish Highway Miles by Classification

Highway Classification	***Miles***	***Total Miles***
Interstate Highways	0	
State Highways (Non-Interstate)	11.822	
Total State Highways		11.822
Class 1 Town Highway	0	
Class 2 Town Highway	11.850	
Class 3 Town Highway	42.950	
Total Town Highways		54.800
Class 4 Town Highway	3.825	
State Forest Highway	3.693	
Private Roads	6.831	
Total Right-of-Way		80.971

Source: VTrans, VCGI, 2004

Local roads are all town-maintained highways that provide primarily local access and are passable all seasons of the year. Local roads consist primarily of Class 3 town highways. In general, through traffic should be discouraged on these roads in order to preserve the rural appearance and way of life in Cavendish. The purpose of these roads should be to provide access to properties and should discourage high-speed travel. Local roads within villages share

many of the same characteristics as their rural counterparts; and because they provide access on a much more concentrated scale, safety is a significant concern.

Annual Average Daily Traffic (AADT) at Select Locations in Cavendish

		Annual Average Daily Traffic (AADT)			
Route/Road	***Location***	***2003***	***2002***	***2001***	***2000***
Felchville Gulf Rd (TH2)	0.4 miles north of Knapp Rd	270			
Twenty Mile Stream Rd (TH3)	0.1 miles south of Heald Rd	630			
Twenty Mile Stream Rd (TH3) *	0.5 miles north of VT 131	772	659	652	673
Twenty Mile Stream Rd (TH3)	5 miles north of VT 131	710		630	
Depot St (TH1)	just south of Greven Rd	690			
Depot St (TH1) *	near railroad tracks	819	903	712	1025
VT 103	near Ludlow TL		8,200		7,600
VT 103 *	just south of VT 131	5,665	5,996	7,120	5,788
VT 103	just south of Cutoff Rd		5,400		5,100
VT 131/Main St	0.4 miles east of 20 Mile Stream Rd	2,900	3,200		
VT 131 *	0.25 mile east of Cavendish Village		3,104	2,137	2,267
VT 131	0.2 miles east of Tarbell Rd		2,000		
VT 131	0.1 miles west of Depot St		2,900		
VT 131	0.1 miles east of Depot St				3,500

Source: Vtrans, SWCRPC (*)

Private roads typically serve the same purposes as Class 3 town highways, but are privately constructed and maintained. It is important that private roads provide adequate and safe access for residents, typical residential delivery services and emergency vehicles. Private roads should be held to the same standard as Class 3 town highways for safety reasons and to protect the Townôs interest if a private road is ever considered for reclassification as a town highway.

Class 4 town highways and legal town trails often both serve as ñtrails,ò but are separate and distinct under State statutes. Class 4 town highways are all other town highways. Class 4 town highways are public rights-of-way, usually not maintained in the winter, and maintenance may be provided only where deemed necessary by the Town. (Typically, Towns are responsible for minimal maintenance of culverts and bridges on Class 4 town highways.) Class 4 town highways are important resources for recreation, access for forestry and agricultural activities, and potential access for future development. The Town should not allow development on lands accessed exclusively from a Class 4 road, unless the developers upgrade the Class 4 to Class 3 standards.

Legal town trails are public rights-of-way, but are not considered highways. The town is not responsible for the maintenance of trails. Class 4 roads can be reclassified as legal town trails, which still maintain the public right-of-way but are not a responsibility of the town for construction, maintenance, repair or safety.

Bicycle and Pedestrian Facilities

Routes 131 and 103 and Twenty-Mile Stream Road were identified in the Southern Windsor County Bicycling and Walking Plan (1997) as widely used by bicyclists and bicycle touring

groups. However, heavy traffic and narrow shoulders make these roads dangerous for bicyclists, especially children and less experienced riders. Where safety concerns and road widths allow, the Town supports the narrowing of travel lanes and widening of shoulders for bicycle traffic. In village centers, where widening of shoulders may not be possible, alternate routes or separate paths may be necessary for bicycle traffic. In 1995 and 1999, the Town participated in a technical assistance program to complete a feasibility study for a bike path that would connect the villages of Cavendish and Proctorsville, and would continue to Fletcher Fields on the border of Ludlow. The Town supports the construction of this pathway as long as it has no negative impacts on natural or cultural resources and is planned in a fiscally responsible fashion.

Larger employers (more than 15 employees) should consider including parking facilities for bicycles in their parking areas. Public institutions such as schools, libraries and town offices should also consider these amenities.

Pedestrian walkways in both villages are either nonexistent or in disrepair. In 1999, sidewalks were constructed and bike racks installed around the village green in Proctorsville in conjunction with the Proctorsville Revitalization Project. The Proctorsville Curb and Sidewalk Project is currently an active project to provide curbs, sidewalks, landscaping, and appropriate drainage improvements for the remainder of the roads in both village centers. Funding is provided through the Vermont Agency of Transporation Local Transportation Facilities Program and Transportation Enhancement Program. The project has been on hold pending right-of-way issues in Proctorsville and the water main replacement project in the Village of Cavendish. However, construction is expected in 2007. Traffic calming should also be introduced to improve the safety of pedestrian traffic. The town should complete an assessment of sidewalks in other parts of town in order to determine the long- and short-term needs for maintenance and construction of these facilities. The Regional Bicycling and Walking Plan includes guidance on how to conduct a sidewalk inventory and needs assessment.

Commuter Patterns

The following two tables provide some insight into the commuting patterns of Cavendish residents. Based on the top six workplaces with the highest number of workers, a large number of residents, 218 out of a total of 650, work in Cavendish, and the mean travel time for work is only 26 minutes.

Travel Time to Work	Workers	% of Total Respondents
Commute Less than 5 minutes	48	7.4
5-9 minutes	91	14.0
10-14 minutes	133	20.5
15-19 minutes	70	10.8
20-29 minutes	98	15.1
30-44 minutes	88	13.5
45 or more minutes	122	18.8
Mean travel time to work (minutes)	26.1	---

Where Cavendish Residents Work (top six)	Number of workers
Cavendish	218
Ludlow	156
Springfield	80
Chester	30
Rutland	23
Claremont, NH	17

Source: 2000 U.S. Census

Road Policy and Maintenance

New roads constructed for the purpose of accessing subdivided lands, single residences or other types of development, or old roads reactivated for similar purposes, will not necessarily be conveyed to the town for maintenance purposes. Historically, each new project is reviewed to determine whether or not it would benefit the town to take possession of the roads. However, these private roads must meet Town Road Specifications in order to accommodate emergency vehicles. The Town should determine which old roads might be reclassified as trails or discontinued through proper legal procedures**,** keeping in mind the cost of reactivation of neglected roads and the need to preserve undeveloped open spaces in the Town.

The south end of Depot Street in Proctorsville poses a transportation safety issue because the wide road leading off of Route 103 results in speeding traffic entering the Village. The Town recognizes the need to address measures to slow traffic, reduce the width of the road and add appropriate trees to create a boulevard effect.

Traffic calming is the use of self-enforcing, physical measures to reduce speed, alter driver behavior, and improve conditions for non-motorist street users. Examples include the use of striping to clearly define pedestrian crossings, bike lanes, lighting, and raised pavement. Traffic calming can achieve increased pedestrian safety, lower traffic speeds, and more livable village centers.

The town also recognizes the need for an active forestry program to promote tree planting and management along our village streets, back roads, and public spaces. In addition, improvements and changes are needed at the intersections of Main Street and Route 103 and Depot Street and Route 103 to improve the flow of traffic, reduce through truck traffic on Depot Street, and improve safety issues

VT Route 103 functions as one of the primary travel corridors for the Okemo and Killington ski resorts and exhibits high traffic volumes and intersection congestion during busy times at the ski resorts. As a result of recent Act 250 decisions on Okemo's Jackson Gore expansion plans, the RPC has developed a new analytical tool for assessing the impact of this proposed development, through an ongoing Ski Corridor planning process. This tool will help to identify mitigation techniques for this increased traffic and make this highway corridor function more safely and efficiently. In addition, Connecticut River Transit, the Town of Ludlow, Okemo and the RPC continue to work on utilizing existing transit services to reduce internal automobile trips in and around the resort and surrounding tourist facilities, such as the Cavendish Pointe Hotel.

Access Management

Commercial development along long stretches of major highways may soon create traffic problems from all the separate access points for the businesses that spring up along a corridor. Towns can manage traffic flow and safety and preserve the carrying capacity of roads through the proper design and spacing of driveways and curb cuts to public roadways and businesses. This focus on the connection between transportation plans and land use reduces congestion and promotes more desirable land use patterns.

Access management principles have been a part of roadway design for many years. Freeways function to move large volumes of traffic at high speeds for long distances because access is limited. In contrast, residential streets function primarily to provide access to homes at low speeds. The key to effective access management is linking appropriate access design to roadway function. Successful access management protects and enhances property values and potential land use, while preserving public investment.

Transportation - Land, Rail and Air

Connecticut River Transit (CRT) currently offers commuter bus service and Medicaid transportation in southern Windsor County and Windham County. Current transit services include bus routes to Chester, Springfield, and Windsor, as well as connections between Springfield and Brattleboro, Springfield and Hanover, NH, Bellows Falls to Okemo, and Bellows Falls to Springfield. CRT works cooperatively with human service agencies to provide transportation services to the elderly and persons with disabilities. CRT also offers ridesharing services and maintains a database of people interested in carpooling. Service information is available online at www.crtransit.org or by calling (802) 885-5165.

Green Mountain Railroad (GMR) travels through Cavendish on the route that extends from Bellows Falls to Rutland. Currently the tracks are used mainly for freight traffic. An excursion train, the Green Mountain Flyer, runs from Bellows Falls to Ludlow during the fall foliage season. Okemo Mountain Resort, with assistance from the State and the Southern Windsor County Regional Planning Commission, contracted with Rail Trac Associates to complete a Passenger Rail Study on the GMR line, which was completed in 1999. The feasibility study was designed to determine the costs and market for improving the tracks to expand passenger rail service. The respondents consisted of skiers, travel agents, ski clubs and other recreational groups, and commuters in the greater New York City area. The skier survey showed that, of the 699 respondents, 73% would use train service if available. Of the 227 commuters surveyed in the New York City area, 64% said they would consider using a ski train. Travel agencies interviewed were generally in favor of the ski trains; ski clubs indicated they would be interested if the packages were attractive and the schedule was accommodating. The engineering portion of the Passenger Rail Study indicated that extensive track improvements would have to be made in order to accommodate Amtrak trains at higher speeds (55 mph). The study concluded that such improvements are feasible. A separate study looked at the market potential for expanding freight service on the line.

The closest commercial airports to Cavendish are in Rutland, VT and in Lebanon, NH. Larger commercial airports are located in Burlington; Manchester and Concord, NH; and Hartford, CT. Hartness State Airport, located in Springfield, has the second longest runway in the state, after Burlington. It is used daily for general aviation and gliders, and weekly by the Catamount Combined Squadron of the Vermont Wing of the Civil Air Patrol (CAP), the civilian volunteer auxiliary of the U.S. Air Force. Hartness is used on a less frequent basis for transportation to local ski areas, national and local soaring events, corporate jets for business and events in the Vermont and New Hampshire areas adjacent to Springfield; National Guard and CAP training missions; and Vermont State Police and CAP drug enforcement activities; disaster relief, and search and rescue missions.

Policies

1. The Crown Point Military Road should be considered a recreational as well as cultural resource. Support efforts to restore the original alignment and make it accessible by foot.
2. Support efforts to create a bike path system through the town and coordinate with other towns to connect the paths.
3. Support all modes of transportation so that residents may choose to become less dependent on single-occupancy vehicles.
4. Bicycle and pedestrian circulation and access should be considered when planning for the development of property in the villages of Proctorsville and Cavendish.

5. Prohibit the relocation of cross-country overhead utility lines to roadsides, unless the proposed, new lines are underground.
6. All effort shall be made to consolidate driveway curbcuts in developments and subdivisions.
7. Commercial and private aviators shall utilize existing regional aviation facilities for their activities. The installation and/or construction of landing sites for commercial and personal aircraft are prohibited in the Town of Cavendish. This prohibition specifically does not apply to police, emergency and disaster response aircraft which may land and takeoff as may be required and safely accomplished.

Recommendations

1. Institute measures to reduce the speed at which vehicles travel through our town, especially village areas. These measures may include reducing the posted speeds, posting speed limits, enforcing the limit and introducing traffic calming measures.
2. Seek out and apply for federal and state grants that would improve our village pedestrian walkways and tree plantings.
3. Keep most of the roads as local town roads. Improve them only as needed for negotiability in winter, protection from washout and economy of maintenance. Minimize any damaging effects of such improvements to scenery, trees, plant life, surface waters, and wildlife areas.
4. Determine which roads should be reclassified as trails through proper legal procedures, keeping in mind the cost of reactivation of neglected roads and the need to preserve undeveloped open space in the town.
5. Assess the condition of and need for sidewalks in village centers in order to determine the long- and short-term needs for maintenance and construction of these facilities. Rehabilitate and create curbs and sidewalks in the village centers.
6. Post signs at the roads entering the village areas asking trucks to refrain from using engine brakes in the villages.
7. Develop and adopt a town ordinance to prohibit the installation and/or location of personal and commercial aircraft landing sites within the Town of Cavendish.

Energy Resources

Increased energy demands and the high cost to provide them are leading to efforts to conserve existing energy resources and to search for alternative solutions to energy problems. Environmental concerns such as air pollution and acid rain are directly linked with energy consumption. Combustion of fossil fuels results in the release of õgreenhouse gases,ò and acid rain that has impacted many lakes and streams in the Northeast.

While the Town of Cavendish has not yet seen these direct negative impacts of energy consumption, there are some concerns that affect local residents. The costs of electricity are particularly high in Vermont. In addition, the cold climate requires additional forms of energy for heat such as fuel oil, propane, or wood. In order for residents to heat their homes more efficiently and effectively, there are a number of measures that may be considered during the planning and design stages of home development and rehabilitation. Recent state regulations require that all new homes meet certain standards of energy efficiency. These may include use of passive solar energy through home location, insulation, storm windows and fuel-efficient heating systems.

Proper land use techniques can be employed to achieve energy conservation. The siting of structures to maximize solar gain, proper slope orientation and the utilization of trees as wind barriers are all effective tools when designing for energy conservation. New development should incorporate these and other energy conservation measures.

The use of hardwoods for fuel consumption is a reasonable alternative to non-renewable sources because it is available locally and when used in a modern, clean burning stove does not pollute the atmosphere nearly as much as older technology stoves and burners. Harvesting of cordwood that is based on sound forest management plans does not degrade forests and streams. In addition, locally produced cordwood contributes to the local economy, creating jobs and keeping dollars within the community.

Other locally available renewable energy resources include biodiesel, wood pellets, wind and solar. Biodiesel can be used wherever petroleum-diesel is now used. It can be used in oil furnaces or oil fired hot water heaters. It can often be used in any vehicle or machinery that uses petroleum diesel with no modification to the engine.

Hydroelectricity is another form of energy that is produced within the Town of Cavendish. While hydroelectricity does not discharge harmful emissions into the air, dams must be constructed and operated in ways which minimize harmful effects on water supply and fish habitats in the townôs rivers and streams.

Energy and Transportation

According to the 2003 Southern Windsor County Regional Plan, base forecasts for Vermont energy consumption indicate that total energy use is expected to increase 54% between 1990 and 2015. This increase is projected to be from growth in transportation, commercial and industrial energy use. In addition to promoting efficiency in home-building and heating, towns may encourage energy conservation through the design and use of transportation systems. Public transportation, ride sharing, and the development of bicycle and pedestrian facilities are all ways of reducing the number of cars on the roads and the amount of gasoline consumed. Planning that promotes commercial development in downtowns rather than along highway corridors, will encourage people to park and get out of their cars. The Town has addressed many of these issues further in the Transportation and Land Use chapters of this plan.

Policies

1. Promote the wise use and conservation of all energy resources by encouraging residents and business to take advantage of State and Federal programs designed to promote conservation and reduce energy consumption. This may include the investigation of potential solar and wind energy generation sites.
2. Support the Use Value Appraisal (Current Use) Program to stimulate cordwood production and improve forest management.
3. Encourage small scale, non-commercial alternative energy sources such as solar and wind power as long as they do not negatively impact aesthetics, ridge lines, or other natural and scenic resources.
4. Promote the development of a transportation system that encourages use of public transportation and ridesharing and enables increased non-motorized vehicle and pedestrian traffic. Emphasize links between schools, stores, work and home.
5. Encourage towns to ensure that the design, location, and maintenance of existing and future transportation systems are consistent with the land use patterns recommended in this Plan.
6. Encourage architects and builders to examine alternative energy resources in the design and construction phases of residential development.
7. Encourage the concentration of energy-intensive facilities, housing, and other uses to prevent the expense of distributing energy over large geographic areas.
8. Encourage the location of community services, retail sites, public utilities, day care centers, state offices, post offices and other frequently visited sites within walking distance of residential areas.

Recommendations

1. Provide residents with information concerning methods of reducing energy consumption in the home (such as weatherization, upgrading of energy-efficient appliances, etc.) and the use of alternative energy resources.
2. Provide information regarding new energy efficiency standards required by the Vermont Department of Public Service to home-builders and local residents.
3. Encourage the use of renewable energy resources whenever possible and explore local tax incentive programs for renewable energy power generation.

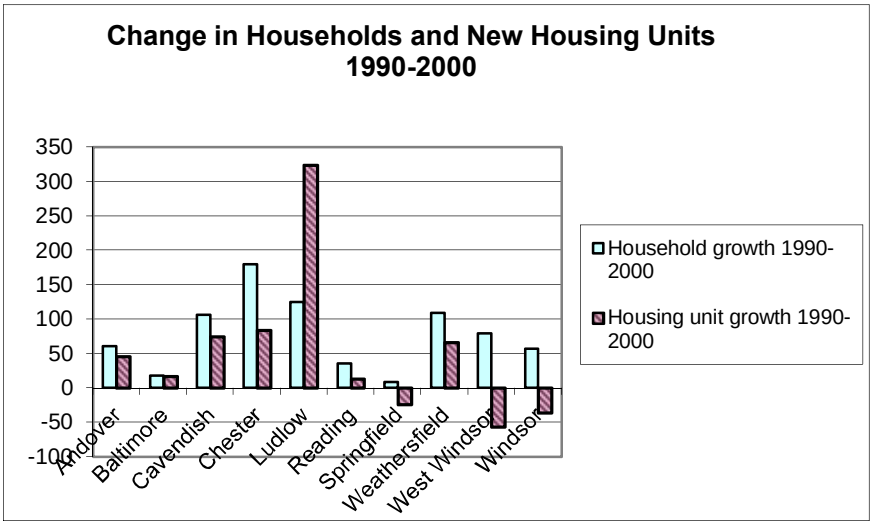
Housing

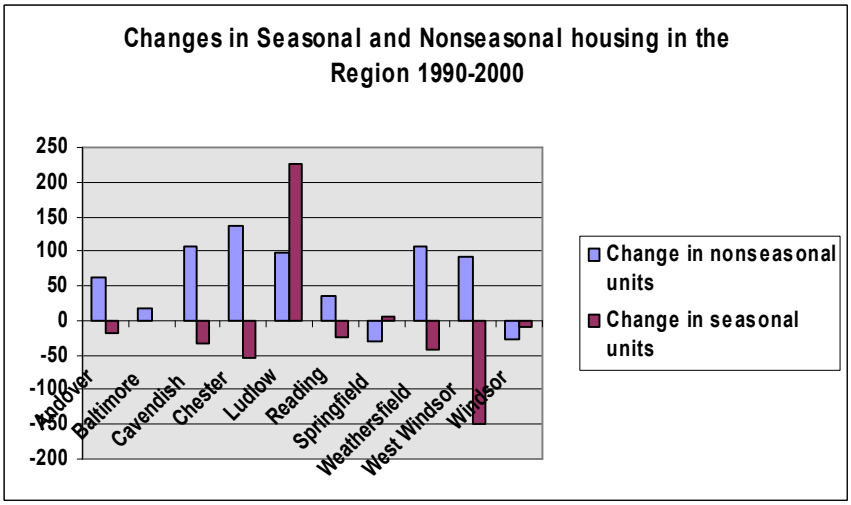
The largest concentration of housing in Cavendish lies within the two village centers. The remaining housing is dispersed throughout the town in typical rural settlement patterns. According to the U.S. Census Bureau (Table 1), growth in the housing stock has slowed substantially in the last 30 years. Between 1970 and 1980, the total number of housing units in Cavendish increased by 26.8%; between 1980 and 1990, 21%; and from 1990 and 2000, 9.6%. Regional trends show that household growth has overtaken the growth in total housing units in most towns in the southern Windsor County region. In addition, since 1990, most towns have fewer seasonal units. This decrease may indicate that some seasonal units have been converted to year-round housing. Seasonal units are defined as second homes, vacation homes and/or homes not considered a primary residence. (Tables 2 and 3)

CAVENDISH - Total Housing Units, 1940-2000

	1940	1950	1960	1970	1980	1990	2000
CAVENDISH	433.0	480.0	481.0	512.0	649.0	785.0	860.0

Source: U.S. Census Bureau, Census of Population & Housing


Change in Households and New Housing Units 1990-2000
350
300
250
200
150
100
50
0
-50
-100
Andover
Baltimore
Cavendish
Chester
Ludlow
Reading
Springfield
Weathersfield
West Windsor
Windsor
Household growth 1990-2000
Housing unit growth 1990-2000


Changes in Seasonal and Nonseasonal housing in the Region 1990-2000
250
200
150
100
50
0
-50
-100
-150
-200
Andover
Baltimore
Cavendish
Chester
Ludlow
Reading
Springfield
Weathersfield
West Windsor
Windsor
Change in nonseasonal units
Change in seasonal units

Housing Units by Type 2000									
			2000 Units by Type (see note)						
Location	Total Units	Single Family		Multi-Family		Mobile Home		Other	
		Total	%Total	Total	% Total	Total	% Total	Total	% Total
Vermont	294,382	203,309	69.1%	67,768	23.0%	22,631	7.7%	674	0.2%
Windsor County	31,621	22,135	70.0%	7,003	22.1%	2,410	7.6%	73	0.2%
Andover	350	322	92.0%	17	4.9%	11	3.1%	n/a	
Baltimore	113	91	80.5%	10	8.8%	12	10.6%	n/a	
Cavendish	852	630	73.9%	117	13.7%	100	11.7%	5	0.6%
Chester	1,611	1,242	77.1%	245	15.2%	116	7.2%	8	0.5%
Ludlow	3,001	1,682	56.0%	1,175	39.2%	144	4.8%	n/a	
Reading	404	346	85.6%	12	3.0%	36	8.9%	10	2.5%
Springfield	4,232	2,782	65.7%	1,232	29.1%	218	5.2%	n/a	
Weathersfield	1,315	971	73.8%	34	2.6%	310	23.6%	n/a	
West Windsor	716	587	82.0%	117	16.3%	12	1.7%	n/a	
Windsor	1,611	945	58.7%	596	37.0%	70	4.3%	n/a	
Region	**14,205**	**9,598**	**67.6%**	**3,555**	**25.0%**	**1,029**	**7.2%**	**23**	**0.2%**

Notes: Single family units are attached or detached from other buildings; mutli-family units are structures containing 2 or more residentail units;

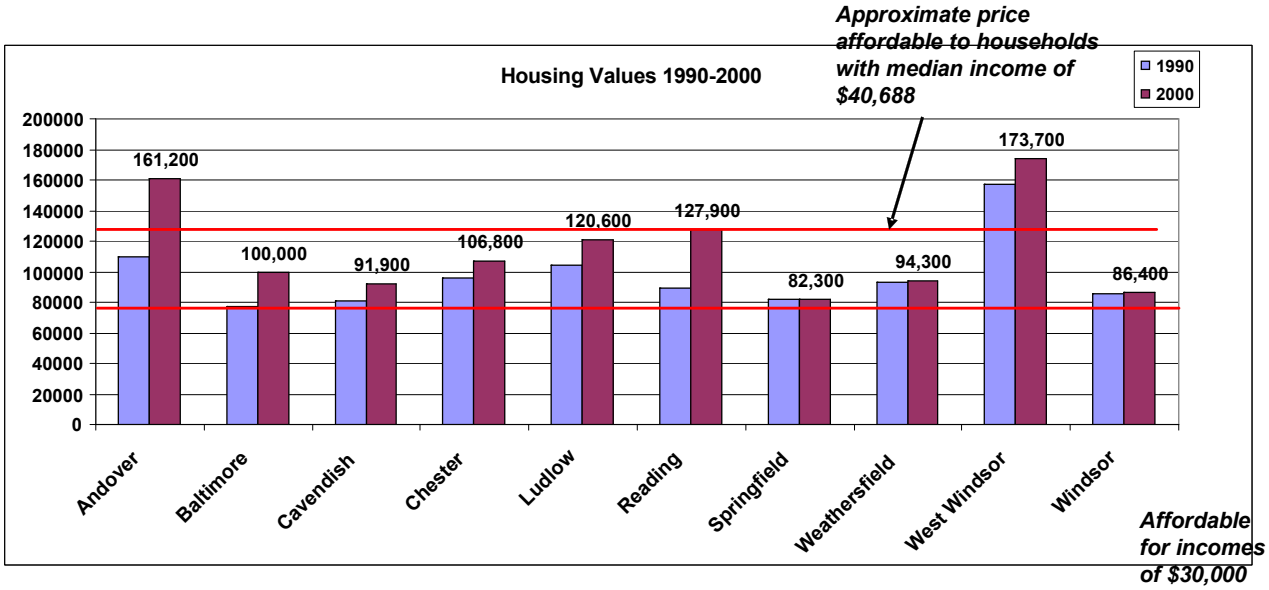
Other unit used as permanent residence: including campers, vans or other structures not included in any other category

ALL FIGURES REFER TO THE NUMBER OF HOUSING UNITS NOT STRUCTURES

Source: U.S. Census Bureau, 2000 Decennial Census

Table 4 shows a breakdown of housing units by type, as compared to other towns in the region, Windsor County, and all of Vermont. Mobile homes accounted for about 7.2% of the total housing units in the southern Windsor County region, slightly less than that for both the State and Windsor County. Cavendish has 11.7% of its housing stock in mobile homes. The town is above the regional average for single family homes and below the average for multi-family homes.

Median housing values



Source: SWCRPC Regional Plan, 2003

Estimated 2001 Median Family Income from the Department of Housing and Urban Development (HUD) was $45,700 for Windsor County and $47,300 for Vermont. The median cost for a single family house in Vermont in 2001 was $129,000. According to a report by the Vermont Housing Council in 2002, a family would have to have an annual income of $48,290 a year to own a house at the median price.

Affordable Housing

According to 24 V.S.A. §4303 (1), ñ**Affordable housing**ò means either of the following:
(A) Housing that is owned by its inhabitants whose gross annual household income does not exceed 80 percent of the county median income, or 80 percent of the standard metropolitan statistical area income if the municipality is located in such an area, as defined by the United States Department of Housing and Urban Development, and the total annual cost of the housing, including principal, interest, taxes, insurance, and condominium association fees is not more than 30 percent of the householdôs gross annual income. (B) Housing that is rented by its inhabitants whose gross annual household income does not exceed 80 percent of the county median income, or 80 percent of the standard metropolitan statistical area income if the municipality is located in such an area, as defined by the United States Department of Housing and Urban Development, and the total annual cost of the housing, including rent, utilities, and condominium association fees, is not more than 30 percent of the householdôs gross annual income. (2) ñ**Affordable housing development**ò means a housing development of which at least 20 percent of the units or a minimum of five units, whichever is greater, are affordable housing units. Affordable units shall be subject to covenants or restrictions that preserve their affordability for a minimum of 15 years or longer as provided in municipal bylaws.

The Rockingham Area Community Land Trust in collaboration with the town has proposed to develop 14 units of affordable housing on the Proctorsville Green. Ten units will be tax-credit rental and four units will be built for sale to first time home buyers. Eight of the 14 will be located in the Pollard Block building and six will be new construction located next door to the Freeman House.

Subsidized Housing

There is one subsidized housing facility in Cavendish, The Freeman House, which offers six one-bedroom units. This facility serves those with ñvery low to lowò income, elderly and handicapped or disabled individuals.

Policies

1. Promote affordable housing for all residents of the Town of Cavendish.
2. Promote availability of housing types, such as single-family, multi-family, elderly, special needs, mixed-income and condominium.
3. Preserve, develop or rehabilitate attractive, energy-efficient housing, designed to maintain the character of the residential areas of Town.
4. Support the Rockingham Area Community Land Trust and similar organizations in their efforts to provide affordable housing in a manner that is consistent with the Cavendish Town Plan.
5. Adopt a more regional approach to the provision of affordable housing in order to lessen the burden on those communities already providing their fair share.
6. Support the development of multi-family and rental housing on the second and third floors of commercial buildings located in village centers

7. Support the development of programs that improve the quality of the housing stock in the town.
8. Residential housing projects requiring Act 250 permits shall provide that 10 percent of the housing be affordable to those inhabitants whose gross annual household income does not exceed 80 % of the Windsor County median income. Such provisions must be made by inclusion of affordable housing within the project or a mitigation payment to be used for affordable housing in Cavendish or a project serving the Cavendish area.

Recommendations

1. Seek funds to analyze the housing stock in Cavendish to determine where housing is inadequate or in need of repair.
2. Ensure that the design of any proposed housing is consistent with the characteristics of the surrounding area in terms of unit design and site location.
3. Developers shall plan new housing that considers the location with respect to the physical limitations of the land, proximity to roads, distance from commercial or service centers and other constraints.
4. Seek assistance in the form of public funds (grants, loans, etc.) that focus on the creation, preservation, maintenance and rehabilitation of affordable housing.
5. Encourage innovative site plans and construction designs that utilize cost-saving materials, efficient site location, and other cost- and energy-efficient methods for the development or rehabilitation of housing.
6. Support housing that allows elderly residents to age in place (in their own homes).

Land Use

The most important considerations in determining desirable land uses are:

- ñWill it be good for the Town?ò
- ñIs it compatible with the Goals & Objectives of the Town Plan?ò
- ñCan the land support it?ò

The land use recommendations of the Town Plan shall consider these three questions regarding the future growth of the Town. A use which will have an adverse effect on the Town shall not be undertaken, even if the land is perfectly capable of supporting it. A use which the land cannot support should not be undertaken, even if it is good for the Town. A use shall not be undertaken if it is not compatible with the Goals & Objectives of the Town Plan.

Current Land Use

Land use in Cavendish follows the patterns of traditional Vermont towns. Proctorsville and Cavendish villages have a mixture of commercial, industrial, and residential uses, including services such as post offices, the elementary school, bus stops, and municipal offices. The villages are served by municipal water and sewer service, while outlying areas are served by private wells and on-site septic systems. Areas outside of the village centers are rural in nature with a mix of year-round and vacation homes.

The majority of the land area in the Town is forestland, much of which is owned by the State. Steep slopes, undeveloped ridgelines, the Black River valley, Twenty Mile Stream valley and large wetland areas not only add to the scenic beauty of the landscape, but are also important habitat areas for deer, moose and bear. Although only one dairy farm is still in operation in the town, many open fields and agricultural lands are also important assets to the Town and add to its rural character.

Of Cavendishôs 25,140 acres, 1,766 acres are pastureland, 971 are cropland and 18,826 are forested. This leaves 3,577 acres that have been developed for residential, commercial, industrial, or other planned uses. Of the woodlands roughly 4,040 acres are state lands, 2,420 of Department of Fish and Wildlife land and 1,620 of the Department of Forests, Parks, and Recreation Lands. The list below was compiled from the current Cavendish Grand List. It illustrates the distribution of land parcels among the different Grand List use categories.

Category	Number of parcels
Residential 1 (parcels less than 6 acres)	308
Residential 2 (greater than 6 acres)	117
Mobile Homes	94
Mobile Homes With Land	54
Vacation 1 (parcels less than 6 acres)	127
Vacation 2 (greater than 6 acres)	89
Commercial	46
Commercial Apartments	2
Industrial Plants	1
Utilities - Electric	6
Utilities - Other	2
Farm	2
Woodland	126

Parcels of State Land	22
Cemeteries	9
Miles of Traveled Roads and Highways	80.971

Future Land Use

The number of vacation homes has decreased over the last ten years, yet the population in Cavendish is increasing, and the number of housing units has increased. The ongoing and planned growth of Okemo Mountain Resort and other ski areas has created development pressure on the Town of Cavendish. In light of this development pressure and the wishes of the residents of Cavendish to maintain traditional development patterns in the town, a Future Land Use Map was developed.

The Town Plan addresses Future Land Use for the Town of Cavendish in two ways:

- Future Land Use categories that are shown on the Future Land Use Map
- Resource Areas that are shown on the Natural, Cultural, and Historic Resources Map

The descriptions of land use categories and natural resource areas are shown on the Future Land Use Map and the Natural Resources Map. They are meant to serve as a guide to the types and intensities of uses appropriate to each area by describing the values that each category provides for the Town. The descriptions do not prescribe or prohibit a specific use or set of uses for any category; the actual uses of the land may have some overlap between categories. For example, forestland will continue to support rural residential development, conservation land will support many types of recreation, and recreation land will support forestry use. Development is inappropriate in any one category if, whether alone or combined with other uses in the area, it threatens the values described below.

The Future Land Use Map is general in nature, and the boundaries of different categories were drawn with this in mind. They are not meant to be detailed representations of present conditions, nor are they intended to be precisely bounded areas of completely segregated land uses in the future.

Future Land Use Categories

Village (Mixed Use)

The two village centers, Proctorsville and Cavendish Village, currently have a mixture of high density residential, commercial, industrial, and public uses. These areas should remain as they are in character and settlement pattern. Commercial development has historically been located in the village centers, and is encouraged to occur in these areas because of the availability of Town water and sewage. Commercial development in mixed-use areas shall be surrounded and interspersed with high-density residential, public and compatible industrial uses. These areas are intended to continue the long tradition of Vermont's downtowns and village centers. Development in these areas shall be the highest density in the Town, and should facilitate development of a circulation system that accommodates pedestrians and other non-vehicular travel. New development should not detract from the historic character and aesthetic qualities of the village centers

Industrial

Industrial areas are places that have been singled out for uses that may be incompatible with other uses because of traffic, noise, or inherent conflict with downtown character, etc. They also represent land reserved for industries such as mining, which may have inherent limitations on

where they can function. These areas should be reserved for industrial development or resource extraction and managed to minimize traffic, environmental, and aesthetic impacts on surrounding areas.

Rural Residential

Rural Residential areas can support a number of different uses, including low density residential, forest, agricultural (including tree farms and other horticultural uses), open, and transitional (scrub/shrub). They have been designated based on their current use and accessibility from existing roads. Rural areas shall allow only compatible uses, and maintain existing, low-density settlement patterns. Sprawl and strip development shall be avoided and cluster development shall be incorporated, as long as the overall density remains low. Open space and recreational resources should be preserved wherever possible. New residential development may occur in Rural Residential areas only where accessible by existing town roads.

Recreation

Public and private indoor and outdoor recreation opportunities are a vital part of the Townôs economy and quality of life. Publicly accessible recreation opportunities shall be enhanced where possible, and measures taken so opportunities are not diminished. Designated recreation areas shall retain their recreational value to the public; where development would reduce these recreational opportunities, alternatives shall be provided. Conservation areas provide recreational use and shall be valued as such.

Agriculture

Agricultural land has historically been important to the Townôs economy, food supply, and cultural heritage. It contributes to the land use patterns and aesthetic qualities that make the Town a desirable place to live, work, and visit. Land in agricultural use and idle open land with agricultural potential possess these values. The potential for agricultural use and production shall not be impaired in designated agricultural areas. Cluster development shall be incorporated in these areas for the preservation of open lands.

Forest

The majority of undeveloped land in Cavendish is forested. The State owns much of this land and manages it for forestry and wildlife habitat, while allowing recreational uses. The contiguity of large areas of forestland is important for many types of wildlife, especially for large mammals such as deer, bear, and moose. The State Agency of Natural Resources has identified several large areas within the town as deer wintering areas and bear habitat. Any development which occurs in forest areas should be designed so that these important habitat areas are maintained wherever possible. Forest areas are also important for their recreational, aesthetic, and economic resource values. The ability of Forest areas to provide these benefits shall not be impaired. Development in these areas shall be undertaken in ways that protect their value and ensure the continued presence of healthy forest ecosystems in the Town. Cluster development shall be incorporated in these areas for the maximization of forest preservation.

Conservation

Conservation areas are lands that possess outstanding value or potential as wildlife habitat, recreation areas, educational resources, fragile natural areas, economic assets (generating revenue from recreation and tourism), or aesthetic resources. Conservation lands represent relatively pristine areas of the Town that residents wish to preserve in their natural state for future generations, and should receive the highest level of protection from development. Special care should be taken in any resource management or extraction plans to maintain the character and value of these areas. Conservation areas are especially beneficial when surrounded by

compatible uses such as forest and agriculture.

Special Considerations

There are several important resources that may occur within any of the land use categories above, and which merit special attention and protection. They include: Public Water Supply Source Protection Areas; floodplains, vegetated areas next to surface waters, wetlands, the Black River and corridor, Natural Heritage Inventory sites, critical deer wintering habitat and bear habitat as defined by the Vermont Agency of Natural Resources, regionally significant historic sites, and other locally defined sensitive natural areas and scenic resources. Development should avoid and minimize negative impacts to these resources. In addition, special considerations should be observed in the following areas:

> **High elevations and steep slopes —** At high elevations (greater than 1,500 feet) the soil tends to be thinner and cooler and less able to support a wide range of plant life. If areas are disturbed the potential for severe erosion is great. Land at 1,500 feet and above as well as lands with steeps slopes (greater than 25%) shall be protected from any development which will cause soil erosion.
>
> **Ridgelines —** Any development which is proposed at higher elevations shall demonstrate that every measure has been taken so that the development is not visually obtrusive to surrounding neighbors or from public roadways.

While residential development may be expected in almost all land use categories, higher densities should be concentrated in and around established village areas. Residential development should be compatible with the land use and housing goals of this plan, and should not conflict with the values defined in the land use categories of this plan.

Pace of Growth

Cavendish is a rural community, and residents wish to maintain this character with the historic and well-paced pattern of growth. Sudden large increases in population and/or physical development which would place an undue burden on Town facilities and have a negative impact on the town and village character should be discouraged.

Policies

1. Any proposed development shall not place an undue burden upon Town facilities or services. If it is shown that the additional property taxes would not cover the additional burden placed on Town services, imposition of impact fees shall be considered.
2. Preserve the historical development pattern of mixed-use urban and village areas surrounded by open land, agriculture, forest, and low-density residential use.
3 Direct growth and development toward areas of the Town where it will be most effective and efficient to provide the necessary public infrastructure and services.
4. Establish land uses and land use patterns that protect and enhance the values defined in this chapter.
5. Revitalize, maintain and reuse historic structures and other existing buildings in village centers whenever possible.
6. Commercial development that occurs outside the village centers shall not contribute to strip development. Access management and innovative commercial development that maintains the characteristics of existing villages is encouraged.
7. In order to maintain the existing settlement patterns, higher density residential, commercial, and compatible industrial development shall be located in village centers.

8. Support necessary transportation improvements, especially road and bridge maintenance, public transit options, car and van pooling, or other techniques to utilize existing infrastructure.
9. Development adjacent to significant natural resources (waterways, large forested areas, wildlife habitat, etc) shall be compatible with the value of those resources and should be mitigated with buffer strips or visual screening if necessary.
10. Support programs that help owners of farm and forestland bear the financial responsibility of resource protection should be supported.
11. Development shall not detract from the historic character and aesthetic qualities of the village centers.
12. Noise from commercial activities, including but not limited to mineral and earth extraction/removal, processing and related trucking, in the Industrial District shall not exceed 50 dBA Lmax at the property line and 45 dBA Lmax at the nearest residence. The particular qualities and duration of industrial operations are readily detectable by the human ear and may require further lowering of the permitted decibel levels.
13. In all other land use districts noise/vibrations from commercial activities must not create noise or vibrations that would be considered out of context for that rural area, and are meant to be more restrictive than the noise limitations described above for the industrial district. This is clearly intended so that our rural town retains its highly valued quiet ambiance and character and residents and visitors can continue to enjoy the natural sounds and rural atmosphere which are prevalent here.

Recommendations

1. Develop effective land use regulations that are consistent with the purpose and intent of the town plan. These regulations may include zoning ordinances, subdivision regulations, and individual ordinances such as signage, lighting, noise and junkyards.
2. Initiate the development of a Conservation Commission in order to protect significant natural, cultural, historic or aesthetic resources, farmland, forestland, shorelines, and significant plant and animal species and their habitat.
3. Utilize existing land trusts or promote the creation of a new land trust in order to raise funds and purchase significant natural, cultural, historic or aesthetic resources, farmland, forestland, shorelines, and significant plant and animal species and their habitat.

Economic Development

In this section the term ñeconomic developmentò is defined as more than simply creating new businesses, jobs, housing, and infrastructure. It is used to describe the Town of Cavendishôs commitment to support and improve the ñeconomic well beingò of the community and its citizens. This commitment calls for development that promotes a ñcircle of prosperityò that relies upon the interdependence between high quality of life, protection of environmental and community values, well paying jobs, and public revenues to support vital town services.

Early History and Changing Times

The Crown Point Road brought the first colonial settlers to Cavendish in 1769. Early settlers set up farms in the hills, where they raised agricultural crops such as wheat and corn. Sheep farming became the first major commercial agricultural practice in the town, but ended with the coming of the railroad that brought cheaper wool from the West.

Cavendishôs location on the Black River made it an ideal mill town. In the early 1800's, there were three gristmills, eight saw mills, four pulping mills, three carding machines, two woolen factories, one nail factory, three tanneries, one tinware and stove factory, one hat factory, and several businesses in the town. The two village centers of Cavendish and Proctorsville were organized around these milling operations. Today, some of the buildings of two former woolen mills still stand in each village center.

The former woolen mill in Cavendish Village is currently home to Mack Molding, the townôs largest employer. The remaining buildings from the woolen mill in Proctorsville are on town property. As of December 2004, one building has recently been sold to a private owner, and the other one is being leased to a tile business. Buildings in the village centers are priorities for revitalization so that they may be used to house businesses and light manufacturing operations.

In more recent times both macro and regional economic trends have influenced the economy of Cavendish and the surrounding towns. There has been a change from traditional rural occupations to local and regional opportunities in the manufacturing sector. Cavendish residents in the 1950s, 1960s and 1970s found jobs in the nearby mills in Ludlow, the machine town industries in Springfield and manufacturing jobs in Rutland. Global, social, economic, and political forces have changed the economic landscape and these capital goods industries and employment opportunities have diminished. Farming in Cavendish has significantly diminished with only three small commercial diversified livestock operations remaining.

Cavendish and Southern Vermont have been greatly affected by the strong influence of the nearby metropolitan areas. Tourism has become a major economic force for the region. In Ludlow the major expansion of Okemo Mountain Resort in the 1980s through the present has changed the area in many ways. Much of the economic activity in the area is now centered around construction for the resort and second home community, as well as supporting tourism services.

Economic and Demographic Characteristics and Trends

Much of the background on economic trends and statistical information was derived from the Regional Strategic Economic Development and Community Development Plan (RSEDP), which was developed over an 18-month period and finalized during the winter of 2002/2003. The RSEDP was developed through a collaboration of many parties in the region, including the

Southern Windsor County Regional Planning Commission (SWCRPC), Springfield Regional Development Corporation, the Springfield Chamber of Commerce, local businesses, state government, and many other local participants.

Population

The following information about Cavendish is from the U.S. Census 2000. As of 2000, Cavendish had 1,470 residents (742 females and 728 males), broken down as follows:

- 21% of the community is less than 18 with a steady decline from 1970 (434) to 304 in 2000.
- 61% of the community is between the ages of 18 and 64, with a steady increase from 660 in 1970 to 903 in 2000.
- 18% of the community is 65 or older, showing an increased from 171 in 1970 to 263 in 2000.

As can be seen in the table, Cavendish, unlike its neighbors in Ludlow, Springfield and Windsor, has fortunately not lost population between 1970 and 2000. It is also fortunate that, although the rate of growth has been higher than the region average, it has occurred at a sustainable level and has not placed an undue burden on town services.

Regional Population Trends: 1970-2000

	Historic (CENSUS)					
Town	1970	1980	1990	1970-90 % Chg.	2000	1970-00 % Chg.
Andover	239	350	373	56.1%	496	107.5%
Baltimore	170	181	190	11.8%	250	47.1%
Cavendish	1,264	1,355	1,323	4.7%	1,470	16.3%
Chester	2,371	2,791	2,832	19.4%	3,044	28.4%
Ludlow	2,463	2,414	2,302	-6.5%	2,449	-0.6%
Reading	564	647	614	8.9%	707	25.4%
Springfield	10,063	10,190	9,579	-4.8%	9,078	-9.8%
Weathersfield	2,040	2,534	2,674	31.1%	2,788	36.7%
West Windsor	571	763	923	61.6%	1,067	86.9%
Windsor	4,158	4,084	3,714	-10.7%	3,756	-9.7%
Region:	23,903	25,309	24,524	2.6%	25,105	5.0%

Education

As discussed in the Education Chapter, the Cavendish Town Elementary School provides extremely high quality educational opportunities for its children. Consistent scoring on all state assessment programs and meeting or exceeding the standard for language arts, math and science evidences this. In 2003, the school was voted a ñMedallion Quality Schoolòby the Vermont Business Roundtable based upon comparison of statewide testing results of objective testing.

Cavendish secondary students attend Green Mountain High School in Chester as well as the Howard Dean Education Center, which offers education, and training in fifteen technical fields. School choice agreements are also in place with Springfield High School, Black River High School in Ludlow, and Leland and Grey High School in Townshend.

Nearby higher educational opportunities are offered by the Community College of Vermont in Springfield. The University of Vermont, Vermont State College, Vermont Technical College, and Johnson State College all offer selected courses at the Howard Dean Education Center.

Of the 1,166 people over 18 in Cavendish, 81% have a high school education or higher, with 34% having some college education or more.

Housing

The U.S. Census 2000 indicates that there are 860 housing units in Cavendish. The town office is reporting that approximately 50% of tax bills for housing and/or land go to non-Cavendish residents. Cavendish is following in the trend of neighboring towns, such as Ludlow, where 84% of the homes are second homes. The number of second homes owned in Cavendish is a concern of the Town. A contributing factor to the quality of life enjoyed by Cavendish citizens is the sense of community that comes from sufficient year-round residents participating actively in the schools, business, town governance, and community life.

As discussed in the Housing section of the plan, there is an ever-growing disparity between the incomes of residents and the cost of housing. The town strongly believes that affordable housing and its link to economic well-being is critically important.

Income Levels

As shown in Table 36, Cavendish had the lowest median family income of the 10 towns in the southern Windsor County region, $43,122. West Windsor was highest with $65,791.

Table 36. Median Family Income 1990-2000

Location	Actual Dollar Values			Adjusted Dollar Values*		
	1990	2000	% Change	1990	2000*	% Change
Andover	$40,754	$52,488	28.8%	$40,754	$39,891	-2.1%
Baltimore	$41,163	$48,692	18.3%	$41,163	$37,006	-10.1%
Cavendish	$37,183	$43,122	16.0%	$37,183	$32,773	-11.9%
Chester	$43,508	$48,815	12.2%	$43,508	$37,100	-14.7%
Ludlow	$41,641	$46,008	10.5%	$41,641	$34,966	-16.0%
Reading	$44,015	$50,426	14.6%	$44,015	$38,323	-12.9%
Springfield	$39,553	$44,188	11.7%	$39,553	$33,583	-15.1%
Weathersfield	$37,844	$47,985	26.8%	$37,844	$36,468	-3.6%
West Windsor	$53,671	$65,791	22.6%	$53,671	$50,001	-6.8%
Windsor	$47,625	$45,153	-5.2%	$47,625	$34,316	-27.9%
REGION	**$42,696**	**$49,267**	**15.4%**	**$42,696**	**$37,443**	**-12.3%**

*Dollar Values adjusted for inflation using the Consumer Price Index 1990 $ constant value

Note: $1 in 2000 is worth $0.76 in 1990

Source: U.S. Census Bureau Decennial Census 1990-2000; SWCRPC.

Regional Economic Performance and Trends

The economy of Southern Windsor County has not kept pace with either statewide average growth or growth in the national economy. Overall growth in personal income in the region from 1980-2000 (6.6% per year) is lower than the annual average growth rate for both the state (7.0% per year) and the nation (6.8% per year).

Decline of the manufacturing sector is the major contributing factor behind the region's economic performance. With the closing of the tool shops in Springfield and Windsor, the region's dependence on manufacturing has declined sharply and is now below average, while its dependence on services and governmental employment has grown significantly. High wage jobs experienced a major downturn and the overall data indicate job quality is eroding and underemployment is rising in the region. Data from the U.S. Census 2000 show wage levels in the region declining significantly in all age categories over the 1998-2000 timeframe. The region has above average dependence, relative to the State, on non-durables manufacturing, construction, hotels and motels, engineering and management services and federal government employment.

Employment

Windsor County, like much of the state, has seen a large decline in the number of manufacturing jobs. Since 1980, this sector has lost a total of 2,821 jobs in Windsor County - a 42.5% loss. Comparatively, the State of Vermont over the same time frame only lost 3.9% in this sector. The steady decline of the machine tools industry, based in Springfield and Windsor, was responsible for the loss of many of the jobs in the manufacturing sector.

Based on the six largest workplace figures in the 2000 Census, 54% of the workforce that lives in Cavendish works in Ludlow and Cavendish. Another 11.6% commute to Springfield, 4.3% commute to Chester, 3.3% commute to Rutland, and 2.5% commute to Claremont. Approximately 455 people commute into Cavendish from other towns to work there. Cavendish residents working in town has increased from 33.5% in 1990 to 43.6% in 2000. Aside from Mack Molding, which employs approximately 150, most employers have fewer than 10 employees.

In addition to the small businesses and manufacturing operations that exist in town, Cavendish hosts a share of the hospitality industry, including a hotel, condominiums, several bed and breakfast establishments, inns. Other hospitality-related businesses include specialty food shops, a clothing store, and a café/bakery. Proctorsville has been a popular stop for tour groups, and several ski clubs that frequent Okemo Mountain Resort rent vacation homes in the winter.

Industry for the Employed Civilian Population (16 years and over)
Source: U.S. Census 2000

INDUSTRY	CAVENDISH	SWC REGION
Agriculture, forestry, fishing and hunting, and mining	13	319
Construction	64	904
Manufacturing	171	2,273
Wholesale trade	19	341
Retail trade	75	1,368
Transportation and warehousing, and utilities	41	414
Information	11	346
Finance, insurance, real estate and rental and leasing	19	501
Professional, scientific, management, administrative, and waste management services	63	769
Educational, health and social services	108	2,879
Arts, entertainment, recreation, accommodation and food services	95	1,354
Other services (except public administration)	27	629
Public administration	8	384
Totals	714	12,481

Employers in Southern Windsor County

The largest employers (50 or more employees) in the region located by area are as follows:

Cavendish/Ludlow
Mack Molding
Clarion Cavendish Pointe Hotel
Doorcraft of Vermont (Geld-Wen)
D & T Spinning
Gill Odd Fellows Home
Okemo Mountain Resort

Springfield
Black River Produce
Stantec
Great Brook Furniture
Hancor
Lovejoy Tool Company
MacDermid Equipment
Precision Valley Communications
Network Management
Southern VT State Correctional Facility
Springfield Medical Care System
Vermont Machine Tool
Visiting Nurses Alliance of VT and NH
VTEL

Windsor
Ascutney Mountain Resort
Mt. Ascutney Hospital
Simon Pearce

Chester
Newsbank, Inc

According to the 2003 Regional Plan, state government accounted for 224 employees and local government for 273 in Southern Windsor County. The resort industries of Okemo and Ascutney had the highest numbers of employment, Okemo has 1,200 employees during the ski season and 250 during the summer. Health care is the largest year-round employment opportunity with 955 jobs between Gill Home (80); Ascutney Hospital (320); Springfield Medical (480); and Visiting Nurses (75).

Home-based Businesses in Cavendish

Home-based employment for Cavendish increased by 21% from 1990 to 2000, with 6% of employed population having a home business. This is a strong area of economic growth for Cavendish and includes a diversity of business owners including the hospitality industry with inns and bed and breakfasts, software and computer specialists, day care providers, auto repair, florists, specialty foods manufacturers and artists. The town views this employment sector as a positive opportunity to diversify and increase employment.

Village Centers

The Town of Cavendish has two distinct village centers, Village of Proctorsville and the Village of Cavendish. Both villages received ñVillage Center Designationò in 2004. The Village Center designations provide property owners with income producing properties within the designated village areas are eligible for a 5% Vermont income tax benefit for substantial rehabilitation to certified historic buildings. Building owners are also eligible for a 50% Vermont income tax credit for code improvements for commercial buildings. Projects within designated Village Centers are also given priority for all State Municipal Planning Grants and Consolidated Planning grants from HUD. The Vermont Department of State Buildings, in consultation with the community, gives priority consideration to designated Village Centers when locating or leasing buildings.

The Southern Windsor County 2003 Regional Plan identifies the villages of Proctorsville and Cavendish as Service Villages, which are defined as areas that provide localized services that partially address the needs of town residents. Commercial and limited industrial development

and local services are concentrated in these village centers. Proctorsville has a post office, elementary school, and library; Cavendish Village has a post office, and municipal offices.

- Public utilities ð Municipal water and sewer service are available in the villages of Proctorsville and Cavendish. The water services have recently been upgraded and will be further upgraded in 2007.
- Rail lines ð Green Mountain Railroad travels through Cavendish, but there is no longer a stop located within the town boundaries. Studies have investigated the possibility of expanding passenger and freight service on the line. Should improvements occur to the rail line, the town is well positioned to take advantage of this service. Freight and passenger rail service could be used to attract businesses or bring more tourists to the area, without placing the same level of stress on the local road system that would otherwise result from the same development.

In addition to these resources, Cavendish is situated close to several recreational resources, including the Black River, Okemo Mountain Resort, and numerous town-sponsored recreational opportunities.

Policies

1. Promote the establishment of new businesses, and enhancement and maintenance of existing businesses by preserving and improving:
    - The quality of life.
    - Quality educational system.
    - Wide variety of housing opportunities.
    - Active arts and culture community
    - The affordability of services.
2. Support well-paying, full-time, stable and sustainable jobs for town residents through creation of a more diverse economic base.
3. Support the creation and retention of locally owned businesses.
4. Create incentives for the reuse of historic buildings in village centers for commercial, light industrial or residential purposes.
5. Economic growth should occur at a rate that does not undermine the ability of the taxpayers to support the Town on a sound basis.
6. Economic growth should be focused in village centers and areas designated for industry on the Future Land Use Map and should be employed to revitalize and rehabilitate existing village centers.
7. Allow for home occupations and home-based businesses, both in the village and rural areas, as long as they are appropriate to adjoining land uses and do not adversely affect air, water, or scenic resources or cause noise that is offensive to surrounding neighbors. In addition, the following must be shown:
    - Such businesses must be sensitively integrated with the neighboring areas.
    - The home occupation is customarily conducted within a residence.
    - The home occupation is clearly incidental to the use of the building as a residence.

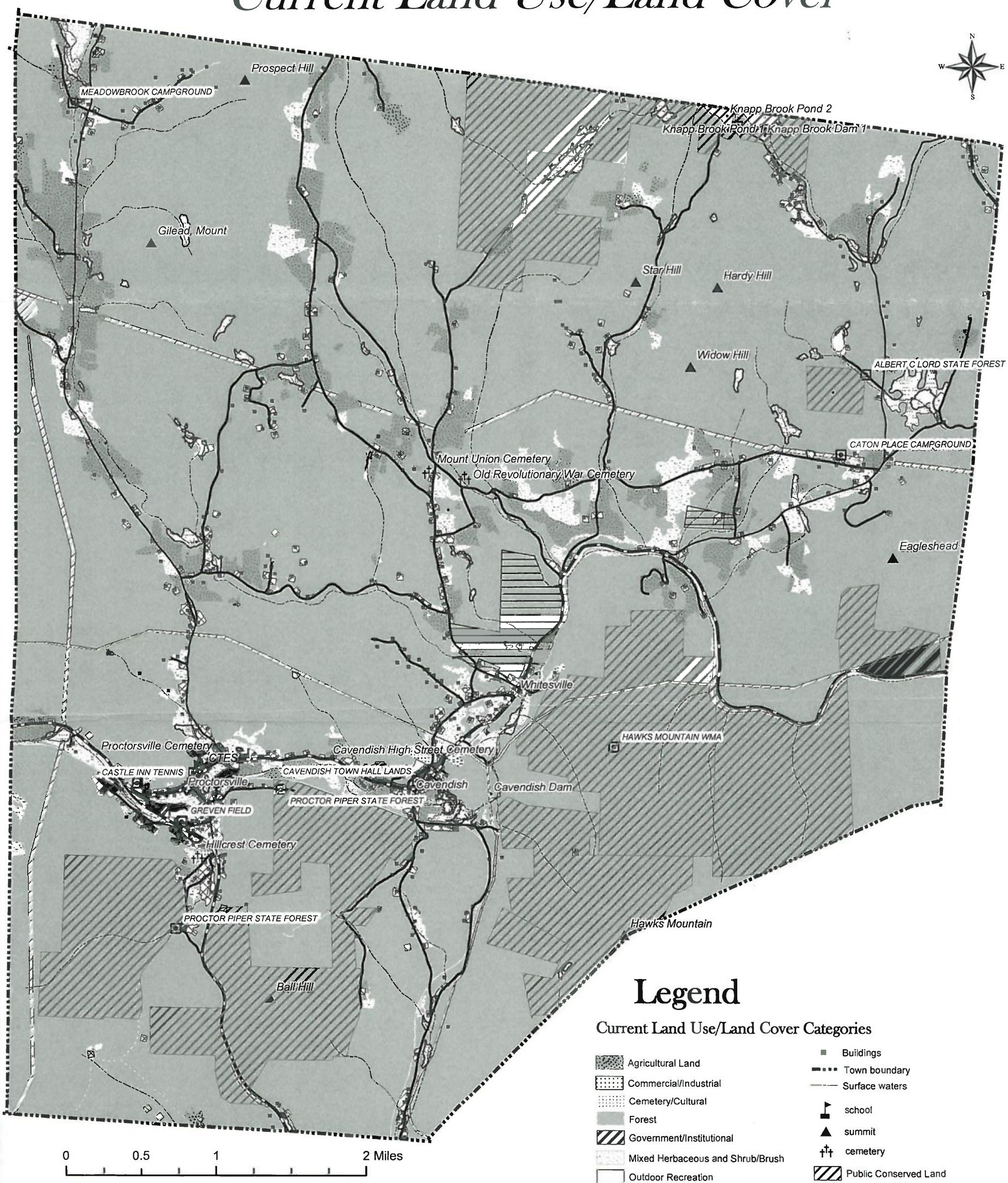
8. The town recognizes the need for quality day care programs and facilities including home-based daycare in order to support healthy economic growth and provide a much needed service.
9. Residential housing projects requiring Act 250 permits shall provide that 10 percent of the housing be affordable to those inhabitants whose gross annual household income does not exceed 80 % of the Windsor County median income. Such provisions must be made by inclusion of affordable housing within the project or a mitigation payment to be used for affordable housing in Cavendish or a project serving the Cavendish area.

Recommendations

1. Create and maintain a database of commercial and industrial properties in Cavendish.
2. Support the continued cooperation between the Town, the Planning Commission and local and regional economic development groups.
3. Provide municipal services in identified areas where commercial and industrial development is specifically encouraged in this plan.
4. Encourage the rehabilitation and use of existing buildings in the village centers for commercial, light industrial or mixed use.
5. Support new and diverse businesses and/or commercial development including the continued development of tourism and hospitality industries.
6. Support the creation of a local Chamber of Commerce.

TOWN OF CAVENDISH

Current Land Use/Land Cover



Legend

Current Land Use/Land Cover Categories

- Agricultural Land
- Commercial/Industrial
- Cemetery/Cultural
- Forest
- Government/Institutional
- Mixed Herbaceous and Shrub/Brush
- Outdoor Recreation
- Parking Lot/Other Developed
- Residential
- Right of Way
- Strip Min/Quarry or Gravel Pit
- Utilities (elec., solid waste etc.)
- Water
- Wetland

- Buildings
- Town boundary
- Surface waters
- school
- summit
- cemetery
- Public Conserved Land
- Privately Conserved Land

Roads

- Class II TH
- Class III TH
- Class IV TH
- State Forest Road
- Private Road
- Vermont State Highway

Land Use/Land Cover for Vermont derived from Landsat Thematic Mapping Imagery (early 1990's)

DATA SOURCES:
Vermont Center for Geographic Information (VCGI), Southern Windsor County Regional Planning Commission (SWCRPC),
Vermont Agency of Natural Resources (VTANR), and Vermont Land Trust
CONSERVED LAND: Vermont Land Trust; All public and private lands with easements. 1:5,000 Last update: January, 2003.
ROADS: VCGI; VT Enhanced 911 Board. 1:5,000 orthophotos, GPS, & other. Last update: November, 2003.
SURFACE WATER: VCGI; VT Hydrography Dataset. 1:5000 orthophotos. Last update: November, 2003.
DAMS & SUMMITS: VCGI; Geographic Names USGS Data. Geographic Names Information System. Last update: February, 2003.
TOWN BOUNDARIES: VCGI. Extracted from BNDHASH. Last update: June, 2003.
VILLAGES: United States Geologic Service. USGS Quads 7.5 Minute, 1:24,000 topographic maps.

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802-674-9201

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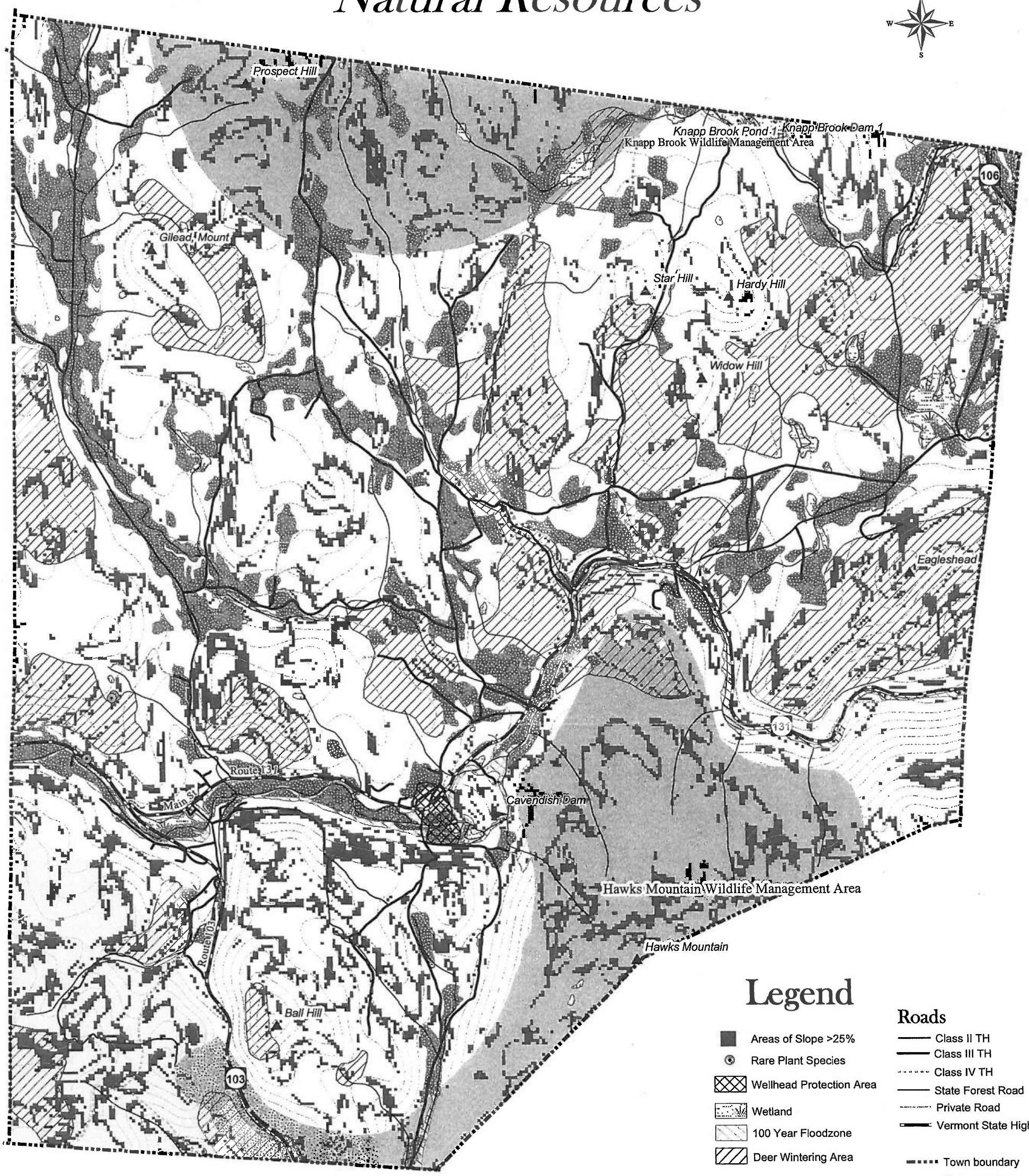
VCGI Vermont Center for Geographic Information

TOWN OF CAVENDISH

Natural Resources



Legend

- Areas of Slope >25%
- Rare Plant Species
- Wellhead Protection Area
- Wetland
- 100 Year Floodzone
- Deer Wintering Area

Roads

- Class II TH
- Class III TH
- Class IV TH
- State Forest Road
- Private Road
- Vermont State Highway

- Town boundary
- Surface waters
- dam
- reservoir
- school
- summit
- 100ft Contours

Bear Habitat Class

- Production Habitat
- Seasonal Habitat
- Corridor

Bear Habitat Data (BEARa coverage) obtained from the Spatial Analysis Lab (SAL). Originally acquired from the VT Department of Fish & Wildlife in 1996.

Agricultural Soil Types

- Prime or Statewide Significant Agricultural Soils

Soils in the prime (or high) category are those which pocess the highest potential productivity for farming. Soils classified as being of statewide significance (or good) have good potential for growing crops, but pocess one or more limitations.

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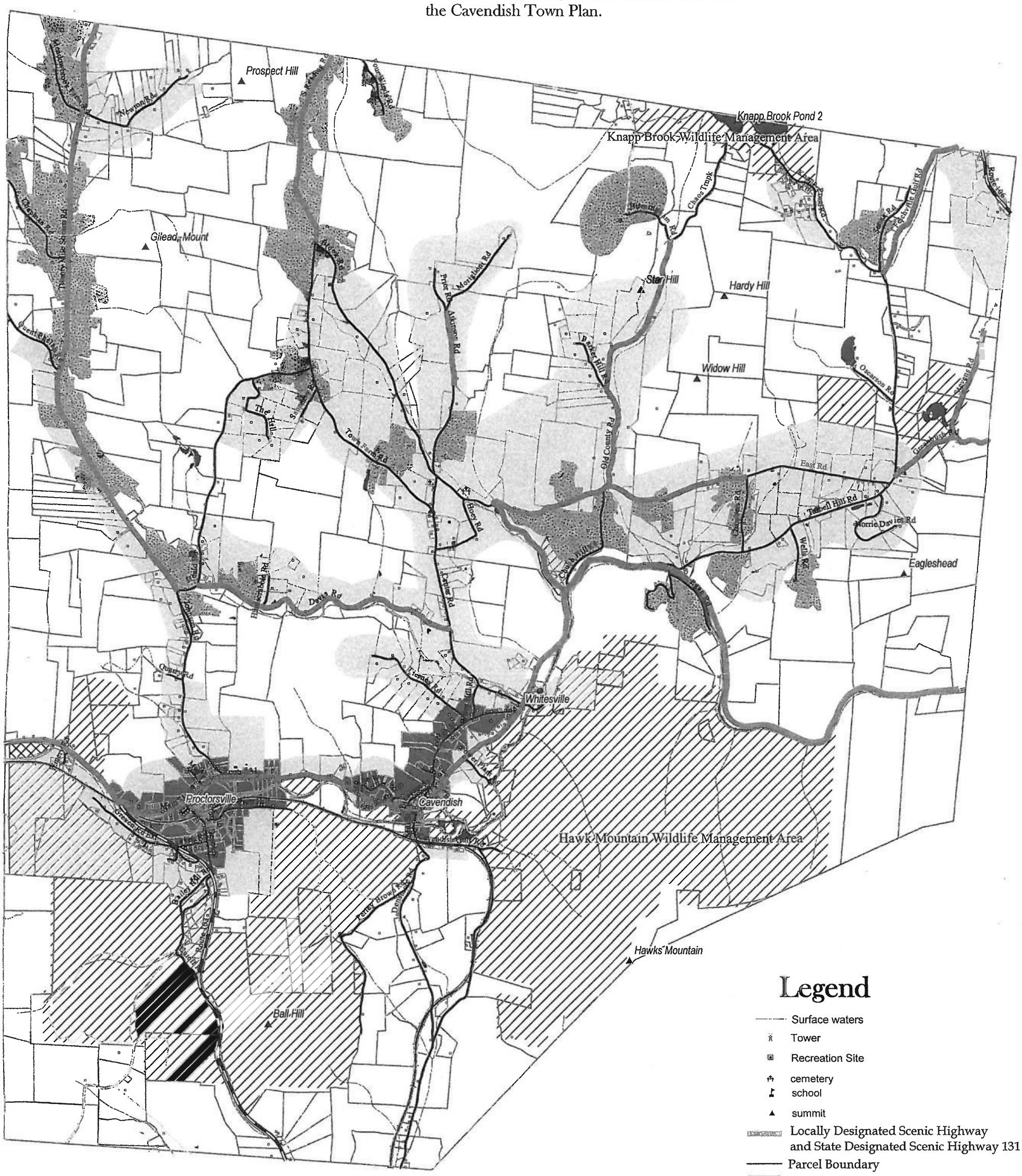
TOWN OF CAVENDISH

Future Land Use

This map displays the generalized future land uses for Cavendish as developed by the Cavendish Planning Commission in 2005 for the Cavendish Town Plan.



0 0.5 1 2 Miles

DATA SOURCES:
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Legend

- Surface waters
- Tower
- Recreation Site
- cemetery
- school
- summit
- Locally Designated Scenic Highway and State Designated Scenic Highway 131
- Parcel Boundary
- Lakes and Ponds

Roads

- Class I TH
- Class II TH
- Class III TH
- Class IV TH
- State Forest Road
- Private Road
- Vermont State Highway
- Legal Trail
- Driveway (Private)

Future Land Use Categories

- Village (Mixed Use)
- Industrial
- Agriculture
- Conservation
- Forest
- Rural Residential
- Recreation

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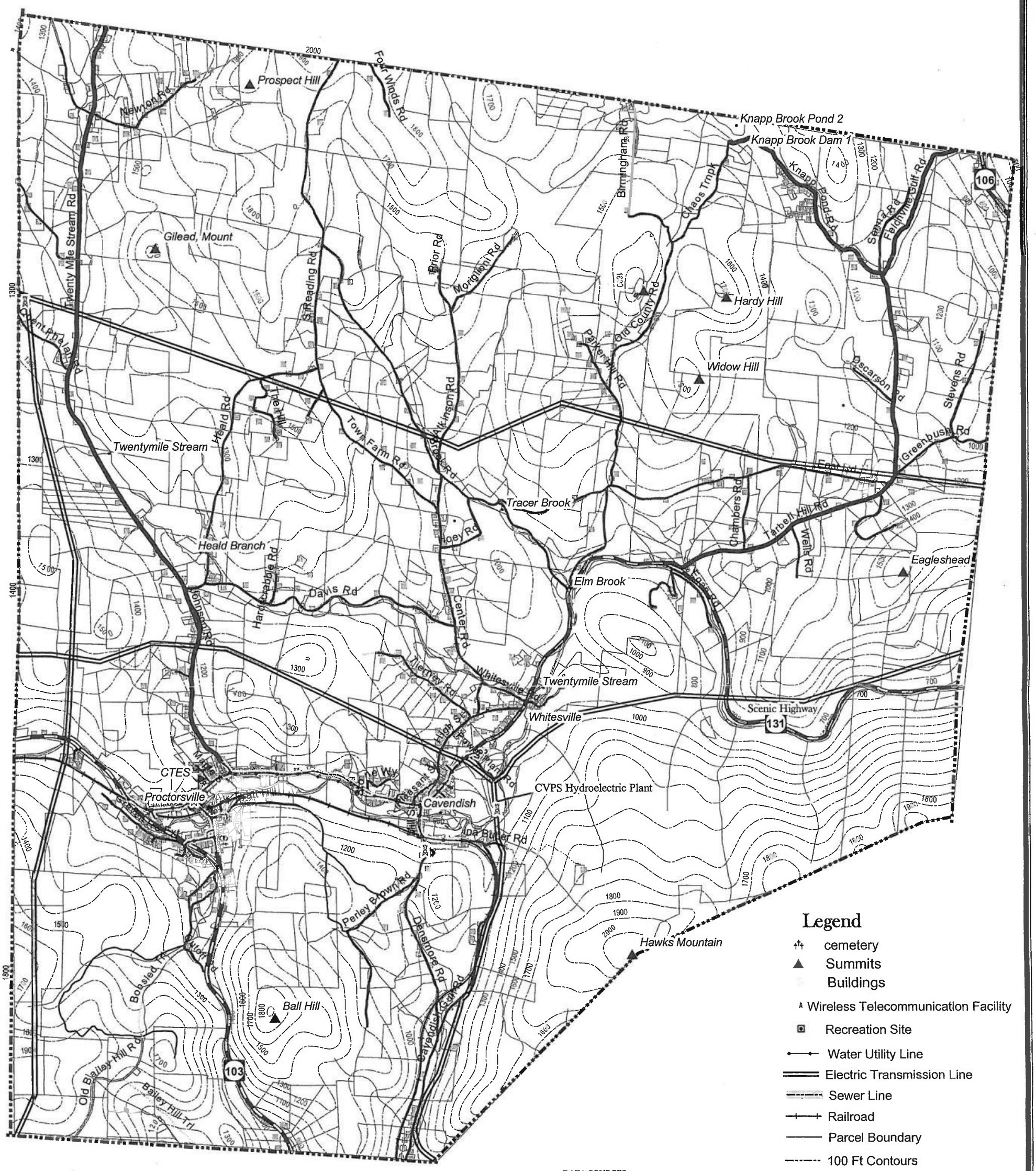
TOWN OF CAVENDISH

Base Map



0 0.5 1 2 Miles

Legend

- cemetery
- Summits
- Buildings
- Wireless Telecommunication Facility
- Recreation Site
- Water Utility Line
- Electric Transmission Line
- Sewer Line
- Railroad
- Parcel Boundary
- 100 Ft Contours

ROADS

- Class II TH
- Class III TH
- Class IV TH
- State Forest Road
- Vermont State Highway
- Private Road
- Town boundary
- Surface waters

DATA SOURCES:
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VCGI Vermont Center for Geographic Information

Town of Cavendish
Current Land Use/Land Cover
Village Inset

Legend

- cemetery
- Fire station
- Ambulance
- Hospital
- Tower
- School
- Railroad
- Surface water
- Parcels
- Buildings

Roads

- Class II TH
- Class III TH
- Class IV TH
- State Forest Road
- Private Road
- Vermont State Highway

Current Land Use/Land Cover Categories

- Agricultural Land
- Commercial/Industrial
- Cemetery/Cultural
- Forest
- Government/Institutional
- Mixed Herbaceous and Shrub/Brush
- Outdoor Recreation
- Parking Lot/Other Developed
- Residential
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- Utilities (elec., solid waste etc.)
- Water
- Wetland

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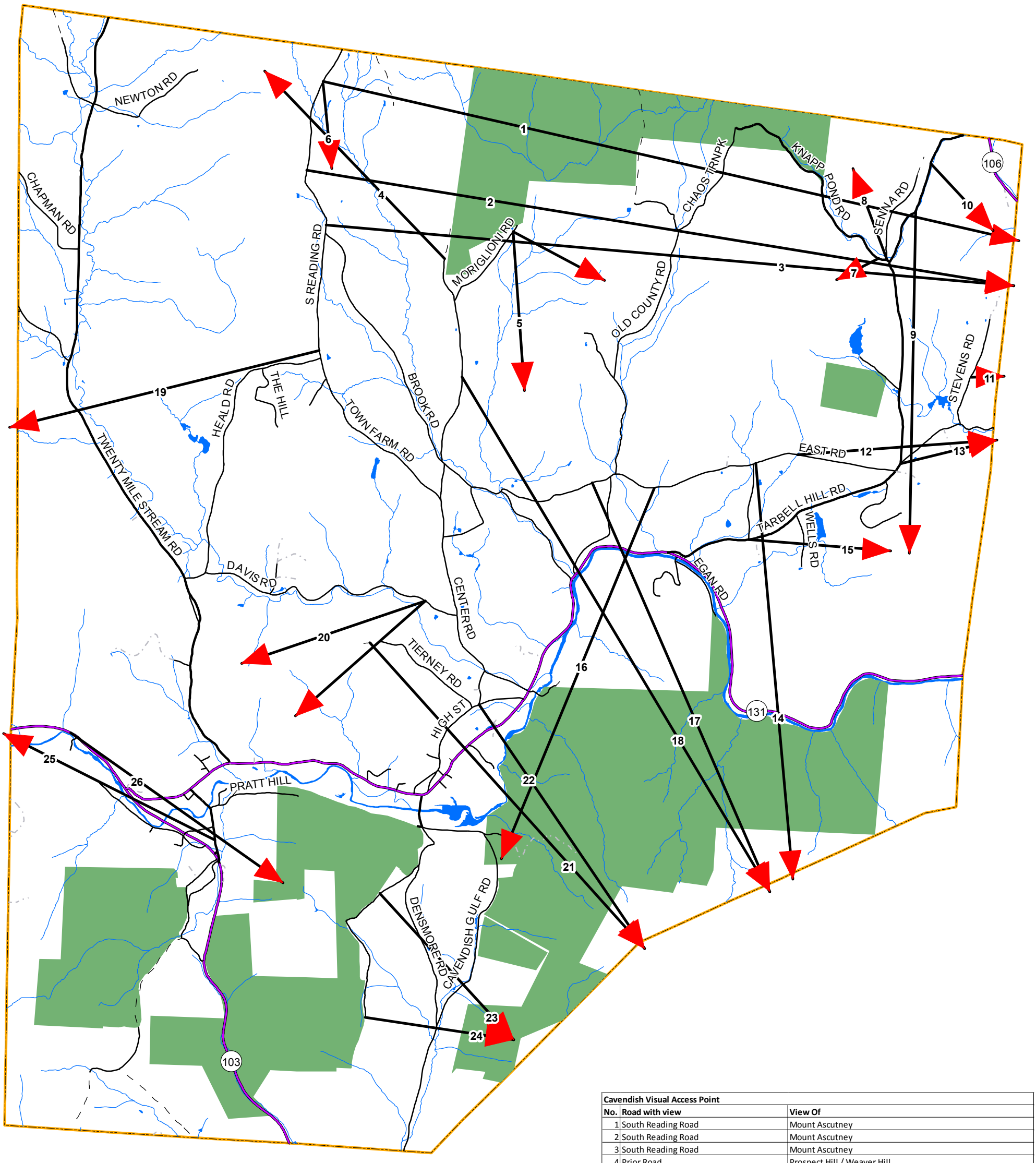
TOWN OF CAVENDISH

Visual Access



Cavendish Visual Access Point		
No.	Road with view	View Of
1	South Reading Road	Mount Ascutney
2	South Reading Road	Mount Ascutney
3	South Reading Road	Mount Ascutney
4	Prior Road	Prospect Hill / Weaver Hill
5	Moriglioni Road	Star Hill / unidentified to Hawk Mountain
6	South Reading Road	Broad vista to the south
7	Intersection of Knapp & Senna Road	Eagles Head
8	Knapp Pond Road	Hardy Hill / Bowen Hill
9	Tarbell Hill Road	unidentified hillside / Eagles Head
10	Tarbell Hill Road	Mount Ascutney
11	Stevens Road	Mount Ascutney / Little Ascutney
12	East Road	Mount Ascutney
13	Tarbell Hill Road	Mount Ascutney
14	East Road	Hawks Mountain
15	Tarbell Hill Road	Eagles Head
16	East Road	Cavendish Gulf & Hawks Mountain
17	East Road	Hawks Mountain
18	Center Road	Hawks Mountain
19	South Reading Road & Town Farm Road	Ludlow Mountain (Okemo)
20	Davis Road	Terrible Mountain / Ludlow Mountain (Okemo) / Tierney Ridge
21	Tierney Road	Hawks Mountain
22	High Street	Hawks Mountain
23	Perley Brown Road	Hawks Mountain
24	Perley Brown Road	Hawks Mountain
25	Depot Street	Ludlow Mountain (Okemo)
26	Route 103	Ball Hill

Visual Access Arrow
VT State Highway
Class 2 TH
Class 3 TH
Class 4 TH
Private Road/Drive
Stream
Public Land
Pond
Town Boundary

Miles
0 0.75 1.5

VT State Plane
Meters, NAD 83

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Not for regulatory interpretation

For info & data - www.vcgi.org

SWCRPC
P.O. Box 320
Ascutney, VT 05030
802-674-9201
www.swcrpc.org

Map developed by the Southern Windsor County Regional Planning Commission based on information and data created by The Cavendish Partnership in March 1986.