

## **INTRODUCTION**

### **Purpose of the Town Plan**

The intent of this plan is to benefit the people of the Town of Andover and its future generations by encouraging actions that are in the town's best interest. Vermont Statutes Title 24 Chapter 117 (the Vermont Municipal and Regional Planning and Development Act) enables any municipality in the state to, "prepare, maintain, and implement a plan within its jurisdiction."

### **Town Plan Process**

A Town Plan is developed, and amended as needed, by the Planning Commission, and adopted by the vote of the Board of Selectmen. Town plans expire five years after the date of adoption, at which time they may be amended and re-adopted or entirely rewritten. Town plans may be amended at any time. The goals, policies, and recommendations set forth in this plan were prepared by the Andover Planning Commission and adopted by the Andover Board of Selectmen. This Town Plan shall act as a guide for future development decisions in the town.

### **Background Information**

Andover is a mountainous town, nestled on the eastern slope of the Green Mountains. Andover has a land area of approximately 18,560 acres. The town has two villages, Peaseville and Simonsville (named after Edward Simons). Andover's original charter was granted by Benning Wentworth in 1761.

Since the earliest days, the residents of Andover have been actively engaged in farming and forest-related activities. Although many of these activities do not have the same economic relevance as in the past, many of the residents in the community are still employed in activities such as farming, sugaring and forestry, which utilize the land.

Land area (square miles):	29.0
Persons per square mile, 2000	17.24
Number of persons, 2000	496
Number of families, 2000	147
Number of households, 2000	215

Sources: U.S. Census of Population and Housing, 2000

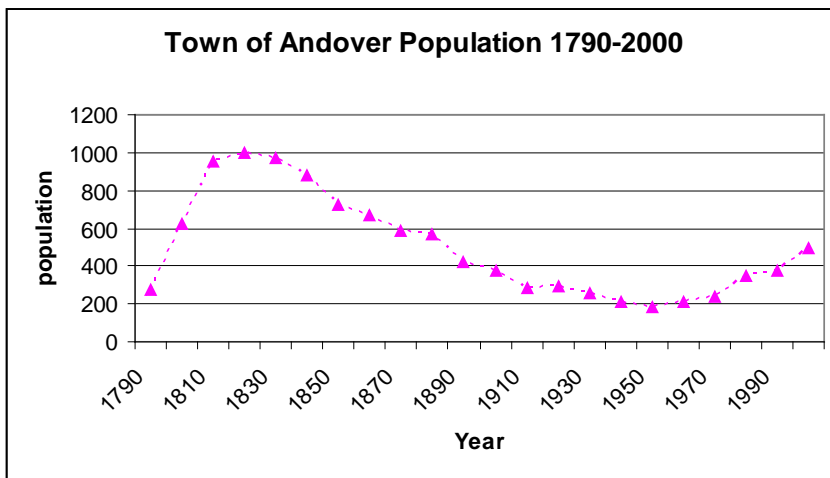
## **Statement of Andover's General Goals**

The following goals are based upon Andover's desire to remain a rural community:

1. To preserve the rural character of the community by protecting and sustaining Andover's environment and resources;
2. To preserve and protect the cultural and architectural heritage of the Town and maintain Peaseville as the administrative and recreational center of Andover;
3. To control future development so that it reflects historic settlement patterns and will not place undue burdens on the Town's ability to provide adequate services to its residents;
4. To encourage the most desirable and appropriate use of farmlands and natural resources, the improvement of forest productivity and the preservation of open spaces through sound conservation and management practices;
5. To protect the public health by recognizing the standards of environmental health. We will control environmental pollution (noise, air and water) with these standards in mind.
6. To discourage any change of land that is destructive to the land's natural character, given that the visual landscape is one of our rural characteristics;
7. To encourage the conservation of our marketable natural resources and strive to improve local use;
8. To balance the rights of individual property owners with the rights of the community at large in regards to decisions made concerning health, safety, and welfare.

## POPULATION

Andover had a peak population of 1000 people in 1820. According to the US Census, Andover had a population of 496 persons in 2000. Andover is a rural town with no urban centers. It is interesting to note that from 1980 to 1990 there was a negative net migration (-1.43%) which indicates that the population increase from 1980 to 1990 was due to birth rates in town. Between 1990 and 2000, however, the natural population increase (births minus deaths) dropped from 28 to 3. During the latter time period, population was mainly due to migration. The net migration between 1995 and 2000 was 78 people. The Town recognizes that the historic trend of increasing population since 1950 is likely to continue. The town has grown by an average of 62 people in each 10-year period since 1950. Population increases can change the rural character of a community and can increase the burden on town services.



### Population Characteristics (3)

Percent dependent, 2000: (percent of persons under 18 or over 64)	39.3
Percent native (Vermont) born, 2000:	50.4
Population Estimate (2005) (4)	540.0

(4) VT Dept. of Health

### Components of Population Change:

(Sources: Computed using U.S. Census of Population and Housing, 1970, 1980, 1990, and 2000)

#### **Population Change=(Births-Deaths)+Net Migration**

<u>Period</u>	<u>Initial Population</u>	<u>Final population</u>	<u>Absolute Change</u>	<u>Percent Change</u>
1970 to 1980	239	350	111	46.44%
1980 to 1990	350	373	23	6.57%

1990 to 2000	373	496	123	33%
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**Natural Increase**

<u>Period</u>	<u>Births</u> -	<u>Deaths</u> =	<u>Increase</u>	<u>% population change due to Natural Increase</u>
1970 to 1980	26	16	10	4.18%
1980 to 1990	46	18	28	8.00%
1990 to 2000	26	23	3	2.44%

**Net Migration** (Total number of people moving to the town, minus the total number leaving town)

<u>Period</u>	<u>Net Migrants</u>	<u>% population change due to Net Migration</u>
1970 to 1980	101	42.26%
1980 to 1990	-5	-1.43%
1990 to 2000	120	97.56%

**Goal**

1. To control and direct growth so that it occurs in a reasonable and orderly fashion, with minimum impact on the environment, the Town’s rural appearance, and its ability to provide services.

**Policy**

1. The Planning Commission will review on an annual basis 2000 Census information and land consumption patterns and its effects on the town’s land base.

**Recommendation**

1. Review the town plan, zoning bylaws, subdivision regulations and other bylaws and ordinances to determine whether changes need to be made to address community-wide issues.

## ECONOMY

According to the US Census, 33% of the Andover residents worked within the town in 2000. The rest of the wage-earners of Andover commuted to the surrounding towns for employment. Because of this long-standing pattern of employment beyond the town's boundaries, Andover recognizes its role as a contributing partner to the regional economy.

Andover's residents have, in general, fared well in the region's economic environment. Andover's 1999 median family income of \$50,625 is slightly higher than the median family income for the county (\$49,002) or state (\$48,625). In 1999, Andover's percentage of families below poverty level was lower than both the county and the state.

### Income Characteristics 1999 (See notes)

Location	Median and Per Capita			% of Families below Poverty	
	MHI	MFI	PCI	1989	1999
Vermont	\$40,856	\$48,625	\$20,625	6.9%	6.3%
Windsor County	\$40,688	\$49,002	\$22,369	6.6%	5.2%
Andover	\$42,273	\$50,625	\$21,744	1.9%	4.5%

Notes: MHI = Median Household Income, MFI = Median Family Income, PCI = Per Capita Income, NFMI = Non-family Median Income; % below poverty for family of four, per 1989 federal poverty threshold of \$12,674; N/A = information not available at time chart was created

The types of jobs available to residents in the southern Windsor County region have been steadily changing over the past 20 years. The decline of manufacturing, agriculture, and forestry, coupled with the increase in the ski area industries has changed the regional economy.

Historically, the kinds of work going on within Andover itself have been farming, forestry, and crafts. The number of townspeople employed in manufacturing, agriculture, forestry, and fisheries has declined overall since 1980, but increased slightly between 1990 and 2000. Construction, managerial, retail, professional and business services have continued to increase since 1980. Production, transportation and moving occupations have decreased since 1990.

Occupation: (Employed persons, aged 16 and over)	1980	1990	2000
Management, professional and related occupations	34	43	98
Sales and office occupations	50	63	49
Service occupations	13	18	39
Farming, forestry, fishing	26	6	11
Production, transportation and material moving occupations	63	62	28
	<b>186</b>	<b>192</b>	<b>225</b>

**Number of Workers By Industry:**

<b>(Employed persons, aged 16 and over)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Agriculture, forestry, and fisheries, hunting and Mining	17	8	32
Construction	24	41	26
Manufacturing	46	19	32
Transportation	2	7	0
Communications/public utilities	0	0	5
Wholesale trade	6	0	0
Retail trade	26	32	37
Finance, insurance, and real estate	12	14	8
Professional, scientific, management, administrative and waste management services	15	18	18
Entertainment, recreation services		2	33
Education, Health & social services	23	35	50
Other professional, related services	7	12	18
Public administration	8	4	8

Source: U.S. Census of Population and Housing, 1980, 1990

\* Categories combined in 1980 U.S. Census:  
 Personal services combined with entertainment, recreation services  
 Mining combined with agriculture, forestry and fisheries

Total employment, 1980 (Persons 16 years and over): 186  
 Total employment, 1990 (Persons 16 years and over): 192  
 Total employment, 2000 (Persons 16 years and over): 267

While many Andover townspeople commute to the nearby towns of Chester, Ludlow, and Springfield, over 60 people commute to towns outside the region. According to the 2000 Census, 35 people worked at home, and for those who commute to work, the mean travel time was 24.2 minutes. The environmental, financial, and personal costs of commuting to work are an ongoing concern. Therefore, ride sharing may be of interest to those who commute.

**Child Care Facilities**

Child care is an important consideration for families who have two wage earners, or for single parent households. Although Andover does not have any licensed child care providers or registered child care homes in the town, there are 11 licensed providers and 9 registered homes in the surrounding towns of

Chester, Weston, Londonderry, Ludlow, Windham, Mount Holly and Cavendish. For the next Town Plan, the Town should research the need for additional child care providers in the area and support the efforts of licensed providers or registered homes to open facilities within the town itself.

***Goal***

1. To encourage a strong and diverse regional economy that provides job opportunities for Andover residents while maintaining the Town's unique quality of life.

***Policies***

1. Economic growth should be encouraged in Peaseville and Simonsville.
2. Support the creation and retention of home-based and other small scale businesses that would be able to utilize, in an appropriate manner, the town's human and natural resources.
3. Support the development and operation of child care facilities within the town.

***Recommendations***

1. Support the continued cooperation between the Town, Planning Commission and local and regional economic development groups.
2. Zoning Bylaws and other town ordinances should facilitate the creation and retention of home based and other appropriate businesses in Town.
3. Survey local families that need child care to determine the availability of facilities and need for additional facilities within the town itself.

## HOUSING

According to the US Census, there were 347 housing units in 2000. Of these, 215 units were occupied and 132 were vacant at the time of the census (see tables above and below). Of those vacant, 118 were seasonal homes in 2000, accounting for 34% of the total housing units. Seasonal homes pay taxes to help support town services which the seasonal homeowners infrequently use. However, people purchasing seasonal homes typically have more disposable income and can afford higher prices when purchasing a home. This, in turn, drives up the cost of housing in Andover.

The U.S. and Vermont State Housing goals for affordable housing include the achievement of housing costs at or below 30% of household income (including utility expenses) for households at or below the county median income level. Andover's 2000 median household income was \$42,273, slightly higher than that of Windsor County (\$40,688). From these figures, no more than \$1,056.83 per month should go toward mortgage payments (or rent), heat, electricity, water, housing related taxes (or fees), and other similar housing expenses for housing to be "affordable." In 2006, the average home costs in Andover were among the highest in the region, and have almost doubled in price since 1996. Homes in Andover on less than 6 acres of land cost an average of \$203,300 in 2006 (compared to \$108,478 in 1996). A 30-year mortgage at 7.5% mortgage interest rate for a home costing \$203,300 would result in \$1,352 of monthly mortgage costs. This rate is already 38% of the monthly median household income, not accounting for utilities, heat, electricity, water, house related taxes and similar fees. It is likely, therefore, that the majority of people living in Andover could not afford to purchase a home there today.

### Housing Units by Type 2000 US Census

Location	Total Units	Single Family		Two Family		Multi family	
		Total	% Total Units	Total	% Total Units	Total	% Total Units
Vermont	294,382	203,309	69.1%	21,180	7.2%	46,588	15.8%
Windsor County	31,621	22,135	70.0%	1,827	5.8%	5,176	16.4%
Andover	347	322	92.0%	12	3.4%	5	1.4%

Location	Mobile Homes		Other	
	Total	% Total Units	Total	% Total Units
Vermont	15,804	5.4%	7,501	2.5%
Windsor County	2,410	7.6%	73	0.2%
Andover	11	3.1%	0	0

## Housing Units – Census 2000

		Nonseasonal		Occupancy		Vacant Units						
		(all except Seasonal)		# of Units		For Sale or Rent			Seasonal		Other	
Area	Total units	Total	% of Total Housing	Occupied	Vacant	Sale	Rent	% of Total Vacant for sale/rent	Total	% of Vacant	Total	% of Vacant
Andover	347	232	66.9%	215	132	3	0	2.3%	118	89.4%	11	8.3%
Windsor County	31,621	25,378	80.3%	24,162	7,459	275	367	8.6%	6,243	83.7%	574	7.7%
Vermont	294,382	251,322	85.4%	240,634	53,748	2,393	3,084	10.2%	43,060	80.1%	5,211	9.7%

## 2006 Residential Counts and Average Fair Market Values (FMV)\*

TOWN	R1** count	R1 avg. FMV	R2** count	R2 avg. FMV	MHU** count	MHU avg. FMV	MHL** count	MHL avg. FMV
Andover	203	\$203,300	190	\$350,817	18	\$7,885	8	\$93,558
SWC Region	6,481	\$159,649	2,269	\$326,916	509	\$21,064	534	\$91,763

\* Fair Market Value (FMV) is determined by dividing the total Equalized Value for each category and dividing by the count. All figures based on data from the Division of Property Valuation and Review

\*\* Property definitions are as follows:

R1 - Residential on less than 6 acres

R2 - Residential on greater than 6 acres, not including working farms

MHU - Mobile home - unlanded (set up on land not owned by the owner of the mobile home, as in mobile home parks)

MHL - Mobile home - landed (set up on land owned by the owner of the mobile home)

### Goals

1. To encourage a diversified housing stock so that residents and their children can afford to reside in Andover.
2. To support the efforts of the Rockingham Area Community Land Trust to provide safe and affordable housing.

### Policies

1. Encourage new home construction to occur in a manner that preserves the rural character of the town.
2. Encourage new home construction that most local residents can afford.

### Recommendations

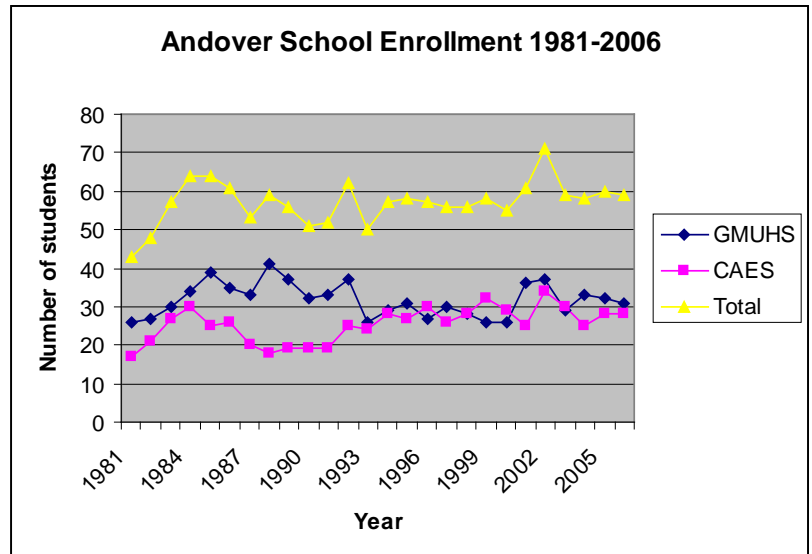
1. Review zoning and subdivision regulations for consistency with affordable housing goals.
2. Consider strategies for affordable housing in zoning and subdivision regulation, such as maintaining historic density levels in historic villages, and provision of accessory living spaces within existing buildings.
3. Work with the Rockingham Community Land Trust and the regional commission to meet local housing needs.

## EDUCATION

Andover provides for the education of its children through membership in the Green Mountain Union High School and the Chester-Andover Elementary Union School districts. The Town has representatives on both schools' Board of Directors.

### Number of Andover Students Attending School

	CAES	GMUHS	TOTAL
2006	28	31	59
2005	28	32	60
2004	25	33	58
2003	30	29	59
2002	34	37	71
2001	25	36	61
2000	29	26	55
1999	32	24	56
1998	28	28	56
1997	26	30	56
1996	30	27	57
1995	27	31	58
1994	28	29	57
1993	24	26	50
1992	37	25	62
1991	33	19	52
1990	32	19	51
1989	37	19	56
1988	41	18	59
1987	33	20	53
1986	35	26	61
1985	39	25	64
1984	34	30	64
1983	30	27	57
1982	27	21	48
1981	26	17	43



### Elementary School:

The Chester-Andover Elementary Union School District #29 educates children living in Chester and Andover from Kindergarten through Grade 6 and also includes an Early Childhood program for pre-school children. The school is located on Main Street in the center of Chester. It has 17 classrooms and about 340 students, which translates to about 20 students per classroom. Twenty students per classroom is the upper limit of classroom density in the current philosophy of the current school board, hence the school is operating at full capacity at this time.

**High School:**

The Green Mountain Union High School District #35 educates children living in Andover, Cavendish, and Chester from Grades 7 through 12. The high school is located on Route 103 just south of Chester's village. It was built in 1971 to serve 800 students, but the actual capacity, suggested by the number of student lockers, is 705 students. The current enrollment (2007), at 434 students, is well below the capacity of this facility.

**Post High School:**

Vermont Community College in Springfield offers college level courses. New Hampshire Community Technical College in Claremont, NH, offers college level courses, associate degrees, and adult continuing education.

<b>Education</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Percent of population 18 and older with less than a high school education	20.8	14.1	8.5
Percent with high school diploma or equivalent	37.5	34.1	37.2
Percent with Associate's degree or some college	21.7	26.8	21.5
Percent with Bachelor's degree or higher	20.0	25.0	32.7

**Educational Attainment of Persons age 18 years and over****LEVEL OF EDUCATION REACHED in 2000**

<b>LOCATION</b>	<b>Post High School Degree</b>							<b>Percent Post High School</b>
	<b>Less than 9th grade</b>	<b>No Diploma 9th-12th</b>	<b>High School Diploma</b>	<b>Some College No Degree</b>	<b>Associate</b>	<b>Bachelor's</b>	<b>Graduate</b>	
<b>Vermont</b>	21,253	43,325	147,980	90,833	33,510	79,255	45,092	34.2%
<b>Windsor County</b>	1,670	4,018	14,208	8,148	3,222	7,853	4,874	36.3%
<b>Andover</b>	12	24	156	66	24	86	51	38.4%

With regard to the publicly-funded educational facilities, projected enrollments are anticipated to remain at approximately the same level as current enrollments, barring dramatic changes in the town's population numbers. Since the operating costs of Chester-Andover Elementary and Green Mountain Union High School is based on enrollment, Andover's cost has fluctuated from year to year. Prior to Act 60, Andover's expenditure for schools was about 50% of the total town budget. Currently, spending for school taxes is about four times the municipal expenditures in the town budget. For 1996/1997 the Town budget was \$460,118.00; the School budget was \$387,919.00. For 2007/2008 the Town budget is \$570,169.00; the State Education tax rate will raise \$2,387,560.00. Of that amount, local expenditures will be \$668,718.00 while the rest will be sent to the State education fund.

In addition to those who attend public schools, some of Andover's children are home-schooled and some attend private schools without direct taxpayer assistance.

***Goal***

1. To ensure that the residents of Andover have access to adequate educational opportunities.

***Policy***

1. Maintain and improve the quality of the education systems used by the town.

***Recommendation***

1. Maintain active and effective representation on the elementary and high school boards.

## **TRANSPORTATION**

There are a total of 48.72 miles of maintained roads and highways in the Town of Andover including two State Highways, Route 11 and Route 100. On the State Highways in particular, the principles of access management, which promote safer highways and safer access to and from the highway, would be well employed. Access management principles also fit in well with maintaining historic settlement patterns and the rural character of the landscape.

In accordance with State law, local roads are classified into four groups according to their level of use, condition and surface type. These groups are identified as Class 1, 2, 3 and 4. These classifications are used to determine the amount of State Aid to towns for transportation.

Andover town road inventory is as follows:

Class 1 Town Highway	00.00 miles
Class 2 Town Highway	09.93 miles
Class 3 Town Highway	30.48 miles
Class 4 Town Highway	04.41 miles (not included in town's total mileage)
State Highways	0 3.91 miles

Class 1 roads are those town highways which form the extension of a state highway route and which carry a state highway route number. Class 2 roads are the most frequently used roads in town and most of these are paved. Class 3 roads generally connect to either Class 2 roads and State highways and may be either paved or unpaved. Class 4 roads are unpaved, seasonal roads that are not plowed in winter. Towns do not receive State Aid for Class 4 roads and are not required to maintain them.

Maintaining the existing road system is important to Andover's economic well-being and future growth. Expansion of the existing road network could have negative impacts on the town for a variety of reasons. The cost of maintaining public roads currently accounts for about 35% of the total municipal budget, not including schools. Extending the existing roads or creating new roads could seriously affect the physical character of the community and lead to dispersal of housing and population.

### ***Goals***

1. To maintain a transportation system that is cost effective, environmentally sound, safe, convenient and efficient for the movement of people, goods, and services.

### ***Policies***

1. Careful consideration, including a review of the town's road ordinance, shall be given to all potential impacts before expansion of existing roads or construction of new roads is approved or accepted.
2. Maintain a transportation system that is consistent with the rural character of the Town.
3. Carefully manage the access to state highways, taking into consideration safety, efficiency, and land use goals.
4. Encourage residential development to be in close proximity to existing town highways.

5. Promote and participate in local and regional transportation planning.

***Recommendations***

1. Participate with Town and Village Transportation Services and the Vermont Agency of Transportation (VAOT) in examining the efficacy and feasibility of establishing a rural public transportation program for those in need.
2. Develop access management guidelines for Andover's 3.9 miles of state highway, Route 11.

## **TOWN AND PUBLIC FACILITIES**

For the duration of this plan, no large public investment is anticipated. The existing Town Office, other municipal facilities and equipment appear to be adequate for the next five years. The most recent municipal construction project was completed in 1993 and involved the relocation of the Town Hall. The project also included adding a kitchen, bathrooms and handicapped access to the building.

The Town of Andover does not intend to construct or operate a municipal water system or a municipal sewage disposal system within the time frame of this plan. Owners of residential and commercial facilities are expected to provide for their own water needs and for on-site sewage disposal needs in accordance with the provisions of the State's regulations for water and wastewater. There are no plans for any additions and/or new construction related to public recreational facilities.

Police protection is provided by the Vermont State Police. Andover contracts and pays for Fire Fighting services and Emergency Ambulance services provided by the Town of Chester Fire Department. The present levels of Police, Fire and Emergency services are considered adequate for the duration of this plan.

If a proposed development will require the Town to significantly increase its level of funding for services, it is in the best interest of the Town to have a Capital Program and Budget Plan so that any impact fees assessed to the developer have a logical and legal basis as described under 24 V.S.A. Section 4426.

### ***Goal***

1. To maintain the appearance, safety and quality of town and public facilities.

### ***Policies***

1. Encourage the use of existing Town facilities, as appropriate.
2. Promote the use of Town facilities in the recognition and celebration of commemorative events and occasions of importance to the citizens of Andover.

### ***Recommendations***

1. The Board of Selectmen will review the condition of town facilities and equipment on an annual basis.
2. Develop a Capital Program and Budget Plan to protect the town's claim to impact fees in case a new development requires increased provision of services on the part of the Town.

## **ENERGY**

The wise use and conservation of energy is in the best interest of the citizens of Andover. While state and federal policies have greater influence on energy use and consumption than the policies of a small rural town, regional and local efforts can affect energy consumption through car pooling, conservation, and the use of renewable energy resources.

Wood, propane and heating oil are among some of the more common types of fuel used to heat homes in Andover. As a result of increasing fuel oil costs, home heating costs are on the rise throughout New England, which in turn increases the demand for cheaper sources of fuel such as cord wood. Home heating costs can be significantly lowered by using modern insulating and building techniques, achieving higher “R” ratings. Vermont Residential Energy Code requires builders of new homes to complete a Vermont Residential Building Energy Standards Certificate.

### ***Goal***

1. To encourage energy saving measures that can be adopted by local residents.

### ***Policy***

1. Encourage contractors that all new construction utilize building techniques that make efficient use of energy.

### ***Recommendation***

1. Cooperate regionally to hold educational events encouraging citizens to adopt energy saving measures, thereby lowering living expenses.

## **UTILITIES**

The siting of electrical facilities and transmissions lines, telecommunication and broadcasting towers involves health, safety and aesthetic issues. These structures can alter mountaintops and ridge lines in ways that negatively effect scenic resources vital to Andover's economic and cultural future.

Viewsheds and bear habitat are particularly vulnerable to impacts from the development of new communications towers. Electromagnetic fields (EMFs) emitted by communications towers and electrical transmission lines are suspected of contributing to human health problems, including some types of cancers. In particular, the ridge lines of Terrible Mountain, East Hill, and Markham Mountain would be inappropriate for telecommunications towers or new transmissions lines.

The town also recognizes the national need to conserve natural resources and reduce pollution through local efforts to reduce consumption, and to reuse and recycle existing products and materials that would otherwise become waste.

### ***Goals***

1. To accommodate the necessity of utilities while minimizing the economic, aesthetic and environmental impact upon the town.
2. To encourage citizens to reduce, reuse, and recycle.

### ***Policies***

1. Allow new facilities and towers only as necessary to meet the changing needs of the public.
2. Encourage the use of existing towers or structures that would support equipment before construction and siting of new towers is permitted.
3. Discourage the siting of new telecommunications towers on ridge lines and mountaintops within the Town.
4. Encourage citizens to use recycling programs in neighboring towns.

### ***Recommendations***

1. Consult the Andover Zoning Regulations for the specific conditions of construction and siting of any electrical, telecommunication or broadcasting tower or facility.

## **NATURAL AND CULTURAL RESOURCES**

### **Agricultural and forested lands**

The number of working farms in Andover has been decreasing over the years. Farms provide open space and contribute to the rural qualities that people enjoy about Andover. Forest and farmland provide habitat requirements for a variety of mammals, reptiles, amphibians, and birds. This patchwork of fields, forests, and the viewsheds among them constitute an aesthetic resource that deserves recognition and protection.

The majority of land in Andover is in woodland or forest, but the number of lumbering jobs has also been decreasing over the years. Vermont and the rest of the New England states have been deforested three times since the settlement of America by early colonialists. The predominant canopy species have changed since pre-settlement. The forests and woodlands of Andover are currently a mix of broadleaves and conifers. Sugar Maples are important part of Vermont's, and Andover's, cultural heritage, providing colorful foliage and maple syrup.

Primary agricultural lands are defined as those which are capable of supporting an agricultural operation and are further defined in 10 VSA section 6001 (15) [Act 250]. Forested and secondary agricultural lands include those which are not primary agricultural lands, and those which have not been extensively developed.

### ***Goals***

1. To promote the continued use of agricultural and forested lands in a manner which helps to maintain or preserve the natural beauty, function and productivity of the lands.
2. To encourage sustainable uses of Andover's marketable natural resources.

### ***Policies***

1. Primary agricultural lands shall be devoted to the production of agricultural products, or to uses that will maintain or preserve such lands for future agricultural operations.
2. Any development planned for agricultural or forested lands shall not reduce the natural productivity of these lands.
3. All logging and forest-related activity should be done in accordance with Best Management Practices (BMP) and Acceptable Management Practices (AMP) as established by the Vermont Agency of Natural Resources (ANR).

### ***Recommendations***

1. Promote, through education, the correct management practices for agriculture and forest-related activities by using the expertise of professionals.
2. Work with area land trusts, in cooperation with land owners and the community, to educate people on the different methods available to preserve important forested and agricultural lands.
3. Identify areas of significant aesthetic value to the entire community.

## **Surface waters and wetlands**

The rivers and streams that run through Andover are a valuable resource to the town and to the Williams River watershed. While most of the streams are small, many contain healthy populations of native fish and serve as the headwaters of the upper and middle branches of the Williams River. Headwaters are generally Class 1 and 2 tributary streams, the “beginnings” of a river system, that flow into a larger body of water. Headwater streams are sensitive to change, and land uses in this part of the watershed can affect water quality and river stability further downstream.

Due to the importance of these surface waters, it is important that they be protected. Protection of surface waters involves stream bank management, overseeing point source discharges of wastes, and controlling non-point sources of water pollution and stormwater runoff from roads and impervious surfaces. Naturally vegetated buffer next to surface waters can help to filter pollutants, provide shade for fish, and habitat for birds and mammals. In addition, wider buffers can provide natural greenways and wildlife corridors.

A number of ponds and wetlands are also located throughout Andover, many of which are included in the National Wetlands Inventory. Wetlands, small ponds and vernal pools (ponds that dry up in summer months) are biologically productive ecosystems and serve a variety of functions: retaining stormwater runoff, reducing flood peaks, protecting groundwater quality, filtering eroded sediment, and providing habitat for a wide diversity of plants and animals. They also provide open space and contribute to Andover’s scenic landscape. According to the Vermont Wetlands Rules, Class 1 and 2 wetlands (those identified in the National Wetlands Inventory) require conditional use review prior to the issuance of a local zoning permit.

### ***Goals***

1. Maintain or enhance the integrity and functions of Andover’s surface waters and wetlands.

### ***Policies***

1. Continuous areas of undisturbed vegetation along rivers and streams should be encouraged, thereby protecting shorelines, wildlife habitat and scenic quality.
2. New development adjacent to streams or rivers must be designed to cause minimal damage to the stream environment. Any such development should be planned so that surface waters do not become silted, contaminated or otherwise degraded.
3. A naturally vegetated buffer strip between development and surface waters should be maintained.
4. Any storing or transporting of chemicals or other hazardous material should be done in such a manner so as to have no adverse effects on streams or other sources of water.
5. The use of road salts and other chemicals adjacent to sensitive areas such as wetlands, stream crossings, and steep slopes should be minimized.
6. Any alterations to ponds and wetlands must be in compliance with all regulations.

### ***Recommendations***

1. Review zoning regulations to protect rivers and streams, ponds and wetlands not already protected under state law.
2. Include high elevation streams and buffer areas in a plan for open space conservation.

### **Wildlife habitat and endangered species**

Whitetail deer, black bear, and wild turkey are a few of the animals that can be found in Andover. Deer wintering areas and black bear habitat are regulated by the State of Vermont. According to the Vermont Non-game and Natural Heritage Program, there are currently no endangered or rare species located in Andover.

### ***Goal***

1. To review areas designated as deer wintering areas, bear corridors and Natural Heritage Inventory Sites.

### ***Policies***

1. Develop strategies to protect areas containing rare species, exemplary natural communities and necessary wildlife habitat. Strategies may include public and quasi-public ownership or conservation easements protecting such lands.
2. Encourage the conservation of contiguous properties and discourage practices which fragment wildlife habitat.

### ***Recommendations***

1. Request that the Regional Planning Commission create and update maps indicating the locations of state regulated natural resource constraints.
2. Review subdivision regulation to ensure conformity with wildlife habitat policies.
3. Discuss at town meeting and other community forums the development of a conservation program.
4. Discuss the merit of creating a conservation commission.

### **Mineral resources**

Gravel and sand are the only earth resources utilized at this time, but other resources such as granite, soapstone and talc may be present. Mining provides jobs and is a valuable source of income for rural communities. Resources from mining make activities such as building construction, road development, and a variety of other manufacturing processes possible. However, mining and mineral extraction can adversely affect a community in a number of ways. First, the road network can suffer damage due to the heavy equipment and trucks that need to be transported to and from the job site. Second, the aesthetics of the community's rural landscape can be negatively impacted. Finally, the peace and quiet of a rural community can be changed due to the noise associated with such operations.

### ***Goals***

1. To encourage the extraction and processing of mineral resources in a manner that is appropriate and consistent with Andover's rural character.

### ***Policies***

1. The extraction of any earth resource shall be permitted only when the present and future effects of such extractions or related processing are not unreasonably damaging to the surrounding properties and the environment.
2. Special interests shall not override the health and integrity of the entire environment.
3. Require that earth resource extraction activities do not adversely affect surrounding properties and that extraction sites be restored to viable condition in a timely manner.

### ***Recommendations***

1. Review local and state regulations to assure that the public interest is protected. Amend local regulations to conform with any revised state regulations.

### **Cultural Resources**

There are many historically significant structures located throughout Andover, thirteen of which have been identified on the State Register of Historic Places; one of these, Rowell's Inn in Simonsville, has been entered on the National Historic Register. The other state identified sites are: the Union Church, the Andover Community Church, the Jacquith House, Marie Hill Farm, the Elliot House, the Hazeltine House, the Town Hall, the Bergquist House, the Hale House, the Halloway House, the Davison House, and the Town Highway 17 Bridge, over Nancy Brook. These structures, and others like them, should be protected and preserved.

### ***Goals***

1. Protect and preserve the structures recorded in the state and national registers of historic places.
2. Protect and preserve the cultural resources as they are identified by the residents of Andover.

### ***Policies***

1. The demolition of historically significant structures should be discouraged.
2. Property owners of historic structures seeking inclusion in the State or National Registers should be encouraged and assisted in their efforts.

### ***Recommendations***

1. Review bylaws to strengthen protection of historic structures.
2. Cooperate with local Historical Societies and the Vermont Division for Historic Preservation to build public consensus for the value of historic structures.
3. Inventory cultural resources as identified by the residents of Andover.

## LAND USE

### Existing Land Use

The selection of sites for development in the Town of Andover has been significantly influenced by its topography and road access. Generally, commercial development has occurred along Andover Road and Route 11 with the exception being the Tater Hill recreational area which is located in the Towns of Windham and Andover. Residential development has been limited by steep slopes, very shallow soils and poor road access. In the past, development that has occurred in areas that were either conducive to development (i.e. good soils, road access and topography) or in areas where natural resources, views and other amenities made the expense of developing access worthwhile. Current land use patterns continue to be influenced by many of the same limitations, but other important factors such as technological advances and availability of capital are providing opportunities for development in areas that were once considered severely limited.

The majority of land cover in Town is forest land which provides employment and habitat for a variety of species such as deer, bear, moose and a multitude of bird species. Agriculture land is located in the valleys and plateaus where the best soils and slopes are found.

### Housing Growth in Andover 1940-2000

	1940	1950	1960	1970	1980	1990	2000
# Housing Units	55	79	119	158	229	301	347
Change in # units since previous decade	NA	24	40	39	71	72	46
% change since previous decade	NA	43.6%	50.6%	32.7%	44.9%	31.4%	15.3%
Average # units/year (within the decade)	NA	2.4	4	3.9	7.1	7.2	4.6
# Seasonal housing units	NA	NA	NA	NA	99	135	118
# Nonseasonal housing units	NA	NA	NA	NA	130	166	229
% Seasonal	NA	NA	NA	NA	43.2%	44.8%	34.0%

Center for Rural Studies – Community profiles (based on Census data)

Between 1970 and 1990, housing in Andover grew by approximately 4.5% or 7.15 units per year. Between 1990 and 2000, the rate dropped somewhat to approximately 4.6 units per year. According to U.S. Census, between 1980 and 2000, the population of Andover has increased by 41.7% from 350 to 496 persons. Also between 1980 and 2000, housing units in Andover have increased from 229 units to 347 units, an additional 118 units, or 51.5%. The difference in the rates of increase between population and housing units is due to the increase of seasonal homes. Between 1980 and 1990, seasonal homes increased by 40% while year-round homes increased by 24% for the same period. Between 1990 and 2000, the number of seasonal homes decreased, while the number of year-round units increased by 38%. The change is likely due to conversion of seasonal homes to year-round homes, and to the nationwide trend of decreasing household size. Andover has seen an overall increase in seasonal home development because of its scenic beauty, rural environment and proximity to several ski areas in southern Vermont. One of the results has been a rapid increase in the value of housing and buildable land, making it difficult for local residents to find land or homes at reasonable cost. (See the Housing element of this plan for more details.)

Historically, development in Andover has occurred in a manner that was in accord with community interests. The rate at which the population has grown has not placed an undue burden on town services and schools, nor on the environment, primarily because the majority of development has been for single family homes or for small subdivisions.

### **Future Land Use**

The residents in Andover want to maintain its rural character by seeking to implement the following policies and statements:

1. Commercial and industrial development should be at the appropriate scale for a small rural community like Andover. Commercial, Industrial or high density residential development should occur along Route 11 or adjacent to Andover Road.
2. Residential development occurs in historic settlement patterns. Low density residential development should be limited in areas of steep slopes and shallow soils.
3. Residential development should not fragment important agricultural and forest lands or lands that provide habitat for bear, moose, bobcat and other important indicator species.
4. Residential development along ridgelines or on slopes greater than 15% is strongly discouraged.
5. In the appropriate areas, the clustering of residential development is encouraged. This will result in higher densities on some parcels but will be beneficial to the proper functioning of these lands.
6. Home based and small commercial enterprises are important so long as they are compatible with adjoining land uses and do not adversely affect air, water or scenic resources.
7. Employment opportunities based on tourism, agriculture, forestry, natural resources are encouraged.
8. Development along the existing road system is encouraged, the construction of new public roads is discouraged.
9. The siting of public utilities should be sensitive to Andover's aesthetic and natural resources.
10. Maintain a high quality natural environment that is available and accessible to the citizens of Andover to use and enjoy.

The Town of Andover has limited capacity to expand municipal services. It is in the best interest of the Town to control growth in a manner that is consistent with its capacity to provide such services. The purpose of this policy is not to prohibit growth but to control it in the best long-term interest of the community.

### ***Goal:***

1. Development should be compatible with the surrounding areas to the greatest extent possible, in order to preserve Andover's rural character, open spaces and historic land use patterns.

### ***Policies***

1. It shall be the policy of the Town of Andover to control the rate of growth within the community so as to promote orderly development without placing undue burdens upon the taxpayers or the environment.

2. If a proposed development will cause or contribute to growth in excess of the historical rate of growth (4.5% or 7.15 residential units per year), or significantly increase the provision of municipal services, the Planning Commission shall have the right to require the developer to phase the project over a reasonable period of time.

***Recommendations***

1. Review the rate of population and housing growth every five years to determine rate of growth.
2. Update the zoning and subdivisions regulations on an as needed basis to address growth issues.
3. Adopt a capital budget and program so that impact fees may be charged to reduce the burden of new development on current residents.

## **RELATIONSHIP TO LOCAL AND REGIONAL PLANS**

Andover is a rural town with a population smaller than that of the surrounding towns. Its two villages, Peaseville and Simonsville, have been identified in the Regional Plan as “historic hamlets” consisting of little if any commercial development. Andover aims to preserve its rural character and the cultural and architectural heritage of these hamlets. Therefore, the people of Andover will continue to depend on the surrounding towns, particularly Ludlow and Chester, for shopping, banking, health care, secondary educational services, employment, and recreation. For the most part, this appears to be a mutually agreeable situation between the towns.

The Okemo Mountain ski resort has the greatest potential for influencing the regional planning picture around Andover in the foreseeable future. Employing approximately 1,200 people during the ski season, the success of the resort is essential to the financial stability of many families in the region. The presence of the resort also has other implications for the region, and for Andover in particular. Regional or multi-town trends in traffic patterns, land use, land affordability, and seasonal home construction should be considered when comparing Andover’s Town Plan with that of other towns.

## **IMPLEMENTATION**

The primary purpose of this section is to identify immediate actions which might be taken to achieve the plan’s goals and objectives. First, a complete and updated plan is itself a product and an achievement. It 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, the town plan stands as a coherent representation of a community’s values as they pertain to the lands of the town. Act 250 requires that developers show that their projects conform to the values and priorities expressed in town and regional plans. The town should update this plan as often as necessary, and at least every five years.

During the five-year term of this plan, there are several tasks which have been identified within the plan:

1. Review and adjust zoning and subdivision regulations to conform with the goals set forth in the population, economy, housing, natural resources, and land use elements of this plan.
2. Continue to participate in regional transportation coordination efforts through the Transportation Advisory Committee and Town and Village Transportation Services.
3. Develop access management guidelines for Andover’s 3.9 miles of state highway, Route 11.
4. Request that the Regional Planning Commission create and update maps indicating the locations of state regulated natural resource constraints.
5. Develop a Capital Program and Budget Plan.
6. Maintain active and effective representation on the elementary and high school boards.
7. Work with regional land trusts and the regional commission on meeting local housing needs.
8. Identify areas of significant aesthetic value to the entire community.
9. Inventory cultural resources as identified by the residents of Andover.