

# The Castleton Town Plan



2002



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## **INTRODUCTION AND OVERVIEW**

### **Purpose**

The Castleton Town Plan is a framework and guide for reaching community goals. It also attempts to balance the wide range of competing interests and demands found in the town, to coordinate the pattern of development, the use of important natural resources and to address both current and long-term needs. The policies and programs stated within this comprehensive plan were developed to preserve and protect the town's assets while providing a future vision for town officials, businesses, and citizens of Castleton.

The Plan should be used in a variety of ways. First and foremost, the Plan should be a basis for community programs and decision-making. For example, it should influence the town's budget and capital expenditures, community development efforts, and natural resource protection initiatives. As required by law, it should also serve as a foundation for local land use controls such as zoning, subdivision, and health regulations. Furthermore, the Plan should be given full effect in all appropriate regulatory proceedings, such as Act 250.

Because it is not able to address every important local issue fully, the Plan should also be looked at as a source of topics for further study. Some aspects of the Plan are based on limited evaluations or on evaluations that should be periodically updated. Finally, the Plan should be used as a source of local information that can be valuable to citizens, businesses, students and members of local boards and commissions.

### **Statutory Authority and Requirements**

Town Plan preparation is guided by the Vermont Municipal and Regional Planning and Development Act (Chapter 117 of Title 24, Vermont Statutes Annotated). This section of law specifies not only what a Plan may or must contain, it also specifies how a Plan must be adopted. The Castleton Town Plan was prepared in conformance with all of the requirements in the Vermont Statutes. The Castleton Plan is also consistent with the Rutland Regional Plan, readopted in June 2001, and is compatible with approved plans from neighboring communities.

24 VSA 4382(a) requires that all plans contain ten items or elements. These elements include: a statement of objectives, policies, and programs; a land use plan; a transportation plan; utility and facility plan; a statement of policies on the preservation of rare and irreplaceable natural areas; an educational facilities plan; an implementation program; a statement indicating how the Plan relates to development trends in adjacent communities; an energy plan; and a housing plan. While all ten elements must be incorporated into a Plan, communities are not prohibited from

combining closely related elements, such as the element for educational facilities and the element for other utilities and facilities.

In addition to containing all the required elements, in order to be approved by the Rutland Regional Planning Commission (RRPC), plans must also be consistent with a series of statutory goals listed in 24 VSA 4302. Consistency with the goals means that the goals have been considered and addressed in the process used to prepare the Plan, not that the Plan include all the goals. Furthermore, where any of the goals do not apply to the town or are incompatible with it, the Plan need only document the goal's inapplicability or incompatibility with local desires. RRPC approval of the Plan enables the town to apply for state planning grants, as well as utilize impact fees if it so desires.

## **Preparation of the Plan**

Planning for the future is a continuing activity and should reflect new data, laws, technologies, planning concepts, and the changing needs and desires of the community. The Castleton Planning Commission has responsibility for the preparation of the Town Plan. The Plan must be updated and readopted on a five-year basis according to Vermont State Statutes.

Work began on the current update in June 2001. In the course of developing the Plan, the Castleton Planning Commission and Town contracted for technical assistance with the Rutland Regional Planning Commission. The Castleton Planning Commission distributed a Community Survey in September to 1600 property owners in Castleton. A total of 283 surveys were returned yielding a great deal of information and thoughtful comments on many topics important to Castleton's present and future development. A high point of the hard work put into the Castleton Town Plan update came on Saturday, March 9<sup>th</sup> 2002 when the Planning Commission hosted a "Community Fair" at the Old Homestead. The purpose of the Fair was to share the progress made on the Plan update and learn more about Castleton residents' views on their community's future. With over 50 Castleton residents in attendance, the Fair proved to be greatly informative and a lot of fun for everyone involved. The final draft Castleton Plan was completed in June 2002.





## HISTORY<sup>1</sup>

Castleton shares a birth time and circumstance with a number of other towns and it shares the impacts of trends and developments important to Vermont and the United States. Castleton's people dote on its history as they deal with its future. Its history is a case study of change, why it has occurred and what it has meant.

### Change

With a 2000 population of 4,367 Castleton is the second largest community in Rutland County. From the first Census of 1791, until the one in 1870, each decade witnessed population growth in agriculture, business and industry. Probably because of the post Civil War economic decline and the severe depression that began in 1873, the town went into a gradual period of decline in population and economic activity. This continued until the town began to mirror the new prosperity of the post-World War II Era in 1950. Growth and development have continued to the present.

Evidence of another kind of change, land use, can easily be found in the town's land owning and tax records. Abundant archeological remains can be found in almost every corner of the town. The second-growth forests are full of cellar holes, stonewalls, old fashioned apple trees, antique rose bushes, lilacs as well as family and farm debris. The growth and development of farms, as well as their struggle, decline and conversion to industrial, recreational and residential uses is another example of change.

Photographs and memory provide further evidence that except for older houses, barns and cottages, other changes in appearance have been significant. Fire caused major changes in the business parts of Castleton Village, Castleton Corners and Hydeville. Demolition, recycling, remodeling, and moving buildings have also promoted visible changes. Cookville has vanished. Two of the hotels on the lake burned and the last three were demolished in the early 1970s. Two of the public beaches are gone and Crystal Beach has been drastically changed.

It is difficult to visualize Castleton Village before its business district burned. The replacing of the burned agricultural-implement manufacturer and the demolition of the hotel at the Corners



*The brick Congregational Church on Main St. was built in 1836 combining a Greek Revival Temple form with Gothic Revival style pointed arch windows and doorway. This was an early use of both these architectural styles in Vermont.*

<sup>1</sup> Dr. Holman Jordan from Castleton State College contributed this section.

have changed its appearance. Hayneville's mills, Episcopal Church and railroad station are difficult to imagine.

Castleton's hills roll back, both north and south, from their westerly flowing Castleton River and east and west from the shores of Lake Bomoseen. In some cases there is very little level or easy rolling land before the hills become quite steep. Regardless of the steepness, those hills were more often than not cleared. The timber provided lumber for building, the most level land was used for cropland, and the hills provided pasturage.

The Castleton River and such tributaries as North Britain Brook, Succor or Pencil Mill Brook, and the outlets of Lake Bomoseen and Glen Lake provided waterpower sites, which began to be developed early in the town's history. Sawmills, marble mills, slate mills and other kinds of uses became common.

Lake Bomoseen has been put to many uses over the years. There was some commercial fishing, in addition to sport and subsistence fishing year-round. As the timber was cut from its hilly shores, logs were rolled onto the ice in winter and floated to the mills in Hydeville after the lake thawed. Every dairy farmer, local stores, hotels and other businesses all had icehouses, which had to be filled each winter. Ice was cut, transported and stored by farmers as a way of supplementing their winter incomes. The lake was also used to transport slate by barge from West Castleton to the Hydeville Mills and to a rail spur, which ran east of the Channel.

The most dramatic change on Lake Bomoseen came shortly after the Civil War when it began to be developed as a summer recreation and vacation site. Guests, who arrived by train in either Castleton Village or Hydeville, were frequently transported up the lake to their hotels by steamboat. At one time six hotels were built on the shores of the lake. These were supplemented by expanded farmhouses and picnic houses, which took guests. Early in the Twentieth Century the Rutland Street Railway, Light and Power Company built its trolley park, which made the lake Rutland's playground. The coming of the automobile brought a major resort and three public beaches, which were crowded on summer Sundays. A store, snack bars, golf courses, baseball fields, tennis courts, miniature golf, a stable which rented horses, two dance pavilions and a restaurant added to the activities provided by the hotels. An increasing number of summer cottages and cottage communities have been built since the end of the nineteenth century.

## **Community Centers of Life**

People settled in Castleton where they found land that was suitable to their purposes and where other conditions suited their needs. They tended to group in villages along the Castleton River, from Castleton Village in the east, west through Castleton Corners to Hydeville. The road, railroad and trolley followed the valley west. As the valley land was settled people moved out into the rolling hills. Those in the outlying areas were grouped according to school districts. There were twelve of these at first. Districts 8 and 11, Pencil Mill and Float Bridge, consolidated. District 5, Hydeville, was split and a thirteenth was added as Blissville grew. Each district had to support its own school until the state mandated town districts.

Each of the villages was a recognizable community, although none in the Town of Castleton was ever incorporated into a separate government unit. Each of the villages had a store and school, which tended to be the focus of community life. All except Cookville had at least one church. Castleton Village had four churches and Hydeville had two. Blacksmiths and other craftsmen worked and served the larger villages. Each, too, had a variety of commercial activities.

Sometimes, as in Castleton Village, there were specialty stores such as drugs and meats. At Castleton Corners one family operated several commercial enterprises as a general, country store. Each community had a post office. The three larger villages along the River had one or more hotels or inns. At first these were to accommodate travelers, but more and more they were operated in greater number to serve vacationers. Professional services tended to be grouped in the largest of the villages, Castleton. Here one could find lawyers, doctors and, for a time, a newspaper and bank.

The three River Valley villages experienced significant change as the result of transportation developments. Castleton Corners was where two stage lines intersected, presently Routes 4A and 30. The railroad had stations in Castleton and Hydeville. It is likely that the railroad hurt the foundry and other earlier enterprises in Castleton Village. It did stimulate the development of the feed mill, a creamery and a slate mill. Staso Milling Company was later served by a spur line. In Hydeville, the station was closer to the center of the village and it certainly stimulated businesses and the slate mills in the area. Passenger service was important. It made it possible for people to go to either Fair Haven or Rutland. High school students who went to Fair Haven, West Rutland or Mount St. Joseph traveled by train, trolley and later by bus. Folks in Hydeville and west of the lake seemed as often drawn to Fair Haven as to Castleton Village. Many of them walked, but the automobile changed things significantly.

The villages in the slate belt, Blissville, Cookville and West Castleton were temporary. Their fate was tied to the slate industry, which seemed to peak in the late 1800's and then decline. The West Castleton operation ended with the beginning of the Great Depression. Some of the other quarries and mills, smaller operations, lasted into the 1950's. A resurgence in this industry has occurred over the last twenty-five years.

Education was important to all parts of the town. The Village of Castleton had the good fortune of being the site of several non-town, educational developments. They helped to publicize the village and brought money and investment to it. The first of these was the Rutland County Grammar School, a private secondary school for the County. The State of Vermont granted it land in Rutland County towns chartered after Vermont had achieved Statehood. In the 1830's, as Castleton Seminary, it built its large brick building. The second important educational development came with the founding and opening of Castleton Medical College in 1818. It had made its mark on the medical profession by the time it closed in 1862. The main part of the building was given to and moved to the Castleton Normal School. The Seminary, then Normal School and Castleton State Teachers College, now Castleton State College, has grown considerably since the early 1960's. Today, it is the largest employer in town.

The town is dynamic. Changes are continuing to occur. Managing change is our challenge.



## COMMUNITY PROFILE

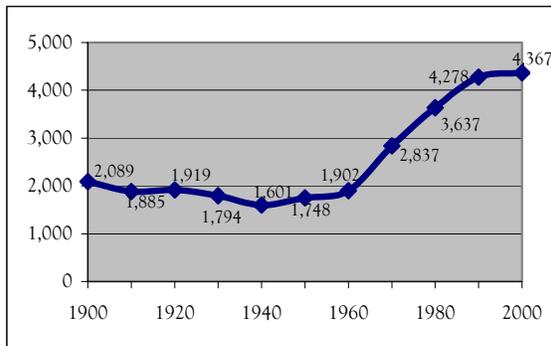
The Town of Castleton is the second largest community in the Rutland Region. Its figure of 4,367 residents from the 2000 Census ranked it behind only Rutland City and marked a new population peak for Castleton.

After 30 years of sharp growth from 1960 to 1990, during which time the Town's

population more than doubled, Castleton's population growth has leveled off in the past decade. After successive decades of 50, 28, and 17 percent growth, the Town's population grew by only two percent between 1990 and 2000.

Expansion at Castleton State College, the largest college in the region, influenced much of the Town's population growth in the 1960s and '70s. Castleton's population had been relatively stable (between 1,600 and 2,100) in the first sixty years of the 20<sup>th</sup> Century.

**Figure 1:**  
Town of Castleton Population (1900-2000)



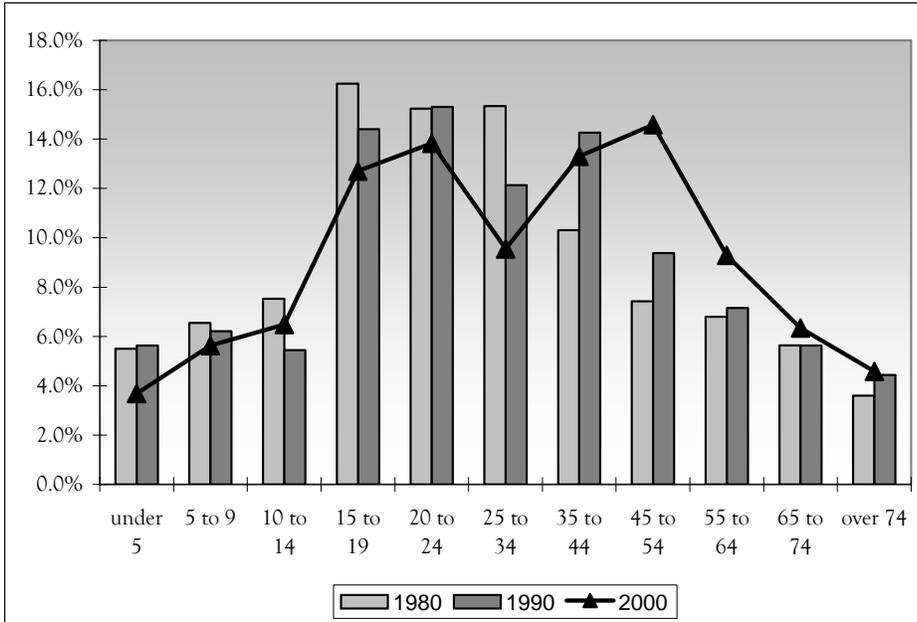
Source: University of Vermont Center for Rural Studies

## Age Distribution

The Age Distribution in Castleton has remained relatively stable over the past 20 years. There have been some changes, however, and they appear to reflect two population trends. The more dramatic of the two trends is the continued aging of the Baby Boom population. The Baby Boomers are an unusually large segment of the population throughout the United States who were born in the years following World War II. In 1990, the majority of the Baby Boomers were between 25 and 44 years of age. A decade later, most of them were between 35 and 54 years of age. Figure 2 shows dramatic changes in the proportion of Castleton residents reflecting this population group. The second trend is a more general increase in the proportion of residents over 55 years of age. In 2000 they represented 20.2 percent of the population, up from 17.2 percent in 1990, and 16.0 percent in 1980.

Figure 2 shows a marked increase in the proportion of people in the older age groups from 1990 to 2000 and a drop in the proportion of people between 15 and 34 years of age.

**Figure 2:**  
Town of Castleton Age Distribution (1980-2000)



Source: United States Census Bureau 2000, 1990, and 1980

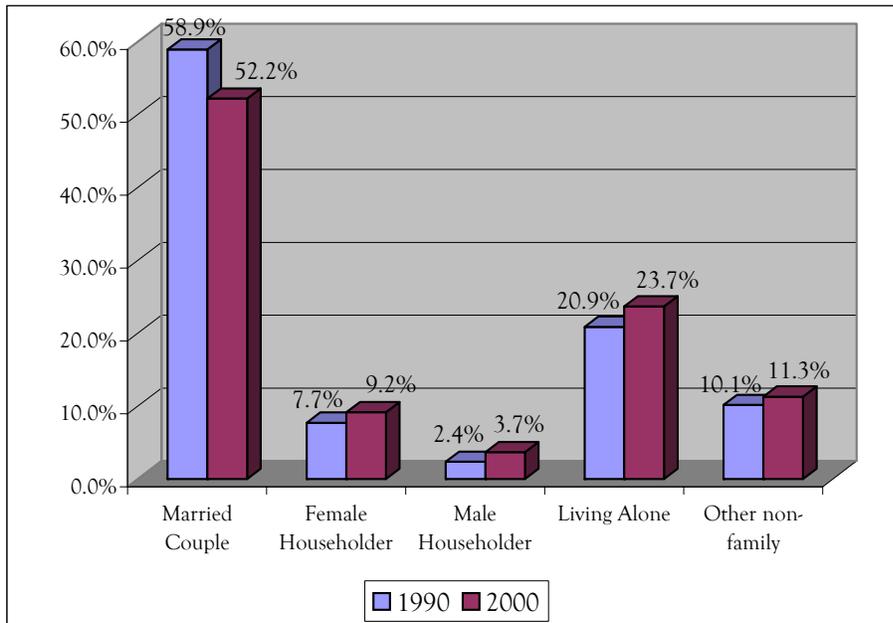
## Households

Married couples represent the largest proportion of householders, or primary residents of a home, in Castleton. In 2000, they accounted for 52.8 percent of all households, a drop from 58.9 percent in 1990. Despite the drop, however, they remain the most common household type in the Town.

Residents living alone account for a larger proportion of the households in Castleton than elsewhere in the region, a statistic reflective of the large student and growing elderly population in the Town.

The proportions of both female and male-led households increased between 1990 and 2000, as did the proportion of residents living in non-family households.

**Figure 3:**  
Town of Castleton Householders (1990 and 2000)

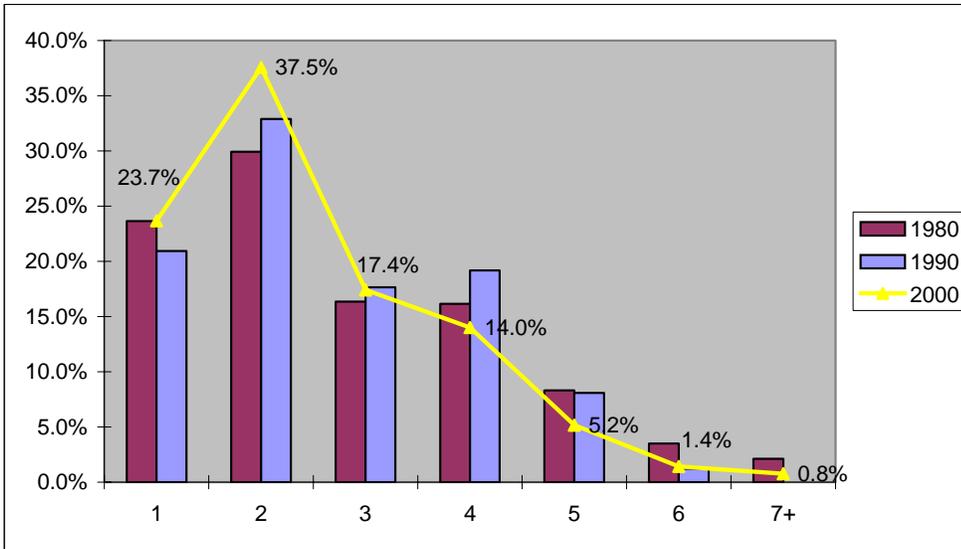


Source: United States Census Bureau 1990 and 2000

### Household Size

Two-person households continued to grow in Castleton in the 1990s. Whereas in 1980 they accounted for 30 percent of the total, in 2000, they had risen to 37.5 percent. The actual growth was 258; from 324 in 1980 to 582 in 2000. Meanwhile, the proportion and number of larger units (especially with four or five residents) has dropped dramatically.

**Figure 4:**  
Town of Castleton Household Size (1980-2000)

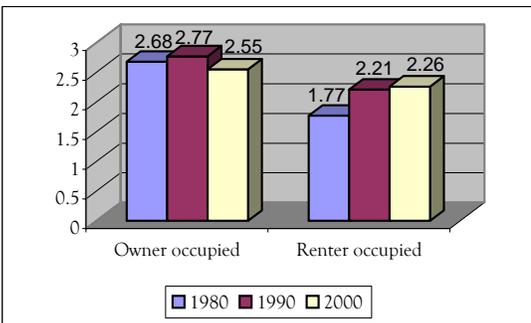


Source: United States Census Bureau 2000, 1990, 1980

**Household Size (continued)**

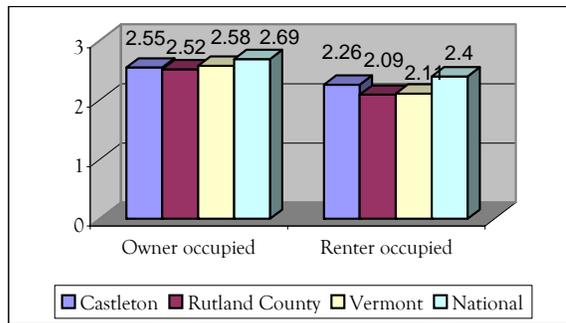
The average number of residents per household in Castleton has shifted unusually in the past twenty years. Whereas there has been a national trend towards fewer persons per household, in Castleton, those figures are inconsistent. Among owner-occupied units, the average number of persons per unit increased in the 1980s, but then decreased to below the state and national averages in the 1990s. Among renter-occupied units, the average has risen dramatically over two decades, from 1.77 to 2.26, above the regional and state levels. One likely reason for this increase in the average household size in renter-occupied units is the general increase in housing and tuition costs for students.

**Figure 5: Town of Castleton Persons Per Unit (1980-2000)**



Source: United States Census Bureau 2000, 1990, and 1980

**Figure 6: Persons Per Unit (2000)  
Castleton, Rutland, Vermont, United States**

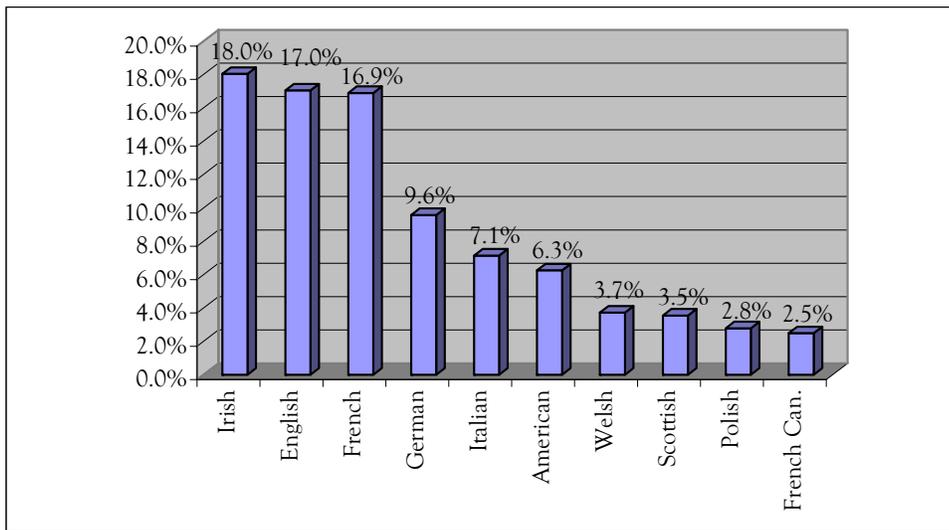


Source: United States Census Bureau 2000

## Ancestry and Race

Residents of Irish, English, and French descent each accounted for approximately 1/6<sup>th</sup> of Castleton's population in 1990 and together represented 52 percent of the total. The remaining 48 percent is widely distributed, principally among European nationalities. People of German, Italian, Welsh, Scottish, and Polish descent were among those groups.

**Figure 7:**  
Town of Castleton Ethnic Ancestry (1990)



Source: United States Census Bureau 1990

## Race and Origin

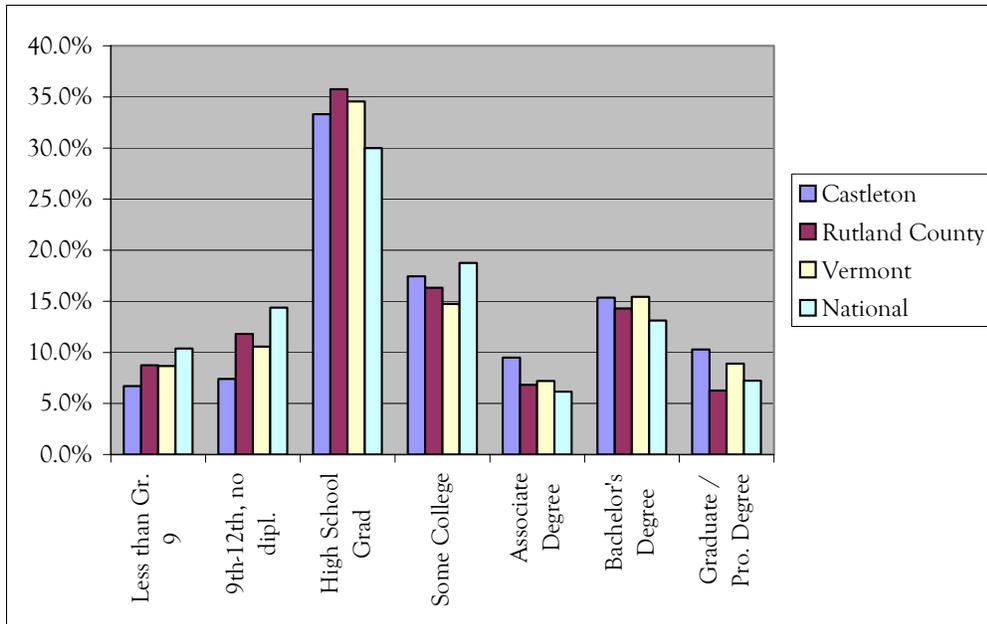
As was the case throughout most of Rutland County and Vermont, the overwhelming proportion of Castleton residents listed themselves as white in the 2000 Census. Of the 4,367 residents in the Town, 4,251 (97.3 percent) were white.

Hispanic and Latino residents made up the next largest group with 47 persons (1.1 percent). Residents of Asian, Native American/Native Alaskan, Black/African American, and Pacific Island descent, made up the remainder of the population (1.1 percent total).

**Educational Attainment**

Castleton had a greater concentration of residents who had completed *at least* some college than the region, the state, or the country in 1990. Nearly 53 percent of all residents of the town continued their education past high school, compared with 44 percent for the county and 46 percent for the state.

**Figure 8:**  
Education – Persons over 25 (1990)  
Castleton, Rutland Region, Vermont, United States



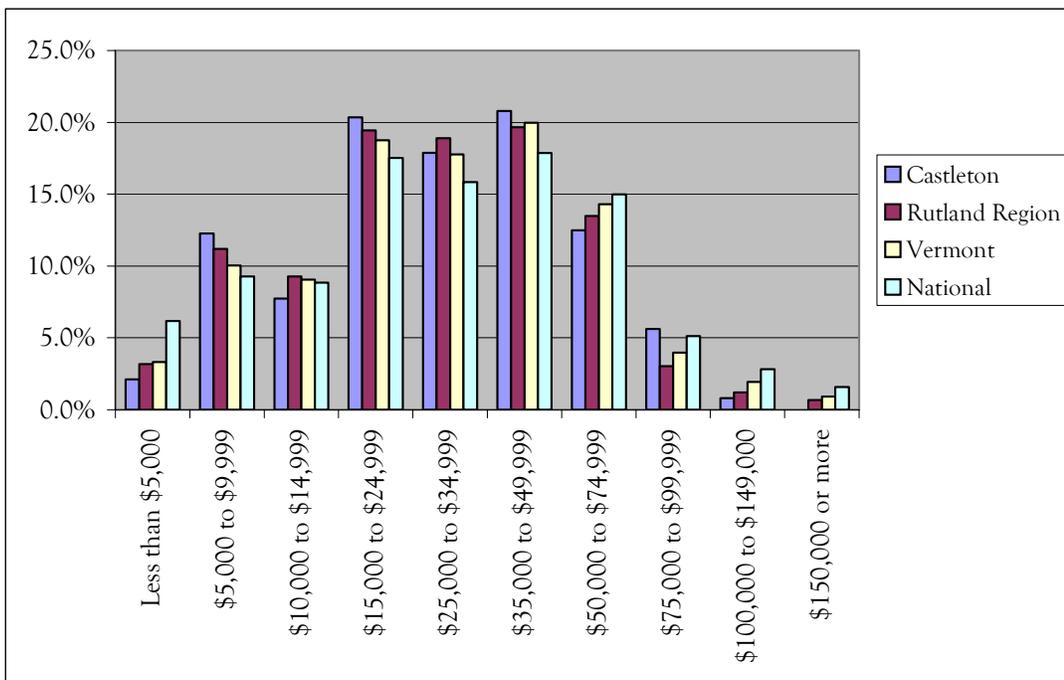
Source: United States Census Bureau 1990

## Household Income

The median household income in 1990 for the Town of Castleton was \$30,255 – just over \$2,000 higher than the Rutland County median of \$28,229. This higher average is the result of a slightly greater proportion of \$35,000-\$49,999 households and nearly double the proportion of households earning between \$75,000 and \$99,999.

The Town and County varied in several other income groups as well, but to a lesser extent. For example, the town had a lesser proportion of household earning below \$5,000 and between \$10,000 and \$14,999, but a greater proportion of households earning \$5,000 and \$9,999.

**Figure 9:**  
Household Income (1990)  
Castleton, Rutland Region, Vermont, United States

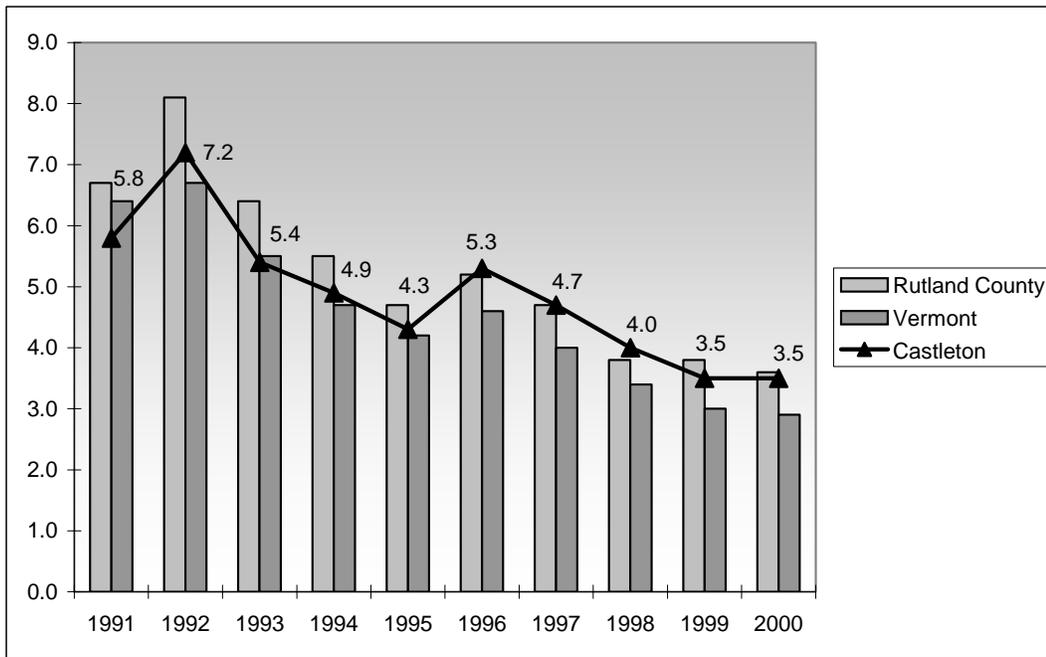


Source: United States Census Bureau 1990

## Unemployment Rate

The unemployment rate in Castleton has remained relatively consistent with the state and regional trends over the past decade. For the most part, Castleton's figures lie below Rutland County's, but above the state's. A general trend towards lower unemployment rates has taken place across the state in the 1990s.

**Figure 10:**  
Unemployment Rate (1991-2000)  
Castleton, Rutland County, Vermont



Source: State of Vermont Department of Employment and Training Labor Market Information

Note: Figures depicted on the above chart are for the Town of Castleton

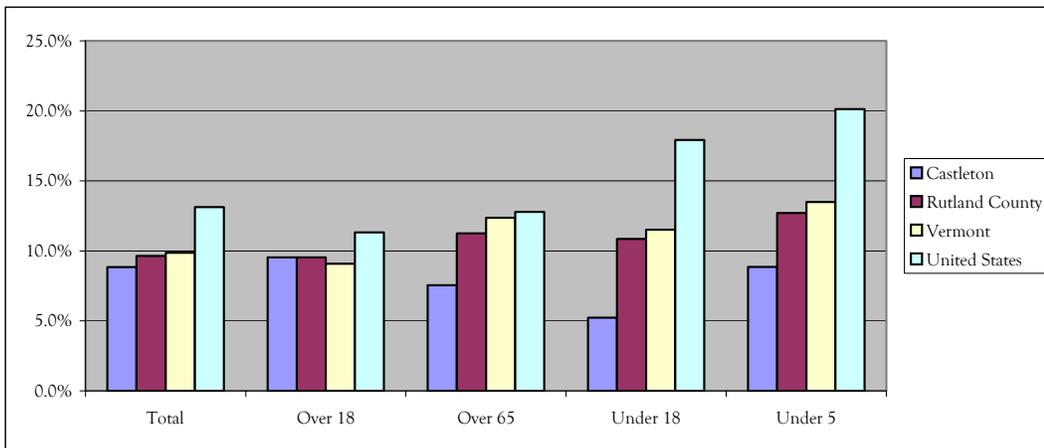
## Poverty Status

The poverty level of a given community is roughly based on the proportion of an individual's or household's income that is spent on food. The equation differs for various household types, but providing an adequate nutritional diet with less than one-third of their income is at the root.

The Town of Castleton had a lesser overall proportion of individuals below the poverty level in 1989 compared with the rest of Vermont and the County.<sup>2</sup> In that year, 8.8 percent of the Town's population<sup>3</sup> was below the poverty level, compared with 9.6 percent for the Region, 9.9 percent for the state, and 13.1 nation-wide. The Town also had a lesser proportion of children under 18 years of age below the poverty level.

Although 2000 data is not yet available at the town level, early national data shows a moderate drop in poverty levels at all levels and an overall drop from 13.1 percent to 12.5 percent. The State of Vermont, however, saw an increase in the proportion of residents living below the poverty level – from 9.9 percent in the 1990 Census to 11.0 percent in the 2000 Census.

**Figure 11:**  
Poverty Level (1990)  
Castleton, Rutland County, Vermont, United States



Source: United States Census Bureau 1990

<sup>2</sup> Source: US Census Bureau, 1990 Census

<sup>3</sup> Population for whom poverty is measured. Does not include institutionalized persons, persons in military group quarters, or persons in college dormitories. Total for Castleton in 1990 Census was 3,630





## **COMMUNITY FACILITIES AND SERVICES**

Community facilities and services are provided by the municipality for the health, benefit, safety, and enjoyment of the general public. High quality services and facilities such as schools, highway maintenance, police and fire protection, solid waste disposal, and town government administration have a significant effect on the local quality of life as well as the community's ability to accommodate development and grow in an orderly and appropriate manner. Careful planning is essential for community facilities and services in order to meet local health, safety, and welfare needs and community goals for future growth. If the facilities are at capacity, further development may strain them, causing financial burdens and environmental problems. The Castleton Town Plan shall promote and encourage the development of an integrated and efficient utilities infrastructure system to provide the services required by both commercial users and residents.

### **Local Government Organizational Structure**

#### **Elected Positions**

From the Vermont League of Cities and Towns [Handbook for Vermont Select Boards](#), we learn: "A municipality has only those powers and functions specifically authorized by the state legislature, and such additional functions as may be incident, subordinate or necessary to the exercise thereof." It is crucial we understand this premise to begin to understand town government.

The legislature has assigned responsibilities to different offices (e.g. Listers, Planning Commissioners) or bodies (e.g. town meeting). This means that the Select Board cannot control what the legislature has instructed the Clerk to do. Likewise, a town meeting cannot "contradict the legislature's direction, or grant of authority, to the Select Board."

The **Select Board's** authority extends to the "general supervision of the affairs of the town." They must perform "all duties required of towns and town school districts not committed by law to the care of any particular officer." Any particular officer includes the Town Manager.

Vermont law requires there be at least three Select Board members within each town, each with a three-year term. Optionally, a town may have more than three Select Board members with terms of one or two years. In Castleton, we have chosen to elect two additional one-year positions. Each year at Town Meeting we elect a total of three officers.

The **Town Clerk** "can be elected for either a one or three-year term." In Castleton, the term is three years. The Clerk is required to "keep all land and vital records required to be kept in the town clerk's office." The Clerk presides over elections, works with the Listers on the grand list and tax appeals, administers oaths, and is an ex-officio notary public.

**Justices of the Peace** are elected annually. Their duties are administering oaths, solemnizing marriages, and, serving as members of the Board of Civil Authority.

The **Board of Civil Authority** is comprised of the Select Board, Town Clerk, and the elected Justices of the Peace. The body “is responsible for determining voter eligibility”, checklist maintenance, delivering and counting ballots, “and hearing property tax appeals.”

Three **Listers** “are elected to overlapping three-year terms. They are responsible for determining the value of the real and personal property in town on which the Select Board or the town will set a tax rate necessary to raise the money to operate the town, highways and the schools. On April 1 of every year, they must determine the ‘fair market price’ of the personal and real property and set it in the grand list book at 1% of that value.”

The **Town Treasurer** “may be elected for either a one or three-year term.” In Castleton, the term is three years. The Treasurer “credits the general, highway and school funds” as taxes are received. S/he “keeps accounts of the money, bonds, notes and evidences of debt paid and of monies paid out. The Treasurer also pays all orders drawn by the Select Board and keeps records thereof.”

The **Board of Tax Abatement** consists of the members of the Board of Civil Authority, the Listers and the Treasurer. This board may abate taxes, interest and collection fees in certain cases.

The **Town Agent** is an elected position “responsible for hiring an attorney when necessary to defend or pursue litigation involving the town or town school district.” Duties are limited to civil matters and criminal matters brought against the local government.

A **Grand Juror** is elected annually and is “responsible for criminal matters: prosecuting all violations of town ordinances, rules and regulations, or insuring they are prosecuted by the state’s attorney’s office.”

Castleton elects three **Auditors** to overlapping three-year terms. The Auditors “examine and adjust the accounts of all town and town school district officers and all other persons authorized by law to draw orders on the town treasurer” and they report their findings in writing and cause their findings to be distributed to the legal voters of the town.

The **First Constable** and **Second Constable** have authority to arrest, and powers of search and seizure within the town. They may also serve civil or criminal process; destroy unlicensed dogs; assist the health officer; and remove disorderly people from town meeting. Terms in Castleton are two-years and are staggered.

The **Town Moderator** is elected annually and is responsible for the conduct of the Town Meeting.

**School Directors** administer the school district. They expend funds appropriated by the voters

and take any action, which is required for the sound administration of the school district. In Castleton, we elect five directors: two for three-year terms and three for one-year terms. They are staggered so that three are elected each year.

**Trustees of Public Funds** invest and prepare the accounting of public funds.

**Library Trustees** are elected officials who manage public library property.

### **Appointed Positions**

Castleton has adopted the **Town Manager** form of government. It is important to note, the legislature placed the authority to make this change with the legal voters and not with the Select Board.

When the Manager form of government is selected, state statutes give “general supervisory powers over the affairs of the town” to the Manager and s/he “is considered the administrative head of all departments of town government. Specifically, it is the Manager’s duty to perform all functions required of the town and town school district not committed to the care of any particular officer, and to assist the Select Board in all matters reserved for their sole authority, as well as perform all other duties conferred by law on the Select Board

The Manager “performs all of the Select Board’s duties except preparing tax bills, signing orders, calling town meetings, laying out highway or parks, making assessments, awarding damages, being a member of the Board of Civil Authority, filling vacancies, but shall assist the Select Board in these.”

“As an example, the Manager acts as general purchasing agent; is in charge of all public town buildings; performs all the accounting for all departments of the town and town school districts (if so requested by the School Board), and supervises and expends special appropriations of the town. The Manager performs the duties of road commissioner and tax collector and has charge, control and supervision over the police and fire departments and may appoint and remove officers and fix their salaries.”

“The Manager may exercise his authority independently of the Select Board, and may follow his own judgment, even when the Select Board may disagree. However, if the Select Board is not satisfied with the Manager’s performance the Select Board may remove him from office ‘for cause’.”

Two of Castleton’s five **Planning Commissioners** are appointed to three-year terms while the other three are appointed to a one-year term. Their duties include the preparation of the municipal plan and bylaws for recommendation to the Select Board.

The Planning Commission appoints, with the approval of the Selectboard, a **Zoning Administrator** to administer the bylaws.

A five-member **Zoning Board of Adjustment** is appointed to hear appeals of the Zoning

Administrator and to grant variances and conditional use applications.

The Town appoints **Dog Wardens** for animal control.

An **Emergency Management Director** is appointed to coordinate disaster-planning efforts.

The local **Health Officer** is appointed by the **State Commissioner of Health** after receiving a recommendation from the local legislative body for appointment of a three-year term. The town Health Officer may only be removed by the Commissioner of Health. The local Health Officer and the Select Board constitute the local **Health Board**, which “has jurisdiction over conditions that create a risk to the public health as a result of sewage disposal and treatment or effects on the water supply.”<sup>4</sup>

The **Deputy Health Officer** addresses state and local health regulations regarding housing codes, disease control and animal bites.

Other appointed officials with self-explanatory titles include the **Fire Chief, Forest Fire Warden, Highway Foreman, Librarians, Police Chief, Recreation Commissioners, Tree Warden, Waste Water Treatment Plant Supervisor, Representative and Alternate to Rutland County Solid Waste District; Representative and Alternate to Rutland Regional Planning Commission and Town Service Officer.**

### **Castleton Town Office**

The Castleton Town Office, located on Main Street, is a two-story building built in segments between 1814-1834. The office houses the Town Manager, Town Clerk, Treasurer, Zoning Administrator, Listers, Health Officer, Tax Collector, and Police Department. Although a relocation of the town office had been considered for some time, a final decision was made in August of 2001 to keep it in its historic main street location and renovate the building instead.



*Castleton's distinctive town office is a prominent feature of the Village Historic District.*

### **Castleton Free Library**

The Castleton Free Library, a two story building located on Maine Street, was established in 1897 by a group of interested citizens; it was incorporated in 1916. According to state law each public library in Vermont must have a board of trustees to develop policy and guide its operation. Trustees' responsibilities are to establish and manage library policy and keep library services responsive to the changing needs of the citizens. In addition, trustees hire and evaluate the librarians, manage the library's finances and act in keeping with Vermont State law and the

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<sup>4</sup> Handbook for Vermont Select Boards Vermont League of Cities and Towns, 1990.

American Library Association's Code of Ethics. Finally, long range planning and serving the library as community liaisons are important duties of each trustee.

The Castleton Free Library currently has a five-member board of trustees, a Library Director (also serving as the children's librarian), a librarian in charge of the adult collection, and about 10 dedicated volunteers without whom the library would be unable to provide the high quality service that it does. The library received a grant award in the spring of 2000 from the Gates Foundation, which will upgrade on-line capabilities and provide state-of-the-art workstations for its patrons. The ongoing automation project will provide significantly more accessibility and control of the Castleton Free Library collection. Meetings of the Library Board of Trustees are monthly at the library, generally on the second Monday of the month. Meeting agendas are available in the library on the Friday prior to the meeting. The Castleton State College Library is also available to Castleton residents

### **Post Offices**

There are three post offices within town boundaries serving Castleton residents: The Castleton Post Office, Bomoseen Post Office and Hydeville Post Office.

#### **Castleton Post Office**

The Castleton Post Office is located at 576 Main Street next to the Town Offices. The office is open M-F from 6:00 a.m. to 6:00 p.m. and from 6:00 a.m. to 12:30 on Saturdays. There are nine employees at the Castleton Post Office: one Post Master, two clerks, three rural carriers, one route driver, a temporary relief carrier and a custodian. The office delivers to households in the 05735 zip code and has 708 P.O. boxes available for rental, most of which are occupied as the Castleton Post Office is the primary office utilized by the students at Castleton State College. As of this writing the office had no plans for expansion or relocation.

#### **Bomoseen Post Office**

The Bomoseen Post Office is located at 63 Route 4A West in the Castleton Four Corners area. The office is open M-F from 8:00 a.m. to 5:00 p.m. and Saturday from 8:00 a.m. to 12:00 p.m. The Bomoseen Post Office employs one Post Master, one clerk, and one Highway Contract Route Driver (a rural route delivery person that is contracted out) delivering to households in the 05732 zip code. The office has 650 P.O. boxes available of which 467 were occupied as of this writing. The office has no plans for expansion or relocation in the foreseeable future.

#### **Hydeville Post Office**

The Hydeville Post Office is located at 912 Route 4A West. The office window is open M-F from 8:00 a.m. to 1:00 p.m., 2:15 p.m. to 4:50 p.m. and Saturdays from 8:00 a.m. to 11:30 a.m. The Hydeville Post Office employs one full time Post Master and one Post Master Relief who fills in, during the Post Masters absence. The Hydeville post office does not provide delivery services, but offers 276 P.O. boxes for rental, 220 of which were occupied at the time of this writing. The office building was renovated in 1998/99 and there are currently no plans for expansion or relocation of the facility.

## Senior Citizens

Castleton Community Seniors Inc. (CCS) is a very active group that organizes a wide variety of activities and events for Castleton Seniors year-round. One of the group's primary activities is the development of a community center at the Historic Old Homestead building. A gift from the Alma Gibbs Donchian Foundation, the Old Homestead Community Center is located on Route 4A between Castleton Village and the Castleton Four Corners area. The following excerpt from an on-line newsletter published by CCS in August of 2001 best captures the flavor of the Old Homestead Renovation as well as the variety and spirit of CCS sponsored events:

We do this primarily as a Community Center. That means that the Old Homestead, by decision of the group that owns and operates it, The Castleton Community Seniors Inc., Our Board of Directors and Executive Director are responsible for the maintenance and operation of the Community Center. They operate it according to the wishes of the CCS, Inc.

The Center is a "work in progress." It is unfinished and in an almost constant state of growth and development. Alma's Parlor is being furnished. The Library/Computer room is awaiting the skillful hands of the Castleton Lions Club. Parking, the recreation field and the Barn are waiting attention.



*A private residence for many years, Castleton's renovated Old Homestead Community Center is a valuable asset for the use of all Castleton residents.*

I was at the Old Homestead this morning (7/26, 8:30) and it was buzzing with activity. The parking areas were full. A van was waiting to start a trip for "Seniors on the Go." A school bus was waiting to pick up the members of SCAMP, our day camp, and take them to the Castleton Free Library for a nature hike. People were arriving for our osteoporosis exercise class. Every one—children to seniors—was energized and happy. The sun was shining and the temperature was mild. I smiled to myself as I began to realize that our dream was on the way to becoming a reality. – Bill Jordan (CCS President)

Castleton's seniors, indeed the entire Castleton community, are fortunate to have such an active and energetic group working to maintain the health and vitality of the town.

## **Health Services**

Castleton has a health ordinance administrated by the Town Health Officer. Sewage and water questions should be directed to this office.

Several health organizations and services are available to Castleton residents:

- ❖ Castleton Health Associates
- ❖ Castleton First Response
- ❖ Rutland Regional Ambulance Service
- ❖ The Rutland Area Mental Health Association Rutland Area Visiting Nurse Association, Inc.
- ❖ Rutland County Women's Network and Shelter
- ❖ Rutland Area Hospice, Inc.
- ❖ Southwestern Vermont Area Agency on Aging, Inc.

## **Rescue**

Castleton First Responders (CFR) in conjunction with Regional Ambulance Service, Inc. of Rutland provide emergency response services in Castleton. Castleton First Responders is a volunteer organization made up of Castleton residents and Castleton State College students. The organization's purpose is to provide medical assistance, stabilization, and readying patients for transport to the hospital by Regional Ambulance Service Inc. CFR and Regional Ambulance are a coordinated team of state certified medical personnel who care for Castleton residents in need of medical attention. All CFR personnel are trained and tested to Vermont State Department of Health standards. Responders are trained as ECA's (Emergency Care Attendants), and EMT's (Emergency Medical Technicians – two levels, intermediate and paramedic). CFR had 19 members in 2002. During fiscal year 1999/2000, CFR was called out 305 times, an increase of 26 calls from the previous year. The installation and use of the 911 telephone service has improved CFR's average response time, which was three to four minutes as of this writing. Regional Ambulance Service Inc. serves 12 communities in the region and responded to 5,664 ambulance calls and 1,295 paramedic intercept calls in fiscal year 2000.

## **Emergency Management**

The Emergency Management Department for the town of Castleton is responsible for maintaining an emergency plan and coordinating town departments and functions in the event of an emergency. The Castleton Emergency Management Plan was updated and revised during 1999-2000. Copies of the revised plan were distributed to town officers and department heads and a copy is available at the Castleton Town Office for public review. Working in conjunction with the Rutland Regional Planning Commission, Castleton also completed work on an Emergency Rapid Response Plan (RRP) in 2000. The RRP is a condensed version of the Emergency Management Plan that documents all the steps that need to be taken in the event of an emergency and includes a complete listing of contacts, selected methods for alerting the

public, locations that are to be used as shelters and emergency operations centers, emergency equipment available, and a map of evacuation routes.

Two emergency shelters have been designated in Castleton: the Elementary School and the American Legion Post. The school has worked with the town to install an emergency generator to power the building in the event of a power loss. The Legion is planning, with the town, to do the same. The American Red Cross has worked with the school and Legion to train staff members of both facilities on how to open and run a shelter. The Emergency Management Coordinator is grateful for the assistance of the town departments, town officers and staff, and many volunteers that have worked together to improve emergency management planning in Castleton. A map detailing emergency management facilities and updated E-911 road names is located at the end of this section.

## **Public Safety/Police**

### **Existing Service**

The Castleton Police Department operates seven days per week providing 18 to 20 hours of daily coverage including weekends and holidays. Department personnel include a Chief of Police, one full-time officer, three special officers, and one part-time administrative assistant. The town also has two locally-elected constables to assist with issues as per local request. The town owns two cruisers, one of which was replaced in September of 2000. As a result of this purchase, Castleton now has identical cars, making them more recognizable to the public. Castleton PD officers communicate with low band, portable radios. Federal funds received by the department during FY 99-00 were expended to purchase new portable radios for the officers and to replace equipment in the aforementioned new cruiser. The Castleton Police Department is able to draw on the resources of the State Police barracks located on Route 4A west of Castleton Four Corners. The state police Breathalyzer, fingerprinting equipment and holding cell are used on a regular basis and have saved the town from incurring expenses for these items.

Castleton's Part I crime rate in 1999 was 13.47 crimes per thousand population or 57 crimes committed. This Part I total was down considerably from the 1998 figure of 20.55 crimes per thousand translating to 88 crimes committed. The 1999 Part II crime rate in Castleton stood at 62.15 crimes per thousand or 263 crimes committed representing a slight increase from the 1998 figures of 60.02 crimes per thousand or 257 Part II crimes in total. Rutland County's Part I and Part II crime rates for 1999 were 29.6 (1,859 crimes) and 77.8 respectively (4,889 crimes).<sup>5</sup>

During the 1999/2000 fiscal year, the Castleton Police Department experienced an increase of 24% in calls for service. However, much of this increase is attributable to the new dispatch system, which directs all calls to the CPD rather than only those requiring an immediate response as had previously been the case.

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<sup>5</sup> The 1999 Vermont Crime Report [http://www.dps.state.vt.us/cjs/crime\\_99/castleton\\_99.html](http://www.dps.state.vt.us/cjs/crime_99/castleton_99.html). The category of Part I crimes includes homicide, rape, robbery, aggravated assault, burglary, larceny, auto theft, and arson. Part II crimes include simple assault, forgery, fraud, embezzlement, harboring of stolen property, drug offenses, crimes against family or children, liquor violations, and disorderly conduct.

## **Fire Protection**

### **Existing Facilities**

The town Fire Department is located on Elm Street housed within a two-story 4,440 square foot fire station and a one-story, 1,940 square foot quonset storage building. While the building is somewhat outdated, the location is excellent and equipment and supplies are adequate. Future needs have been anticipated and a capital budget plan exists with sinking funds dedicated to replacement of needed items. The membership of approximately 20 is voluntary. Training and fire prevention awareness have been top priorities of the department. Results from this prioritization show that although our population has doubled since 1969, the number of fire calls has been reduced.

### **Fire Rating**

Castleton enjoys a good fire rating. Insurance Service Organization is the ratings authority that evaluates fire departments. They consider factors such as distance from the fire station, distance from a hydrant, volunteer members or paid, and the department's capacity and size. The ISO rating directly affects all property insurance premiums.

Where municipal water is available, the rating is 7; areas outside of hydrant protection are rated at 9. Isolated areas are rated as unprotected. For perspective, Rutland City with a paid fire department is rated with a 4; Fair Haven is rated at 6 near hydrants and at 9 in outlying areas. Poultney has similar ratings to Castleton with a 7 and a 9 depending upon the distance factors.

### **Mutual Aid**

The Castleton Volunteer Fire Department is a member of the Rutland County Mutual Aid Association. Membership enables the Castleton FD to call for men and equipment from towns in Rutland County should the need arise. Castleton's fire chief considers mutual aid agreements as a significant resource and is comfortable with the department's ability to meet present and future residential need largely because of the existence of mutual aid agreements.

## **Castleton Highway Department<sup>6</sup>**

A Highway Supervisor, three maintenance/equipment operators, and two mechanics make up the Castleton Highway Department responsible for the maintenance and improvement of Castleton town roads. Department responsibilities include snow removal and salting in the winter months and brush cutting, limb and tree removal from the right-of-way in the summer months as well as resurfacing projects, guardrail installations, bridge repairs, sign installation, and other activities as required. The Department has an average annual operating budget of \$500,000.

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<sup>6</sup> Also refer to the Transportation section on page 79

## **Telephone and Television Services**

Verizon and Shoreham provide Castleton's telephone utility needs while Adelphia Cable services the town's television programming. Both Verizon and Adelphia are investor owned and operated while Shoreham is a Privately owned company. Each of these providers utilizes digital communications systems providing Castleton with state-of-the-art services.

## **Wireless Telecommunications Facilities and Services**

As a result of rapid industry growth, emerging technologies, and a strong desire among Vermont communities to improve police, fire, and emergency response communications, Vermont towns will see a sharp increase in applications for telecommunications towers over the next few years. Given the industry's plans to increase its presence in Vermont and the sometimes highly sensitive nature of telecommunications tower proposals, it has become increasingly urgent that every Vermont town adopt regulations specifically addressing siting and application requirements for these towers. Thoughtful regulations balance the desire for better communications facilities with the desire to preserve scenic landscapes and ensure safety in each community.

Vermont towns and cities may regulate wireless telecommunications facilities for aesthetic and environmental reasons but may not regulate their siting, construction and modification on the basis of potential radiation effects relating to health and interference. Traditional tools: planning, adopting reasonable bylaws, and relying on aesthetics, safety concerns (other than radiation) and character of the neighborhood provide communities with the best tools to regulate the location of wireless telecommunications facilities.

Personal Communications Services antennas (PCS) are likely to be the most common new facilities. As these facilities operate at a higher frequency which doesn't transmit its signal over as great a distance than the previous generation of cellular (analog) technology, PCS facilities are often smaller, more numerous, and generally less conspicuous. However, due to the need for closer proximity to the user, PCS facilities are also often located closer to population centers and may in some cases still require the construction of larger, freestanding tower facilities typical of analog technology. At the time of this writing it was anticipated that local communities could expect an influx of at least six different wireless services providers into their towns over the next several years.

The town of Castleton is committed to the protection of the quality of its aesthetic, natural, historic, and cultural resources as well as, above all else, the health, safety and welfare of Castleton residents. Given this paramount commitment, the Castleton Zoning Board of Adjustment will closely scrutinize all telecommunication tower and facility applications. The ZBA will utilize all means at its disposal to ensure that the applicant is in compliance with all applicable federal, state and local requirements and can adequately demonstrate the necessity for siting of the telecommunications facility in the Town of Castleton.

At the time of this writing the Castleton Selectboard was reviewing a draft interim-zoning bylaw for the regulation of Personal Wireless Telecommunications Facilities. The Selectboard anticipated working with the Planning Commission on incorporating a permanent section on tower regulation into the text of Castleton's zoning bylaws no later than the spring of 2003.

## **Wastewater Treatment Facility**

### **Existing system**

Town sewer is available to approximately 628 parcels or 1,100 users. The sewer service extends throughout the Main Street village center; along most of Route 4A and Route 30 north of the Four Corners including the elderly housing project and the east shore of Lake Bomoseen; and, to much of Sand Hill Road. Some areas of the town are serviced by privately owned sewer lines.

The town maintains three full-time employees to operate the plant located on Route 30 south of the Castleton Four Corners. The Plant, situated on eight acres, consists of a 1,500 square foot building built in 1971. A smaller outbuilding is also located on the parcel, as are numerous storage vats, including a 400,000-gallon vat added in 2000.

The collection of waste is handled by a main pumping station located across from Goddard's Transportation on Route 4A. Smaller stations are located in Hydeville, at the Prospect House, on Route 4A near the Main Street Bar and Grill, at Sucker Brook, in Blissville, on South Street and at the Elementary School. In addition, the town owns and maintains 62 grinder pumps on Route 30 north of the Four Corners.

Castleton's Waste Water Treatment Facility underwent a significant capacity upgrade in 1999. The system can now handle 550,000 gallons per day (up from 360,000) and utilizes state-of-the-art technology to process and disinfect the daily flow of effluent. Disinfection of the effluent is now achieved through the use of 256 ultraviolet lamps submersed in the passing treated effluent. Utilizing this technology the facility consistently exceeds disinfection requirements without the use of chemicals.

The treatment plant operates as an Enterprise Fund in that it is funded and supported by users. The budgets for fiscal years 99/00 and 2001/02 were \$429,299 and \$384, 679 respectively. The facility has continued its practice of re-using bio-solids for agricultural fertilization. The purchase of an Ag-Gator spreader truck has improved the efficiency of this operation. Local schools, engineering firms and other municipal facility operators have visited Castleton's facility and the facility supervisor encourages all interested parties to contact him to set up a visit.

## **Water Supply**

### **Existing facilities**

The municipal reservoir is owned by Fire District 1, and is located in the Ellis Orchard. The

reservoir consists of two 112,500-gallon concrete water tanks. The reservoir is supplied by two wells: one is located at North Road and one is located across the river on Mill Street.

Approximately 304 units are serviced with municipal water. The service area is in the village center and along Route 4A from Hutchins & White to Goddard's, on South Street slightly past South Street Extension, and along Staso Road to the Town Garage.

Outside of the service area, residences primarily use private wells. Three private community water systems are in use in the town, and a few Lake Bomoseen residences are serviced with lake water.

### **Castleton Fire District #3 / Municipal Water Service Expansion**

Castleton Fire District #3 was formed on November 1, 1999 with the goal of establishing a community water system in the Four Corners/Hydeville area and to determine if such a system could be affordably constructed.<sup>7</sup> The District encompasses existing commercial, industrial and residential development along Route 4A. As of this writing the final stages of a proposal were being ironed out in which Fire District #3 will connect to Fire district #1 in order to service the needs of the aforementioned residences and commercial/industrial operations in the District as well as the elementary school and parts of the Hydeville area that lie just outside FD #3 boundaries.

### **Storage**

In order to provide this water, a new 300,000 gallon water tank will be installed on a parcel located on the East side of Rt. 30 approximately one mile north of Rt. 4. In addition to providing these areas with a municipal water supply, the project will benefit Fire District #1 as it will share its capacity with the FD #3 tank which will enable each Fire District to draw off the others supply in the event of an emergency such as a major fire. By joining the systems Fire District #3 will provide the necessary additional storage that Fire District #1 might have needed to construct for its own system. As a result, both systems are benefited and both will save costs.

### **Controls**

Currently Fire District #1 has a basic pump control system which provides the essentials for well pump operation. When the systems are interconnected, and Fire district #3 adds additional storage to District #1, it will be possible that control and alarm system improvements can be made by Fire District #3 in order to monitor both tank levels and control both well pump stations.

### **Interconnecting Distribution Systems**

When the two districts connect, and Fire District #3 constructs storage in District #3, the existing Route 4A main will need replacement from Sand Hill Road to Fire District #3.

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<sup>7</sup> This section was compiled through a telephone interview with Mr. Brad Bauman – Chairman of the Fire District #3 Prudential Committee and through a review of *Water System Feasibility Study Castleton Fire District #3*, Wright Engineering LTD. Consulting Engineers. July 2000

### **Operation**

With Fire District #1 serving as the water source for District #3, Fire District #3 becomes a consecutive system to District #1. As such, it has significantly reduced water quality sampling and record keeping requirements. Flow between the two Districts will be metered so that Fire District #3's net water use is measured for billing and operation purposes. Fire District #3 will still be responsible for the operation and maintenance of its own distribution system and storage tank.

The project will also lower the overall costs of operation for Fire District # 1 as the District's overhead will now be spread out over more users. The project is expected to go to bid in the spring of 2002 and it is anticipated that water will be flowing through the system by late autumn of 2002.

### **Solid Waste Disposal**

#### **Existing Service**

Solid Waste in Castleton is managed in cooperation with the Rutland County Solid Waste District (RCSWD), a special purpose municipality overseen by a board of directors representing its member towns. The District has contracts in place to provide its members with access to lined landfill space, hazardous waste collection, recycling, and related services and facilities. Membership in the District establishes a guaranteed waste disposal option for the town. In the event all other means of disposing of solid waste were closed off, the District would continue to provide services to the town. The District also provides unregulated hazardous waste collection services to both households and businesses.

The Town of Castleton presently operates a transfer station located on Staso Road sharing a twenty-five acre parcel with the Town Garage. The station accepts municipal solid waste and construction/demolition materials as required to comply with state standards. The Town of Hubbardton pays an annual fee for usage of the Castleton transfer station. Transfer station hours of operation are 8:00 A.M. to 4:00 P.M. Tuesday, Thursday, and Saturday. The Town of Castleton encourages recycling and mandates it for newspapers and cardboard.

### **Energy**

The plan shall encourage energy efficiency, recycling, innovative house siting where applicable, and encourage renewable and alternate power and fuel sources within the Town of Castleton and in cooperation with other organizations.

#### **Fuel Source Distribution**

The residents of Castleton use a variety of energy sources. According to the 1990 Census, 66% of the housing units in Castleton used fuel oil or kerosene for heat. The second most common heating source was bottled, tank, or LP gas at 13%, wood was used by 11%, followed by electricity at 7%, coal or coke at 1.3%, utility gas at .004% and finally solar which was used by

.0036% of Castleton's housing units.

**Electricity**

Central Vermont Public Service Corporation (CVPS) serves the electricity needs of the town through its district office in Poultney. There are two substations in the community, one in Castleton and the other in Hydeville. The town is served by a 12.5 KV distribution system, which has sufficient capacity for additional customers, both residential and commercial.

**Natural Gas**

Currently, natural gas is not available in Castleton. There have been many proposals over the years for a natural gas pipeline in Vermont, but none of the current proposals have any benefits for the citizens of Castleton.

**Solar Energy and Conservation**

Solar energy is the most commonly used source of alternative energy. Passive solar design can save up to 10% for home heating costs. Solar energy can be actively used for water and space heating. A voluntary program or required protection of solar access as part of review of development projects could be implemented to encourage residential and commercial use of solar power.

CVPS offers a number of energy efficiency programs for business and residential customers. This includes the availability of special economic development rates, as well as market driven programs for commercial customers. Although farming is playing a lesser role in Castleton, CVPS has nationally recognized programs to help farmers become more energy efficient.

The State of Vermont also recently formed an organization known as "Efficiency Vermont" with the purpose of providing technical and financial assistance to Vermont electrical consumers to improve the efficiency of existing and new facilities.

## **Community Facilities and Services Goals, Policies and Programs**

### **Goal**

To provide the highest quality community facilities and services to meet anticipated growth and protect the health, safety, and welfare of town residents within the context of fiscal capabilities and land use planning objectives.

### **Rationale**

The 2001 Castleton Community Survey asked Castleton residents to rate their satisfaction with 12 different municipal services. The survey offered a scale from 1-5 reflecting level of satisfaction. One was 'most satisfied', five 'least satisfied'. Fire protection, ambulance rescue, and education received the highest satisfaction ratings. Each of these services received "1 & 2" evaluations from nearly 70 percent of respondents, "3" ratings from approximately 25 percent of respondents and "4 & 5" ratings from only 5 percent or less of the respondents. While each of the other services received at least a 50 percent approval rating (1, 2, or 3 ratings combined), survey respondents were least satisfied with the quality of Town Government and Public Transit, the only two services receiving more "3, 4, & 5" evaluations than "1 & 2" evaluations. Both were the subjects of a number of critical comments as well.

While the figures collected through the survey indicate that the majority of respondents were satisfied and / or pleased with the quality of municipal services, the Town of Castleton recognizes there is room for improvement, particularly in certain areas. In addition, a number of events and emerging trends since the last town plan update in 1996 require that the town adopt policies and programs that reflect the changing needs of Castleton residents today and for the foreseeable future. The following policies and programs reflect the Town's commitment to the continued improvement of municipal services in Castleton as well as the town's recognition of the need to adapt local governance to the rapidly changing events of the era in which we live.

## **Community Facilities and Services**

### **Policy 1**

Improve the capacity of the Castleton Town Government to perform effectively.

#### **Programs**

- ❖ Support the efforts of community residents and the Selectboard in pursuing grants to fund the improvement of the historic Town Office.
- ❖ Improve the quality of intergovernmental communication by conducting bi-annual or annual meetings inviting all members of each of the municipal boards and town government employees to openly discuss issues concerning the efficient function of municipal business.
- ❖ Encourage regular public comment on the performance of the Castleton Town Government by posting anonymous comment boxes around the community and

encouraging residents to attend regular meetings of municipal boards.

**Policy 2**

Ensure that the location and capacity of infrastructure is consistent with other planning goals, such as protection of natural resources, the provision of quality housing for all residents, and the recruitment of appropriate businesses to Castleton.

**Programs**

- ❖ Refer to the Castleton Town Plan to help guide decision-making regarding community facilities.
- ❖ Review Castleton’s zoning and subdivision regulations to ensure that they are consistent with the Goals, Policies, and Programs of the Castleton Town Plan and update as needed.
- ❖ Stay abreast of innovations and emerging technologies (e.g. wireless telecommunications, wind turbines, etc.) in order to keep town policies and regulations concerning siting of necessary infrastructure up to date.
- ❖ Continue the consolidated permit process whereby sewer and water concerns are addressed in all development projects.
- ❖ Continue to protect groundwater and surface water supplies with an effective and efficient sewage treatment facility.
- ❖ Encourage industrial growth in areas served by the municipal water and sewer system.

**Policy 3**

Protect the health, safety and welfare of Castleton residents through the provision of high quality municipal services.

**Programs**

- ❖ Maintain a current and effective rapid response plan and continue to engage in more comprehensive emergency management planning as resources become available.
- ❖ Maintain a superior volunteer fire department through an awareness campaign to solicit volunteer members and a comprehensive plan for facilities upgrade.
- ❖ Explore options for relocating the police department to a building that is accessible to the disabled and will provide sufficient workspace and privacy required of a police station.
- ❖ Utilize the State Police facilities as much as possible, but be prepared to increase the size of the police force to correspond to future needs.
- ❖ Continue capital budgeting for equipment needs.
- ❖ Solicit the help of the business community in inventorying hazardous materials contained within town borders.
- ❖ Encourage cooperation between the town and the college chemical safety officer.

#### **Policy 4**

Provide the town with adequate waste disposal facilities and manage costs effectively.

##### **Programs**

- ❖ Continue to monitor all possible alternatives for waste disposal.
- ❖ Strictly control access to residents of Castleton and Hubbardton.
- ❖ Identify a long-term solution to rising solid waste disposal costs.
- ❖ Investigate revenue generation potential.
- ❖ Develop a plan to increase recycling where economically justified.

#### **Energy**

##### **Policy 1**

Improve energy efficiency of town operations as well as public, commercial and residential buildings.

##### **Programs**

- ❖ Encourage all new public and commercial construction to meet advanced energy standards.
- ❖ Encourage residents to take advantage of Rutland West Neighborhood Housing Services programs for energy efficient testing and loans for insulation, windows, etc.
- ❖ Encourage residents and businesses to utilize the resources of energy efficient programs such as “Efficiency Vermont” and CVPS’s economic development incentives to help improve home and commercial energy efficiency.
- ❖ Conduct an energy audit of public buildings to evaluate potential energy savings and encourage local businesses to do the same.
- ❖ Encourage installation of outdoor lighting in accordance with the guidelines in the *Outdoor Lighting Manual for Vermont Municipalities*.
- ❖ Encourage the use of renewable sources of energy such as wind, solar, wood and methane.

##### **Policy 2**

Promote more energy efficient methods of land use and transportation.

##### **Programs**

- ❖ Encourage siting of buildings so as to reduce energy costs, such as solar orientation, use of natural windbreaks and shade trees, and development in previously existing growth centers.
- ❖ Allow flexibility in the siting of solar energy systems in the Castleton zoning regulations.
- ❖ Encourage the use of carpools, vanpools, and public transit for commuters and others.



## EDUCATION

Castleton is a member of the Addison-Rutland Supervisory Union along with Benson, Hubbardton, Fair Haven, Orwell, and West Haven. Castleton is unionized with neighboring Hubbardton forming a K-8 elementary / middle school. The K-6 building is located on Route 30 in Castleton, and 7<sup>th</sup> and 8<sup>th</sup> graders attend the Village School located on Mechanic Street in downtown Castleton. Grade 9-12 students attend Fair Haven Union High School (FHUHS), a six-community union school of 650 students located on the Mechanic Street Extension in Fair Haven. FHUHS offers a wide variety of academic courses, technical training and extra-curricular activities.

### Castleton-Hubbardton Union School District # 42

#### K-8 Existing Facilities

Castleton-Hubbardton Union School District # 42 includes Castleton Elementary for Castleton and Hubbardton students grades K-6 and the Village School for grades 7 and 8. Castleton Elementary, located on Route 30, was built in 1971 on 42 acres. It is a 64,000 square foot two-story building with approximately 38 rooms. The Village School was built in 1955 and is located on 4.55 acres.



#### Statistical Indicators

Table 1 provides a summary of several statistical indicators of trends at the Castleton Elementary and Village Schools since the 1996-97 school year. The most recent available figures for the State are also provided for comparative purposes.

*In addition to housing grades 7 & 8, the Castleton Village School is often used for community meetings and events.*

**Table 1:**

Castleton-Hubbardton Union School District # 42 ,Grades K-8 Statistical Indicators (1996-2001)

School Participation Information	1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Vermont (most recent)
	578	557	557	565	553	104,559
Castleton Students	489	466	460	460	444	
Hubbardton Students	89	91	97	105	109	
<u>Attendance Rate</u>	95.8%	96.6%	96.4%	95.1%	93.6%	94.7%
<u>Student/Teacher ratio</u>	14.5	15.1	13.2	13.4	12.2	12.3
Technology						
Number of Students per "New Generation" Computer	14.2	13.6	17.5	N/A	5	13.8
Internet Access	Yes	Yes	Yes	Yes	Yes	98%
Type of Internet Connection	Dial-up	Dialup	Direct Link	Direct Link	Direct Link	50% Direct
<u>Personnel (FTEs):</u>						
Classroom teachers	34.3	33.8	37.4	37.0	37.5	6463.62
Other teachers	9.2	6.2	8.0	7.0	8.0	2020.10
Instructional aides	25.0	27.0	26.0	27.0	28.0	3324.44

Source: VT Dept. of Education School Report [www.http://crs.uvm.edu/cfusion](http://crs.uvm.edu/cfusion) , the Addison Rutland Supervisory Union Office and Office of the Principal of the Castleton Village School.

As Table 1 indicates, following a sizeable drop off of 21 students between the 96-97 and 97-98 school years, overall enrollment in Castleton-Hubbardton Union School District # 42 (CHUSD) has remained fairly steady averaging 558 students per year. Enrollment of students from *Castleton* has continued a slight decline following the precipitous drop of 23 students after the 96-97 school year. This decline is consistent with the mild drop-off in the number of children between the ages of 5-14 living in Castleton indicated in the 2000 Census. The school's student/teacher ratio is consistent with the most recent state average indicating a sufficient number of teachers to attend to the individual learning needs of the students. CES has had direct link Internet access since the 1998-99 school year and has considerably improved the number of "New Generation" (Pentium) computers available per student. "Other teachers" and instructional aids provide important support to the classroom teachers as elementary and Jr. high students often need a greater level of supervision and personal attention than students at the senior high school level. The CHUSD website, <http://chusd.k12.vt.us/>, provides interactive learning tools called "webquests" through which students perform research tasks while learning about exotic locations, family relationships, poetry and the arts.

### Facilities Improvements

There were no significant facilities improvements planned at the Castleton Hubbardton Union School at the time of this writing.

## Fair Haven Union High School

### 9-12 Existing Facilities

The main building of the Fair Haven Union High School was built in 1957. Located on Mechanic Street Extension in Fair Haven, the school is an all brick building of 47 classrooms with a capacity of approximately 670 students. Additions to the school were built in 1973 and 1984 and in 1996 construction of a new science wing was completed. The facility was re-roofed in 1985, underwent asbestos removal in 1991 and was made fully accessible to the disabled in 1993. A large greenhouse, separate from the main school building is used for horticulture classes. School grounds include a number of athletic fields and a new track was completed in the autumn of 2001.

### Statistical Indicators

Table 2 provides a summary of several statistical indicators of trends at Fair Haven Union High School since the 1996-97 school year. Most recent available figures for the State are also provided for comparative purposes.

**Table 2:**  
Fair Haven Union High School Statistical Indicators (1996-2000)

School Participation Information	1996-1997	1997-1998	1998-1999	1999-2000	Vermont (most recent)
<a href="#">Total School Enrollment</a>	566	608	638	650	104,559
Castleton Student Enrollment	212	211	209	220	
<a href="#">Student/Teacher ratio</a>	12.4	14.9	14.4	15.5	12.3
<a href="#">Attendance Rate</a>	92.9%	92.6%	91.9%	N/AV	94.7%
<a href="#">9-12 Dropout Rate</a>	3.1%	3.0%	3.8%	N/AV	4.5%
Technology					
Number of Students per Computer	5.3	5.3	DNR	N/AV	5.0
Number of Students per "New Generation" Computer	9.0	DNR	7.2	N/AV	13.8
Type of Internet Connection	Direct Link	Direct Link	Direct Link	Direct Link	50% Direct
<a href="#">Personnel:</a>					
Classroom teachers	37.8	35.3	39.0	37.0	6463.62
Other teachers	10.9	8.5	8.2	7.4	2020.04
Instructional aides	14.0	18.0	20	26.0	3324.44

**Source:** VT Dept. of Education School Report [www.http://crs.uvm.edu/cfusion](http://crs.uvm.edu/cfusion) and the Addison Rutland Supervisory Union Office

As Table 2 indicates enrollment at Fair Haven Union High School has increased steadily and substantially since the 1996-97 school year. Enrollment of Castleton students attending FHUHS has remained fairly steady since 1996 averaging 213 during that period. Given the large increase

in overall enrollment, it is not surprising that the student to teacher ratio has also increased and stood at 3.2 students per teacher above the state average as of the 1999-2000 school year. Fair Haven High's average attendance rate has been declining since the 1996-97 school year while the dropout rate has steadily increased. Neither of these trends is positive and the administration and school board should monitor both carefully. FHUHS has kept well ahead of the state average in maintaining an inventory of "New Generation" (Pentium PC's) computers and has offered direct link Internet access for over five years. The FHUHS website, [www.fairhavenuhs.k12.vt.us/purpose.html](http://www.fairhavenuhs.k12.vt.us/purpose.html), is a great source of information about the full range of courses, activities, and programs offered at the school.

**Facilities Improvements**

There were no significant facilities improvements planned for Fair Haven Union High School at the time of this writing.

## **Budget / Funding**

The Castleton school report showed budget expenditures of \$5,417,853 for the 1999-2000 school year. \$1,688,552 of this total was allocated for Castleton's share of Fair Haven Union High School translating to an expenditure of \$7,964.86 per student. \$3,026,236 of the overall budget was allocated to Castleton's share of the Castleton/Hubbardton Union School District for an expenditure of \$6, 621.96 per student. The remaining \$703,065 was the amount actually directed by the Castleton School Board. The five-member Board controls expenditures for the transportation and special education needs of Castleton resident students. The Castleton school budget also provides for two scholarships for Castleton students to further their education beyond high school.<sup>8</sup>

Funding for education comes from a mix of state and local sources. Since the last Plan update, Act 60 was passed, radically changing the way towns receive school funding. Act 60 was first implemented in the 1998-99 school year and reallocated state funding for education. A statewide property tax for education was implemented and distributed according to the number of students per district and their demographic needs. The local share of funds is raised predominately through the local property taxes to cover tuition, special education, transportation and administration. Under the Act 60 system, property "wealthy" towns (known as gold towns) are required to share some of their taxes with less property wealthy towns (known as receiver towns). Castleton has been a receiving town during the first three years under Act 60. However, since the passage of Act 60 attempts have been made each year in the state legislature to modify the system to improve the equity of the distribution system and try and assuage the concerns of many "gold" towns that feel the system is unfair. Under proposed revisions to the Act 60 requirements being considered by the legislature at the time of this writing, Castleton was likely to become a gold town in fiscal year 2003.

## **Transportation / Bussing**

The Castleton Town School Board oversees a fleet of thirteen buses with two spares for backup on local routes, as well as two vans accessible to the physically impaired. The Board employs a mechanic as well as a professional crew of bus drivers and annually asks Castleton's taxpayers to support a bus fund to continually upgrade the fleet as necessary.

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<sup>8</sup> Castleton Vermont 139<sup>th</sup> Annual Report for the Fiscal Year July 1, 1999 – June 30, 2000, School Board Report page 89

## Education Goals, Policies and Programs

### Goal

Each institution in the Castleton school system will, in partnership with the community, promote in all students the knowledge and skills necessary to become independent thinkers, lifelong learners, and responsible productive citizens.

### Rationale

High quality school systems that are responsive to the needs of both the students and their parents are important in every community, but this is especially true in rural towns where many activities center on school programs. A positive relationship between the local school system and a community's residents is a good indicator of a high quality of life in town. Respondents to the 2001 Castleton Community Survey ranked the quality of the education system near the top of all municipal services. Continued open communication between parents and the schools' boards and administration as well as active support and involvement of community residents in the schools curriculum, programs, and activities will help to insure that the high standard of education provided to Castleton's children is maintained.

### Policy 1

Challenge all children to be responsible and productive citizens and expect high performance of all students.

#### Programs

- ❖ Provide a safe and orderly environment conducive to learning.
- ❖ Provide the resources, staff, and facility necessary for each student to achieve his/her individual potential.
- ❖ Provide an integrated, diverse, and challenging curriculum that meets the changing needs of students.
- ❖ Provide and adequately fund a wide variety of co-curricular/extra curricular activities that promote students' personal and social development.
- ❖ Improve student performance through professional development efforts for administration and faculty in annually identified focus areas.
- ❖ Take an innovative approach to the use of new technology for learning purposes.

### Policy 2

Encourage all parents, teachers, students and citizens to work together toward educational goals

#### Programs

- ❖ Provide regular opportunities for teachers, parents, and citizens to communicate openly (school open house, parent teacher conferences, school board meetings, etc.).
- ❖ Maintain an "open door policy" wherein parents are encouraged to contact school administrators whenever they feel a need to discuss an issue or event that concerns the welfare of their child.

- ❖ Promote opportunities for parents and residents to get involved in school programs and activities.

**Policy 3**

Control the cost of education.

**Programs**

- ❖ Match expansion of the school systems to the town's economic ability to support additional costs.
- ❖ Ensure that additional infrastructure costs, such as expansion or renovation of schools, which become necessary as a result of residential growth, are borne by the developers.
- ❖ Continue capital budgeting for future need.



## **NATURAL RESOURCES**

The natural environment has played an important role in shaping Castleton's image, appearance and attractiveness to town residents, seasonal homeowners, and tourists alike. Lake Bomoseen is one of the most actively used water bodies in Vermont and clearly of great importance to Castleton's seasonal visitor economy. Many rolling forested hills and mountains, quiet trails, and scenic rivers, ponds, and wetlands round out the town's lush landscape. Castleton Natural Resource Maps 1 and 2, located at the end of this section, depict each of Castleton's principal natural resources as well as areas of land use regulation designed to protect natural features as well as the health and safety of humans and wildlife. These maps are referenced frequently throughout the detailed discussion of Castleton's natural resources that follows.

### **Climate**

Castleton's climate is classified as humid, continental, with cool summers; meaning there is wide daily and annual variation in temperature and variability between the same seasons in different years. The average annual precipitation in the town ranges from 38 to 42 inches and the mean annual snowfall is just less than 60 inches. Higher elevations may, however, receive considerably higher amounts of precipitation. The average wind speed is slightly higher in the winter months and predominately from the northwest, while during the summer months the prevailing winds are from west-southwest. Sun orientation generally ranges from northeast to northwest in the summer and southeast to southwest in the winter.

### **Topography**

The Town of Castleton is located entirely within the Taconic Range characterized by rugged mountains with irregular topography and elevations approaching 2,200 feet. The town may be further subdivided into the Taconic Foothills and the Taconic Mountains. The western half of the town consists of Taconic Foothills, which are a series of oval shaped, north-trending hills averaging 500 feet in elevation. The higher elevations of the Taconic Mountains rise in the eastern half of the town, including Bird Mountain (elevation 2,216'), Grandpa's Knob (elevation 1,976') and Blueberry Hill Peaks ranging in elevation from 1,245 to 1,918 feet.

## **Geology**

The geological formation of the town accounts for deposits of slate. The most common formation underlying the town yields purple, gray, green, and variegated slates, important sources of commercial slate, particularly in the western foothill portion of the town. The West Castleton formation is another dominant geological formation in the town. This formation is a gray to black slate of limited economic importance.

## **Agriculture and Forest Resources**

Agriculture and silviculture are not only important economic activities in Vermont, but are also the foundation of a highly valued rural lifestyle and a significant factor in shaping the landscape. Land capable of supporting agricultural uses require prime agricultural soils as well as moderate slope, adequate parcel size, and access. Like agriculture, forestry is an important activity in the state and region. Lands capable of supporting forests are critical to the support of silviculture, a Vermont tradition, as well as providing wildlife habitat, and places for recreation.

Primary agriculture soils are depicted on Castleton Natural Resources Map 2. The Natural Resource Conservation Service (.”) has classified Vermont’s soils into four categories with respect to their potential for agriculture – highest, good, low and limited. .” recommends that highest and good categories qualify as primary agricultural soils as defined in Act 250. These classifications only consider physical and chemical soil properties. They do not consider location of specific areas, accessibility, and current land use. As is the case with most Vermont towns, there are a number of active farms in Castleton sustaining families and making an important contribution to the economy and culture of the town.

Castleton’s upland hills and mountains remain undeveloped due to their inaccessibility by town roads and the limiting influence of steep slopes and shallow soils. These areas are forested with trees of the northern hardwood association. There are also several extensive land areas in Castleton that are owned by the state (2287.5 acres in total). Lands under the jurisdiction of the State include Love’s Marsh and Blueberry Hill Wildlife Management Areas that are managed by the Fish and Game Department. Bomoseen State Park, located in West Castleton, fronts, in part, on the lake and is under the management of the Department of Forest and Parks. The Town of Castleton owns a town forest (96 acres), a short segment of shoreline in the Crystal Beach area (5.9 acres), and a small parcel adjoining the Crystal Beach area to the north (5.9 acres).

## Water Resources

### Watersheds

**Figure 12:**

A watershed is a land area, also known as a drainage area, which collects precipitation and contributes runoff to a receiving body of water or point along a watercourse. All land uses that occur in the watershed can affect water quality. For example, pollutants that are carried off the land and into streams may eventually enter a lake. Because rivers join to become larger rivers, many watersheds may be considered sub-watersheds of larger ones. The Town of Castleton is located in the north central portion of the Poultney-Mettowee Watershed, one of 17 major drainage basins classified by the state (see Figure 11). The Castleton River and its tributaries drain the majority of the town, including Gully Brook, North Breton Brook, Pond Hill Brook and Lake Bomoseen.

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### Surface Water

Surface water resources, which include lakes, ponds, rivers, streams, and wetlands, provide many important benefits. For example, surface waters support economic activities such as agriculture, manufacturing and processing; residential activities such as drinking and cleaning, and recreational activities such as swimming and boating. They also serve as habitat for wildlife and as an important component of the hydrologic cycle.<sup>9</sup>

Significant bodies of water in Castleton include the 2,360 acre Lake Bomoseen, 202 acre Glen Lake, 42 acre Pine Pond, 62 acre Love's Marsh, and the town's largest flowing water body, the Castleton River.

Discharges to the surface waters in the Rutland Region occur from a variety of sources and involve a wide range of pollutants. Sources are generally described as either point (direct e.g. industry, wastewater treatment plants) or non-point (indirect or diffuse e.g. agricultural run-off) discharges. When surface waters become polluted, humans can be affected directly through exposure to pollutant concentrations in the aquatic environment, or indirectly through exposure to secondary impacts (e.g. impacts caused by excessive algal growth resulting from nutrient discharges), incidental contact with contaminated water, and through the consumption of contaminated and/or aquatic organisms (food chain exposure).<sup>10</sup>

### Water Quality Threats in Lake Bomoseen

#### Development and Recreational Use

<sup>9</sup> Rutland Regional Plan, Rutland Regional Planning Commission, page 82

<sup>10</sup> Ibid

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Development and increasing recreational use are inevitable threats to all of Castleton's lakes and ponds, particularly Lake Bomoseen. There are a number of regulatory methods available to the town in order to help mitigate the impacts of increased usage in and around Castleton's lakes and ponds. The town can ensure that setback requirements for lakeside dwellings are a sufficient distance from the water's edge to allow a greater filtering distance before run-off can enter the lake, establish vegetative buffer strips along the shorelines to help prevent run-off and erosion, and require that all year-round or enlarged lakeside dwellings have properly designed and installed septic systems.



*A tremendous recreational, scenic, and natural resource, Castleton's Lake Bomoseen faces numerous threats to its long-term health.*

### Eurasian Watermilfoil

Another problem that has been identified in a number of Castleton's water bodies is the proliferation of the non-native aquatic plant Eurasian watermilfoil. A nuisance to swimmers and boaters, milfoil also threatens native plants that have provided traditional habitat for fish fry and other aquatic fauna. The use of the chemical herbicide Sonar has been tested in some Vermont lakes and a growing number of lake associations and towns have expressed interest in its application in their lakes. While Sonar application has had apparent success (as high as 90%) in curtailing watermilfoil, it is as yet uncertain what its overall affect will be on other flora and fauna within these lakes making the increased use of the herbicide controversial. The only other current method of reducing the impact of milfoil is through periodic manual removal by divers and volunteers trained to do so. While manual removal is commonly practiced it is time consuming and difficult to cover the vast areas where milfoil is a problem. While both of these methods have had a degree of success, permanent eradication of water milfoil is nearly impossible as it has a tremendous ability to reestablish itself after having been removed.

### Zebra Mussels

Another threat to the stability of the Lake Bomoseen ecosystem is the proliferation of the Zebra Mussels throughout the lake. The dark white-stripped Zebra Mussels are generally about the size of a thumbnail. These mussels filter plankton, which is used as food by other organisms, and remove oxygen from the lake, both of which make it increasingly difficult for native aquatic species to survive. Zebra mussels have also been known to foul water intakes and can be carried by just about anything that has been in infested water, including gear, buckets, boats and trailers. To combat the proliferation of the mussels to other water bodies in Vermont, boaters are encouraged to thoroughly pressure-wash their boats with hot water and leave them out of the water and in the sun. At the time of this writing, aquatic biologists estimated that the mussels would spread throughout the entire lake by 2003.

### **Wetlands**

Wetlands are land areas that are saturated with water at least part of the year and include marshes, swamps, sloughs, fens, mud flats and bogs. Wetlands provide important wildlife habitat, but also provide other benefits such as storing stormwater runoff, purifying surface and groundwater supplies, recharging aquifers, controlling erosion, and providing areas for recreation. Numerous wetlands in Castleton are identified on Castleton Natural Resources Map 1.

Wetland losses may be incurred both directly and indirectly. In addition to direct loss of acreage, the quality of the habitat may deteriorate due to several factors: invasion of exotic weeds; vulnerability to a variety of pollutants; litter from recreational users; and atmospheric pollutants that alter chemical compositions of wetland waters. Because of their many beneficial functions direct loss of wetlands due to filling can have dramatic ecological effects besides habitat losses.<sup>11</sup> Love's Marsh, located on the northwestern shore of Lake Bomoseen, is the most extensive wetland wholly contained within the town. Maintained by the Fish and Game Department as a wildlife management area, the marsh offers excellent cover and abundant food for a diversity of animal life and migratory waterfowl. Other highly productive wetlands in Castleton include: the northeastern end of Lake Bomoseen, Pine Pond Marsh, and Lilly Pond. There are also numerous smaller wetland areas located throughout the township, particularly in the poorly drained upland areas of the Taconic Mountains and along the Castleton River and its tributaries.

### **Ground Water**

Groundwater is water that has infiltrated into the soil through sand, gravel, or rock. The areas where groundwater is stored are called aquifers. An aquifer is a geologic formation containing enough water to yield significant quantities to wells and springs. Places where groundwater is replenished by surface waters are known as recharge areas. Groundwater is drawn from aquifers through wells. Areas surrounding wells are called areas of influence. In the same way that pollutants introduced from watersheds can affect the water quality of streams, rivers and lakes, contaminants can be introduced into ground water supplies through areas of influence as well as

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<sup>11</sup> Rutland Regional Plan, Rutland Regional Planning Commission, Last Adopted June 2001, page 90.

through direct discharge to the subsurface (as through an abandoned well or leaky storage tank). Groundwater pollution in rural areas is primarily associated with agricultural practices, road salt, and septic tank problems.<sup>12</sup>

Groundwater is an extremely valuable natural resource of the Town of Castleton. It serves as the source for municipal and domestic water supplies, process water for industry, the treatment and dilution of wastes and the focus for many recreational activities. The Federal Groundwater Favorability Map shows the potential for groundwater is excellent from the Blissville area, following along-Route 4A to the Castleton Four Corners and then narrowing slightly and extending into the village area. This area has the capability of producing wells yielding sufficient quantities to meet municipal and industrial requirements.

Two large wells supply the village municipal water system. One is located on Mill Street. It is 35 feet deep and yields 130 gallons per minute (gpm). The other is located at Dewey Field and North Road. It is 25 feet deep and yields 210 gpm. (Yields may be limited by the capacities of the pumps.) The water supplying these wells lies within an unconsolidated gravel aquifer. Wellhead Protection Areas have been defined for both municipal wells and are depicted on Castleton Natural Resources Map 2. Three additional wellhead protection areas have been defined for privately managed, community water supplies located at Ft. Warren Trailer Park, at the Castleton Four Corners and in Blissville.

### **Flood Hazard Areas**

Flood hazard areas are identified on Castleton Natural Resources Map 1. A flood hazard area may be defined as the land areas adjacent to rivers and streams that are periodically inundated during periods of high surface water runoff. The Flood Disaster Protection Act of 1973 requires: 1) the town to regulate development in designated flood hazard areas and, 2) that property owners in flood plain areas purchase flood insurance. Should the community or property owners fail to meet these requirements any federal and federally related financial assistance for buildings in the flood plain will be unavailable to either the community or property owner.

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<sup>12</sup> Rutland Region Natural Environment Technical Report, Rutland Regional Planning Commission, pages 36 & 37

## Wildlife Habitats and Fragile Areas

The benefits provided by wildlife habitats and other natural and fragile areas are numerous. They contribute to the economy by attracting travelers, recreation seekers, and wildlife admirers as well as add to the community's character and sense of place.

Wildlife habitats and other natural and fragile areas are mapped generally by the state and include deer wintering areas (commonly known as deer yards), bear habitat, migratory staging areas for waterfowl, fisheries, and sites of rare plants and animals. A number of these features are depicted on Castleton Natural Resources Map 1. Other types of wildlife habitat include large forested tracts capable of supporting larger mammals and "wildlife corridors" such as streams and windows that help connect the habitat areas together.

Castleton's largest deeryard is located on Cedar Mountain. Another large deeryard is located on the southern slopes of Blueberry Hill. The Blueberry Hill area is owned and managed by the Vermont Fish and Game Department.

There are both cold and warm water fisheries in Castleton that offer excellent recreational fishing for local residents and seasonal campers. Native and brown trout are found in the Castleton River and many of its upland tributaries including Belgo Brook. Bass, perch, pike and brown trout, as well as some cold-water species, are found in Lake Bomoseen. Continued health of these habitats depends upon the maintenance of stream banks and water quality.

Lake Bomoseen is the site of several Indian campgrounds and burial grounds. The lake also supports two rare or threatened macrophyte species: the pondweed *Potamogeton friesii*, which was last documented in 1990; and the horned pondweed *Zannichellia palustris*, for which only one record from 1977 exists. Given the extent of the Eurasian watermilfoil problem in Lake Bomoseen, both pondweeds are highly threatened. Glen Lake supports a population of *Potamogeton friesii*, which was last observed in 1990. A major geologic fold is located on the southeastern shore of Glen Lake. This phenomenon is the product of the geologic forces, which folded and uplifted the town. It is of prime educational value to geologists and to the general public as well. The majority of the Glen Lake shoreline is in state ownership, as a component of the Lake Bomoseen State Park. Love's Marsh, attached to Lake Bomoseen, hosts *Ceratophyllum echinatum*, a rare Vermont plant. Eurasian watermilfoil has also infested both Glen Lake and Love's Marsh.<sup>13</sup>

Approximately 40 acres of fine, second-growth oak-hickory forest is located along the east shore of Lake Bomoseen. This area is representative of the oak hickory forest association that is characteristic of the Taconic Range. Although the stand is dominated by oak and hickory, beech, birch and basswood are also present. The area is presently in private ownership.

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<sup>13</sup> *Special Uses and Values of Basin 2 Lakes and Ponds*, Vermont Department of Environmental Quality, Water Resources Division, 2001

## **Air Quality<sup>14</sup>**

Air quality has a great impact on the quality of life and the ecology of an area. Due to relatively low emission densities and relatively favorable meteorological conditions, ambient concentrations of locally generated pollutants are relatively low in Vermont by national standards. However, the Air Pollution Control Division has reported the Rutland area's particulate matter levels to be among the highest in the state, while 24 hour sulfur dioxide levels are higher than the Burlington area's. Nitrogen dioxide levels are comparable to or lower than other parts of Vermont. Overall, the Rutland Region's air pollution levels have not violated EPA standards for air pollutants. Towns like Castleton can help to maintain and improve air quality by promoting the use of public transit and car pooling, enforcing prohibitions on the burning of trash, and protecting forest resources, which can help to filter out a number of potentially harmful pollutants.

## **Open Space and Scenic Resources**

In the course of planning for Castleton's future, it is important that the presence of high quality open space and scenic resources, broad scenic areas as well as scenic landmarks, are recognized and the integrity of such resources is preserved. Scenic resources have aesthetic, historical, and economic value. Siting of future construction as well as community facilities and infrastructure should always consider the potential impact on the aesthetic qualities of the community and preserve the undisturbed integrity, wherever possible, of Castleton's quality scenic and open space resources.

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<sup>14</sup> *Rutland Regional Plan, Air Resources* pgs. 94-97 RRPC June 2001

## Natural Resources Goals, Policies, and Programs

### Agriculture and Forestry

#### Goal

Protect Castleton's farm and forest resources for future generations to enjoy.

#### Rationale

Clean air and water, as well as intact forests and working farms are essential to the health and quality of life of all living things that inhabit a community. Castleton is blessed with abundant natural amenities that remain largely unscathed by the polluting forces of the industrial world. 79.6 percent of respondents to the 2001 Castleton Community Survey stated that they believed Castleton should explore all measures available to protect farmland, open space, and forested areas within the town. This figure indicates that protection of natural resources is important to Castleton residents and vital to the continued welfare of the town.

#### Policy 1

Maintain and improve the quality of important soils, such as agriculture and forestry soils, when considering the future development of the town.

#### Programs

- ❖ Discourage development in areas of important agricultural and forest soils.
- ❖ Preserve farm and forest lands and maintain the working landscape through conservation, agricultural easements, and land acquisition.
- ❖ Encourage landowners to collaborate with the Cooperative Extension Service in the use of Best Management Practices to assist them in learning more about how to employ these practices for soil quality protection.
- ❖ Promote the use of acceptable soil erosion control measures in development of slopes in excess of 8%.

### Water Resources

#### Goal

Protect and retain the quality of Castleton's surface water, groundwater and wetlands resources and enhance opportunities for access, recreation, education and natural beauty in these areas.

#### Policy 1

Prohibit any development that will degrade water quality in Castleton.

#### Programs

- ❖ Establish and enforce setback and vegetative buffer requirements in Castleton zoning regulations for development along lakes, rivers, streams and wetlands.
- ❖ Enforce all provisions of Castleton's shoreland zoning requirements.

- ❖ Reduce erosion and siltation of shorelines and stream banks by requiring proper stabilizing measures for new construction under Castleton's site plan review.
- ❖ Require on site storm water management measures be implemented on all new construction sites under Castleton's site plan review.

## **Policy 2**

Protect lakes, ponds, rivers, streams and wetlands from pollutants.

### **Programs**

- ❖ Discourage application of lawn fertilizers and pesticides along lakeshores and streambeds.
- ❖ Establish and enforce setback and vegetative buffer requirements in Castleton zoning regulations for development along lakes, rivers, and streams.
- ❖ Keep abreast of the results of the Department of Environmental Conservation's water quality monitoring program in the Castleton River.
- ❖ Support the efforts of the Poultney-Mettowee watershed Partnership to educate the public about threats to surface water resources, best management practices to reduce human impact, and to work proactively to remediate and restore impaired, eroded or polluted surface water resources.

## **Policy 3**

Reduce or eliminate ecological threats of non-native species encroachment in Castleton's surface water resources.

### **Programs**

- ❖ Support efforts to educate the public on the importance of proper cleaning of boats and propellers to reduce the spread of Eurasian watermilfoil in Castleton waters.
- ❖ Support the manual removal of Eurasian watermilfoil from Lake Bomoseen and other areas in Castleton where it has become a problem.
- ❖ Monitor the results and overall ecological effects of Sonar usage in other Vermont lakes for consideration of its application in Castleton waters.
- ❖ Keep informed of DEC monitoring efforts in Castleton waters for additional non-native threats such as Zebra Mussels, and Water Chestnuts.

## **Policy 4**

Restrict land development where water supplies are inadequate.

### **Programs**

- ❖ Ensure that Castleton's zoning and future land use development plans direct development in areas where infrastructure and water supply are readily available.
- ❖ Encourage those using water from Lake Bomoseen to move to private wells.

**Policy 5**

Protect wellhead recharge areas from pollution.

**Programs**

- ❖ Promote awareness of potential groundwater contaminants.
- ❖ Encourage all fire districts and private managers of community water systems to gather the necessary information to develop Source Water Protection Plans and to identify potential sources of contaminants located within well-protection areas.
- ❖ Inventory culvert systems in the area of the town wells.

**Policy 6**

Ensure adequacy of groundwater supplies.

**Programs**

- ❖ Enact regulations in accordance with the recommendations of the fire districts and public comment.
- ❖ Encourage the development of guidelines to determine the capacity of town wells.

**Flood Hazard Areas**

**Goal**

Control development within areas subject to periodic flooding

**Policy 1**

Continue to review development in Flood Hazard Zones for compliance to zoning bylaws and the Flood Disaster Protection Act of 1973.

**Fragile, Unique Habitats and Open Space and Scenic Resources**

**Goal**

Protect fragile, unique habitats and open space and scenic resources from the adverse affects and encroachments of development.

**Policy 1**

Ensure that all proposed developments that might affect these resources are referred to the appropriate state agency for comment and thorough visual assessments are provided prior to construction.

**Programs**

- ❖ Require applicants proposing projects that may have broad visual impact on Castleton residents (e.g. telecommunications and radio towers, wind turbines, etc.) to provide detailed view-shed analysis prior to construction.

**Policy 2**

Support education of the public as to the importance and sensitivity of these resources and measures that can be taken to reduce human impact upon them.

**Policy 3**

Support the conservation of large tracks of forest areas and open space so as to maintain critical wildlife habitat, ample corridors to accommodate seasonal migration patterns, and a scenic balance between the built and natural landscape.

**Air Quality**

**Policy 1**

Improve public awareness of air quality issues and steps that can be taken to reduce pollutants.

**Programs**

- ❖ Encourage the use of public transit and ride share programs.
- ❖ Strictly enforce prohibitions against the burning of trash.
- ❖ Promote awareness of alternative, less polluting, wood-burning technologies.
- ❖ Protect forest resources and review proposed development for impact upon air quality.

## RECREATION, HISTORIC AND CULTURAL RESOURCES

Recreational opportunities, high quality historic resources and cultural activities are among the principal elements that contribute to the quality of life in a community. A town's historic and cultural resources are often integrally linked as history informs culture and many cultural activities in Vermont communities' center around historical appreciation or remembrance. So too are cultural activities, such as visiting a museum or touring a town's historic sites, recreational past-times as valuable to a community as its hiking trails or most popular swimming hole. Well-maintained historic buildings, located in cohesive recognizable districts, are not only attractive; they are good for business. Numerous studies indicate that many people choose to visit Vermont because of its rich history and the unique local flavor and well-preserved ambiance of its towns and villages. Castleton residents echoed this sentiment in a recent survey in which 214 of 274 respondents (78%) agreed that the town should explore all available measures to protect historic buildings and structures. Castleton is fortunate to be well endowed with countless recreational opportunities, historic resources, and cultural amenities as well as residents who recognize their important contribution to the community's overall quality of life.

### Recreation

Castleton residents have many outdoor recreational opportunities available within a short walk, bike or drive including downhill and cross country skiing, swimming, boating, fishing, hundreds of snowmobile, hiking and biking trails and several excellent golf courses. Exercise facilities and a swimming pool at Castleton State College are also available to Castleton residents. Additionally, Castleton's close proximity to Rutland City provides easy access to indoor recreation facilities such as movie theatres, shopping centers, bowling alleys, fitness clubs, and restaurants and bars, many of which feature live music on the weekends.



*Golf is just one of many outdoor recreational opportunities available in Castleton.*

Castleton has an active volunteer Recreation Commission that coordinates activities for all ages. Youth activities include softball, baseball, soccer and swimming. The town has three ball fields and two soccer fields available for resident use. A walking path and softball field have been proposed for the vacant lot across from the Old Homestead Community Center. Programs are also offered specifically for teens on an intermittent basis. Adult programs include fine arts, crafts, educational and sports activities. Community activities include bus trips and a summer concert series.

Lake Bomoseen, with three state-access areas, is a large recreational asset offering swimming, fishing, boating, water and jet skiing in the warmer months as well as skating, cross country

skiing, snow mobiling, and ice-fishing during the winter. The town-owned Crystal Beach, located on Route 30 along the lake's eastern shore, is a popular area for picnics, volleyball, sunbathing, swimming and other warm-weather activities for residents and visitors alike. The town also owns another parcel of land located north of Crystal Beach, which it intends to develop for recreational use. Bomoseen State Park and Campground, located on the lake's western shore provide, facilities for RV's and tent camping. The Edward F. Kehoe Green Mountain Conservation Camp at Lake Bomoseen, overlooking the southwest shore, offers summer camp activities for children and teens, under the direction of the Vermont Fish & Wildlife Department.

Castleton is fortunate to have a number of additional outdoor recreational amenities. A provisional access and parking area is available for use of Glen Lake located in the Bomoseen State Park just west of Lake Bomoseen. Abandoned railway rights-of-way serve as walking paths through the Castleton State College campus and South Street area. On Route 30 the town owns 65 acres of forest and another 39 acres located on Coon Hill in Hydeville. The town is evaluating the potential of these tracts for recreational use. Numerous commercial facilities offer horseback riding and stables, tennis, golfing, boat rentals and marine services.

Castleton State College's S.H.A.P.E. (Student Health and Physical Education) facility is available to the Castleton community at reasonable membership rates. The facility includes two racquetball courts, a fitness center, two recreational gyms and a pool. Programs are offered in aquatics and aerobics for all ages. The Athletics and Physical Education Departments, housed within the S.H.A.P.E. facility, also offer various sports programs for children. The College's Saturday Morning Program and swim lessons are also very popular. The College allows the town and school systems to use their athletic fields, when available, for sports programs at no cost.

The Town of Castleton Community Survey distributed to approximately 1,600 Castleton residents in the fall of 2001 asked a number of questions about the overall quality of recreational amenities in Castleton as well as the areas in need of improvement. 161 of the 253 survey respondents (64%) felt that Castleton had adequate recreational facilities while the remaining 92 respondents (36%) did not. Asked to indicate which recreational facilities / amenities should be made available or improved in Castleton, 108 respondents suggested installing bike lines on town streets, 81 wanted to see a teen center established, 78 indicated an interest in a movie theatre, 74 felt the towns swimming areas should be improved, while increased picnic areas and playgrounds were desired by 73 and 62 respondents respectively. Asked whether the town should explore ways to make the Castleton River more accessible for recreational purposes, 149 of 274 (54%) respondents supported the idea, 51 (18%) were opposed, while 74 (27%) respondents had no opinion. While most respondents were generally satisfied with the quality of Castleton's recreational amenities, the strong interest in bike lanes, a teen center, movie theatre and other amenities, as well as the support for improved access to the Castleton River, indicate that the town has definite room for improvement in its recreational offerings. Please see the 2002 Castleton Town Plan Technical Appendix available at the Castleton Town Office for a complete summary of the 2001 Castleton Community Survey results.

## Historic Resources

The majority of Castleton's historic sites are concentrated in the village area along Main St. (Route 4A). In addition to the many fine homes of historical and architectural quality, there are a multitude of distinguished commercial and industrial structures, such as stores, unique barns and saw and grist mill sites. Castleton is fortunate to have nine National Register districts: Crystal Haven, Eastern Lakeside, Southeastern Lakeside, Green Bay, Avalon Beach, Point of Pines, Hydeville, Castleton Corners, and Castleton Village. Published by the State Division for Historic Preservation, *The Historic Architecture of Rutland County*, details all of the historic districts and structures in Castleton. Listing over 100 sites, and providing photographs and detailed descriptions of many, this reference is highly recommended to anyone interested in finding out more about Castleton's cultural heritage and historic architecture. The Castleton Free Library, maintaining an archive of historic letters, photographs and articles is also a great source of information about the town's history.



*Located in the heart of Castleton's Village Historic District, the Birds Eye Diner pays homage to a bygone era and remains a popular gathering place today.*

Castleton has an active historical society, which sponsors frequent activities aimed at sharing stories and information about Castleton's past. The Higley Homestead on Main Street, a brick house built in 1811, is home to the Castleton Historic Society Museum. The museum's collections pertain to Castleton and include furnishings, paintings, costumes, documents, and photographs. The walls of the house feature original as well as restored stenciling. The historical society also owns the Old Cobbler Shop on Main Street and is open to the public on Colonial Day. The Society also puts on an annual potluck picnic for the public on the 3rd Thursday afternoon in June at the Hubbardton Battlefield.

## Cultural Resources

Castleton State College hosts many cultural activities available to Castleton residents. Often promoting events in conjunction with the Rutland based Crossroads Arts Council; the College frequently features concerts, plays, dance troupes and an occasional comedian. Topical forums and lecture series at the College also enhance the cultural experience in Castleton. Main St. in the old Castleton Village features a number of unique art galleries displaying a diversity of sculpture, jewelry, paintings, mosaics, quilts and other fine pieces created by the hands of Castleton residents. As is the case in many communities, Castleton's free library is another great cultural resource in town. In addition to its many books, periodicals, and archived newspapers the library often hosts nature oriented talks and activities for children and seniors. The Castleton Historical Society also puts on bi-monthly activities including storytellers and lecturers discussing the town's historic heritage and lessons learned from the past.

Perhaps Castleton's most important annual cultural event is the locally organized Castleton Colonial Day. Sponsored by the Women's Club the event has been a Castleton institution since the 1920s. Each year hundreds of visitors and residents don traditional colonial garb and purchase tickets for guided tours of many of Castleton's privately owned historic houses. As they travel from house to house participants enjoy this splendid opportunity to pay homage to Castleton's cultural heritage as well as celebrate the thriving community spirit that still exists in the town today. Proceeds from the event support educational opportunities for Fair Haven Union High School and Castleton State College students.



*Programs at Castleton State College offer frequent cultural and recreational opportunities to Castleton residents.*

Castleton has one of the most storied cultural histories in all of Vermont. Every effort should be made to protect and enhance the town's many diverse historic and cultural amenities.

## Recreation, Historic and Cultural Resources Goals, Policies and Programs

### Recreation

#### Goal

Maintain and enhance recreation resources and opportunities.

#### Rationale

Recreation takes many forms and means different things to different people. No matter what the form, much of our recreation, as rural people, takes place out of doors. Hunting, fishing, walking, biking, skiing, boating, or just enjoying a sunset depends on maintaining open areas and public access to them. These areas are an essential component of rural life and help define Castleton's character.

#### Policy 1

Retain and improve existing recreational activities for all ages.

##### Programs

- ❖ Retain the town forest lands located near Crystal Beach and on Coon Hill in Hydeville and develop a management plan for recreational use.
- ❖ Continue efforts to improve the quality of lake water.
- ❖ Explore opportunities for funding the improvement of existing recreational facilities.
- ❖ Maintain and improve public access areas and facilities for lake recreation.
- ❖ Lobby the state to provide bathroom facilities at existing lake access areas.

#### Policy 2

Expand recreational opportunities within the town.

##### Programs

- ❖ Pursue opportunities for funding the development of new recreational facilities and activities.
- ❖ Develop acquired land north of Crystal Beach for enlarged beach facilities.
- ❖ Improve access to the Castleton River for recreational purposes.
- ❖ Promote activities that include a mix of all ages.
- ❖ Assess the feasibility of a full-time Recreation Director position.

#### Policy 3

Encourage commercial enterprises that provide or support recreational opportunities for Castleton residents and visitors.

## **Historic and Cultural Resources**

### **Goal**

Protect, maintain, enhance and promote historic sites, structures and artifacts important to the history and cultural heritage of Castleton.

### **Rationale**

Historic sites are an essential link to Castleton's past, represent significant social and cultural investment, and are an important and valuable consideration in planning for the town's future. In their response to a community survey in the Fall of 2001, 78 percent of the respondents agreed that the town should explore all available measures to protect historic buildings, structures and sites indicating broad based support for the town's efforts in this capacity.

### **Policy 1**

Enhance, conserve and protect the architectural integrity and character of village neighborhoods.

#### **Programs**

- ❖ Continue to emphasize the value of historic resources to the Castleton Selectboard.
- ❖ Encourage improved collaboration between organizations in Castleton such as the Historical Society, local schools, the Lions Club, the Castleton Womans Club and Castleton State College who share concerns about the protection and maintenance of the town's historic amenities.
- ❖ Consider the creation of a design control district for the village area and other areas and structures of significant historical value.
- ❖ Assist the Historical Society in its inventory of historic resources.
- ❖ Support the efforts of the Historical Society to establish a dedicated funding source for the maintenance of several of Castleton's neglected small cemeteries.
- ❖ Encourage the adaptive reuse of historic buildings as commercial enterprises or for other purposes while preserving the historic integrity of the structure.

### **Policy 2**

Maintain the quality and frequency of the many cultural events and activities available in Castleton.

#### **Programs**

- ❖ Support the efforts of Castleton State College and the Crossroads Arts Council to host high quality cultural programming at the College.
- ❖ Promote cultural activities through posting flyers and calendars of events in town owned buildings and assisting in other promotional activities as requested by the event coordinators.





## HOUSING

A sufficient supply of quality housing is necessary for any community that expects to have strong, healthy families and a stable workforce. Housing in Rutland County and the State of Vermont, particularly affordable housing, is becoming an increasingly critical concern. A 2000 report by the National Low Income Housing Coalition entitled *Out of Reach*, found that just under half of Vermont's renters cannot afford a two-bedroom apartment and over 60% cannot afford a three-bedroom apartment.<sup>15</sup> This makes Vermont the least affordable state in the nation (tied with New York and Alaska) in these two key rental categories. Homeownership in Vermont is also difficult



*Castleton's Main Street is lined with many handsome, historic homes.*

for many credit-worthy households due to the high up-front costs of purchasing a home and the increase in median home sales prices in recent years.<sup>16</sup> Nationwide, a trend toward fewer persons per household has changed the type of housing needs and increased the demand for housing, especially affordable housing, in many towns, even with stable or declining populations. Castleton's housing situation is influenced by the presence of Castleton State College. In addition to the needs of permanent local residents, there is a demand amongst the student population for affordable rental units creating a larger market for rental housing than would be otherwise expected in a town of Castleton's size.

### Existing Conditions

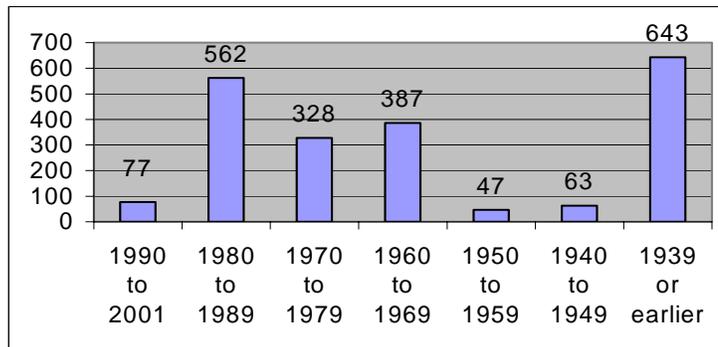
#### Age of Housing

According to the 1990 Census, 643 of Castleton's 2107 total housing units were built before 1939, indicative of the historic nature of many homes in Castleton, particularly Castleton Village. However with 1354 housing units added since 1960, and the particularly significant growth during the housing boom of the '80s (562 units added), the majority of homes in Castleton are less than 40 years old. Figure 12 provides an overview of housing development in Castleton since 1939.

<sup>15</sup> A unit is considered affordable if rent plus utilities cost no more than 30% of the renter's income.

<sup>16</sup> Joint Housing Committee 1999 Report. Prepared by the Legislative Council – State of Vermont

**Figure 13:**  
Town of Castleton Year Structure Built (1990)



Source: U.S. Census 1990 and 2000

### Housing Stock and Occupancy Status

Table 3 provides a summary of Castleton’s housing stock and occupancy status in 1990 and 2000. 1123 of Castleton’s 1550 total occupied units were owned in 2000 while 427 were rented representing 72 and 28 percent of all occupied units respectively. The vacancy rate for both rental and owner units has decreased since 1990 indicating a somewhat tighter housing market. The number of seasonal homes in Castleton has decreased from 577 in 1990 to 491 in 2000, but still represents a substantial 23 percent of the town’s housing units. While the 2000 data was not yet available as of this writing, Castleton’s 1990 housing stock included 1491 single-family residences, 16 duplexes, 298 multi-family units, 207 mobile homes, and 14 “other” or unspecified units.<sup>17</sup> The total number of housing units in Castleton has increased from 2030 in 1990 to 2107 in 2000, a total of 77 units overall. While most of these are likely newly built single-family and mobile homes, a number of the additional units could be the result of the conversion of preexisting homes into duplexes or multi-family units.

<sup>17</sup> The US Census Bureau released a preliminary set of statistics on Vermont towns from the 2000 Census in the spring of 2001. As of this writing the more detailed data sets on housing and many other categories were scheduled for release between May and October of 2002.

**Table 3:**  
Castleton Housing Stock and Occupancy Status (1990, 2000)

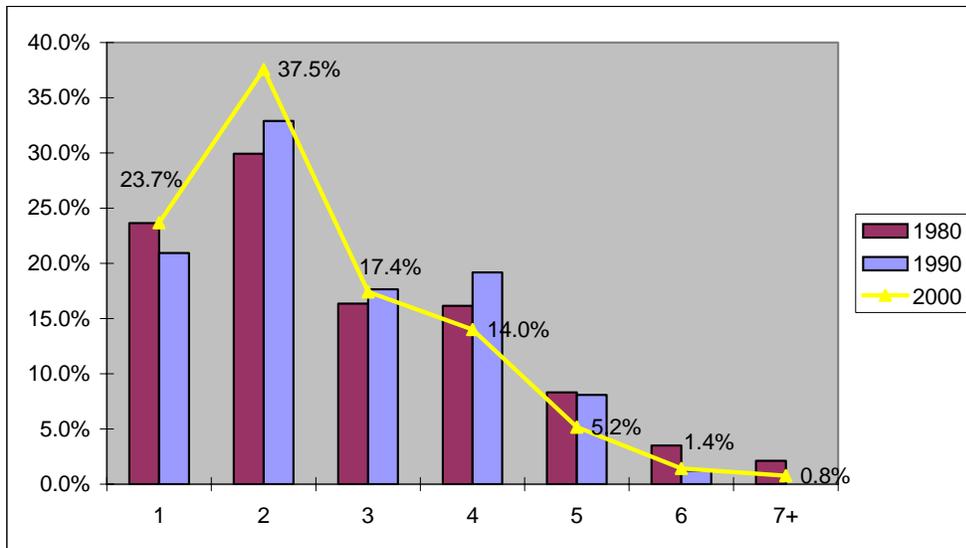
	1990	1990 % of Total	2000	2000 % of Total
Total Housing Units	2030	100	2107	100
Total Occupied Units	1361	67	1550	73
Owner Occupied	982	48	1123	53
Renter Occupied	379	19	427	20
Vacant Housing Units	88	4.3	66	3.1
Seasonal, recreational or occasional use	577	28	491	23
Vacancy Rate				
Owner Units		2.0		1.1
Rental Units		6.0		5.3
Average Household Size				
Owner Occupied	2.77		2.55	
Renter Occupied	1.77		2.26	
Housing Stock				
Single Family	1491	74	N/A	
Duplex	16	<.1	N/A	
Multi-family	298	15	N/A	
Mobile Home	207	10	N/A	
Other	14	<.1	N/A	

Source: US Census 1990 and 2000

**Household Size**

Two-person households continued to grow in Castleton in the 1990s. Whereas in 1980 they accounted for 30 percent of the total, in 2000, they had risen to 37.5 percent. The actual growth was 258; from 324 in 1990 to 582 in 2000. Meanwhile, the proportion and number of larger units (especially with four or five residents) has dropped dramatically.

**Figure 14:**  
Town of Castleton Household Size (1980-2000)

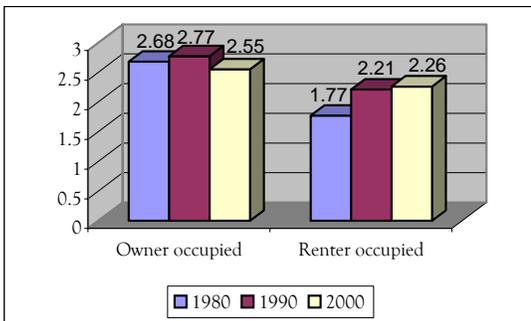


Source: U.S. Census Bureau 2000, 1990, and 1980

**Household Size (continued)**

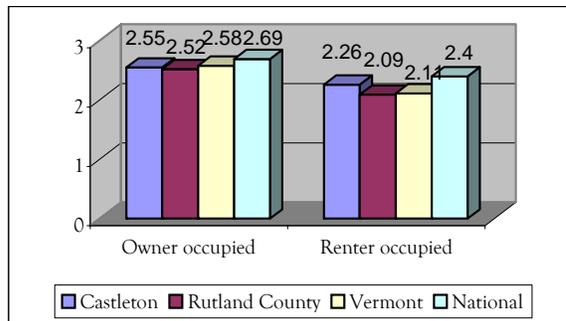
The average number of residents per household in Castleton has shifted unusually in the past twenty years. Whereas there has been a national trend towards fewer persons per household, in Castleton, those figures are inconsistent. Among owner-occupied units, the average increased in the 1980s, but then decreased to below the state and national averages in the 1990s. Among renter-occupied units, the average has risen dramatically over two decades, from 1.77 to 2.26, above the regional and state levels. One likely reason for this increase in the average household size in renter-occupied units is the general increase in housing and tuition costs for students.

**Figure 15: Town of Castleton Persons Per Unit (1980-2000)**



Source: United States Census Bureau 2000, 1990, and 1980

**Figure 16: Persons Per Unit (2000) Castleton, Rutland, Vermont, United States**

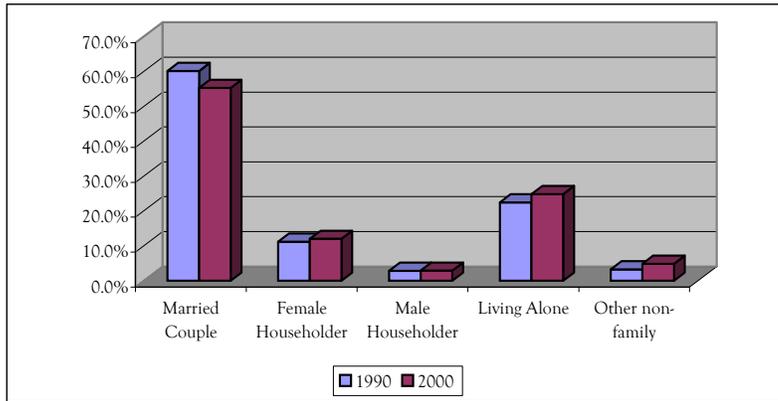


Source: United States Census Bureau 2000

**Households**

Married couples represent the largest proportion of householders, or primary residents of a home, in Castleton. They accounted for 52.8 percent of all households in 2000, a drop from 58.9 percent in 1990. Despite the drop, however, they remain the most common household type in the Town. Residents living alone account for a larger proportion of the households in Castleton than elsewhere in the region, a statistic reflective of the large student and growing elderly population in the Town. The proportions of both female and male-led households increased between 1990 and 2000, as did the proportion of residents living in non-family households.

**Figure17:**  
Town of Castleton Householders (1990, 2000)



**Condition of Housing**

The National Housing Act of 1949 defined an adequate house as a “decent, safe and sanitary” dwelling. This refers to both the external and internal condition of housing. The US Census Bureau uses three measures to gauge housing condition:

1. Overcrowding – units where there are more than one person per room
2. Age of housing – Housing structures built before 1939 are considered by the Census Bureau to be structurally/physically unsafe. Some, or even many, of these structures may have been renovated and maintained. It is difficult, therefore, to get this information without conducting a site survey of the actual units in a given community.
3. Sub-standard units – Those units that have partial or no plumbing as well as units that have some or no kitchen facilities are categorized as substandard.

The 1990 Census classified 16 rental units and 11 owner occupied units in Castleton as overcrowded.

There were 17 units lacking complete plumbing facilities and 34 units lacking complete kitchen facilities in Castleton in 1990 indicating that while the vast majority of housing units in town were not substandard, there were more than a few units that were, certainly enough for some concern if these units are currently occupied.<sup>18</sup> Since detailed data on aged housing must be inventoried on site, and limited time and resources usually prevent it, an assumption is sometimes made in a housing analysis that 50% of those structures 50 years or older are considered physically unsafe. While a site inventory is not currently available for Castleton, a 50% substandard assumption seems unreasonably high. A windshield survey (driving around the community) indicates that the exteriors of most of Castleton's historic residences have been maintained or renovated by their owners.

Castleton's housing stock appears to be in very good condition overall, particularly for a community with so many historic structures. Nevertheless, the town should consider performing a detailed site inventory of the condition of its aged housing stock sometime in the next five years.

### **Special Needs Population**

The special needs population for the purposes of a housing analysis includes single parent households, physically and mentally impaired persons, elderly and the homeless.<sup>19</sup> In addition to requiring certain services that differ from typical single-family households (i.e. physical accessibility, assisted living) these groups also tend to be in the lower income category.

The 2000 Census indicated that Castleton had 367 householders living alone 124 of whom were over the age of 65. There were 94 female householders in Castleton in 2000 with no husband present, who had children living with them under 18 years of age and 36 such male led households. Each of these figures represent slight increases from 1990, indicating that Castleton's special needs population is growing, which could result in an increased demand for lower rent housing.

Castleton has publicly-assisted housing with limited subsidies. Castleton Meadows on Route 30, run by Berkshire Management, shelters 41 elderly individuals and has a 30-year subsidy due to expire in 2013. Parson's Hill on Route 4A, provides housing for 12 low-income families and has a 20-year subsidy due to expire in 2002, with five-year renewable periods thereafter. As of this writing the Rooneys were planning to establish an eight-bed community care home for mentally ill and impaired individuals across the street from their low-income facility. Castleton has four other community-care facilities, sheltering 40 special needs individuals whose welfare would be considered at risk if these facilities were not available.

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<sup>18</sup> This figure does include "camps".

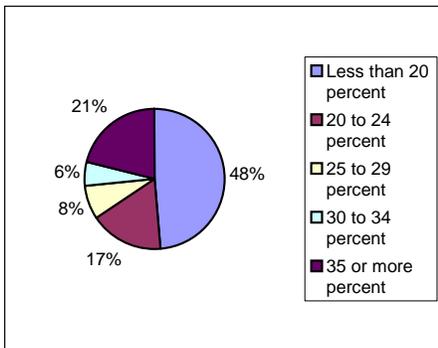
<sup>19</sup> Planning for affordable Housing. Department of Housing and Community Affairs, February 1990, pg. 11

## Housing Affordability

Affordable housing is an average price new home or older home in good condition that a person with an average income ought to be able to buy or rent. In order to be considered affordable, housing costs should be no more than 30% of a household's income. For rental housing this includes: rent & utilities (fuel for heat, hot water, and cooking; electricity for lights; water and sewer charges; and trash removal). For home ownership this includes: mortgage (principal and interest), taxes, and property insurance. For example, a family of four, earning a total household income of \$34,000, should expect to pay no more than \$850 per month for rental housing or home ownership expenses.<sup>20</sup>

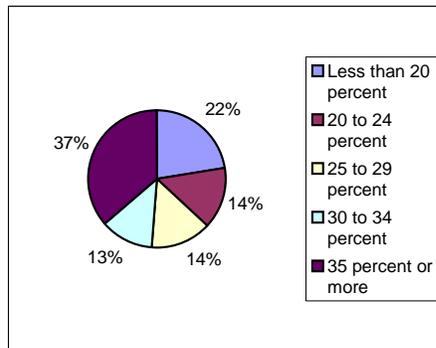
1990 Census data for Castleton indicated that 50 percent of all renters and 27 percent of all owners spent more than 30 percent of their household income on housing. At the other end of the spectrum, 22 percent of renters and 48 percent of homeowners spent less than 20 percent of their household income on housing costs (see Figures 18 and 19 below).

**Figure 18:** Castleton Monthly Owner Costs as a Percentage of Household Income



Source: U.S Census 1990

**Figure19:** Castleton Monthly Renter Costs as a Percentage of Household Income



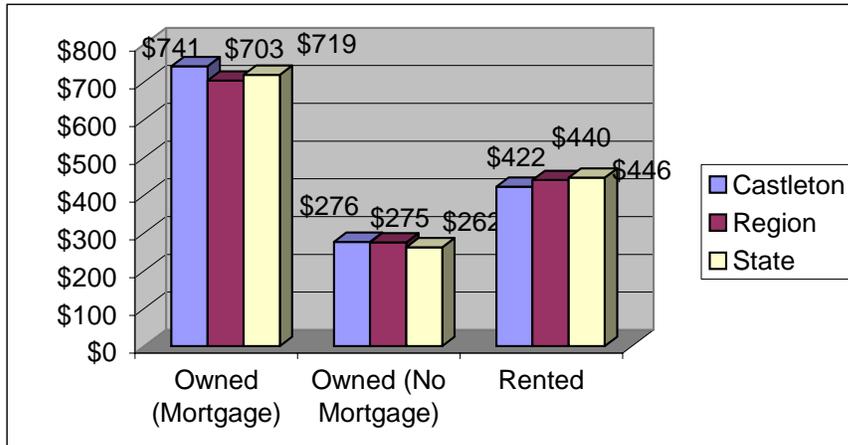
Source: U.S. Census 1990

It should be noted that costs for renters tend to consume a larger percentage of household income, as renters generally tend to have lower incomes than homeowners and have a larger representation of individuals over the age of 65 living on a fixed income and under the age of 25 whose salaries, if they are not students, are proportionate to their short tenure on the job. In

<sup>20</sup> *Supporting Housing in Vermont Communities*, Vermont Association of Planning and Development Agencies, February 2001, pgs. 4-5

Castleton 28.6 percent of all renters were between the ages of 15-24 in 1990 indicating that Castleton’s large student population influences the “percentage of renters paying more than 30 percent of their income on housing” figure. Figure 12, depicts the 1990 Castleton average monthly housing costs for renters and owner-occupied households with and without mortgages compared with the region and the state.

**Figure 20:**  
Average Monthly Housing Costs for Renter and Owner-occupied Households with and without Mortgages – State, Region, and Castleton (1990)

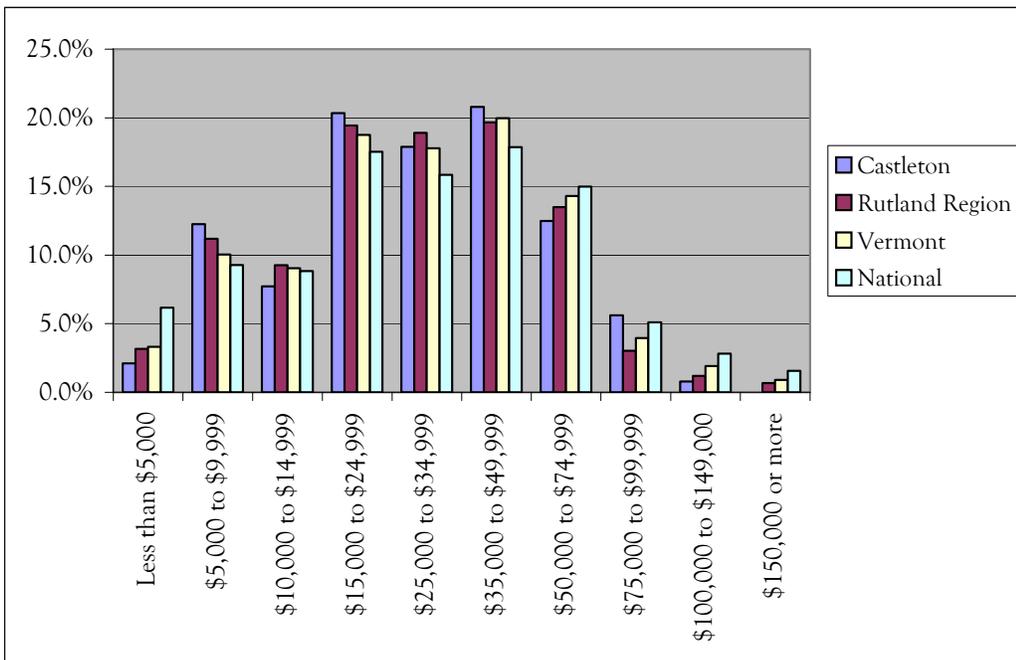


Source: U.S. Census 1990

As Figure 20 indicates, as of 1990, the average rent in Castleton was actually slightly below that of the region and state while the average monthly expenses for homeowners slightly exceeded those of the region and the state. Nevertheless, 50 percent of a town’s renters paying over 30 percent of their income on housing expenses is disproportionately high and should be considered carefully by Castleton’s policy makers. The publication of this data from the 2000 Census (between May and Sept. of 2002) will also substantially help to clarify a number of important housing trends that have occurred over the last decade.

Another method of evaluating housing affordability of a community is by comparing the income distribution for the community with its average cost of housing. For example, the average rent in Castleton in 1990 was \$422 a month. Based once again on the premise that in order to be affordable, a household should spend no more than 30% of its income on housing, a household would need to have an annual income of \$16,880. Figure 21 provides a summary of the income distribution in Castleton compared with that of the region, state, and nation in 1990.

**Figure 21:**  
Income Distribution in Castleton, Rutland County, Vermont, and U.S. (1990)



Source: U.S. Census 1990

As Figure 21 indicates, most households in Castleton earned between \$15,000 and \$50,000 annually in 1990, which is congruent with income distribution in the region, the state, and nation. In the lower income categories, Castleton had a slightly higher representation (12.3 percent) in the \$5,000-\$9,999 income level than is typical in the region and approximately 25 percent of Castleton households are at or below the average “affordable” rental income level of \$16,880. When the afore mentioned student population is factored in, the statistic indicating that 50 percent of Castleton renters paid over 30% of their income on housing becomes more clear, but again each of these indicators from the 2000 Census should be closely scrutinized when they become available.

## **Future Housing Needs**

In summary, average monthly rental cost in Castleton was slightly below that of the region and the state in 1990 while the average monthly expenses for a homeowner slightly exceeded those of the region and the state. Despite these indicators favoring rental affordability over that of homeownership, a significantly greater proportion of renters (50 percent) spent over 30% of their income on housing expenses than did homeowners. These indicators suggest that despite the relatively expensive cost of owning a home in Castleton, the considerably higher household incomes of homeowners enable them to better afford their housing expenses than renters in Castleton. As Census 2000 data on average household income and percentage of income spent on monthly rental and homeownership expenses were not available as of this writing, it is difficult to assess how Castleton's housing affordability situation has changed in the past decade. Town officials are encouraged to revisit this data as it becomes available on the US Census web site in the late summer of 2002.

Growth in Castleton's population and number of housing units has leveled off considerably in the past decade. As only 77 housing units have been added since 1990, Castleton's current mix of single family, multi-family, and subsidized housing and care facilities seems adequate to fulfill the community's needs for the foreseeable future. The creation of additional residential units is not a primary goal of the community as town residents are generally pleased with Castleton's size as it is and the construction of new units and consequent in flux of population are deemed to put a strain on community facilities. Unlike most communities in the region, state, and nation, Castleton's average number of people per rental unit has actually increased since 1990. Nevertheless, should current trends toward increase in Castleton's special needs population continue, additional rental units or subsidized housing may be necessary in the future.

## Housing Goals, Policies, and Programs

### Goal

Housing is available in a variety of types that meet the needs of diverse social and income groups and is located conveniently to employment, services, retail centers, and educational and recreational facilities.

### Rationale

A sufficient supply of quality housing is necessary for any community that expects to have strong, healthy families and a stable workforce. Housing in Rutland County and the State of Vermont, particularly affordable housing, is becoming an increasingly critical concern. A 2000 report by the National Low Income Housing Coalition entitled *Out of Reach*, found that just under half of Vermont's renters cannot afford a two-bedroom apartment and over 60 percent cannot afford a three-bedroom apartment.<sup>21</sup> This makes Vermont the least affordable state in the nation (tied with New York and Alaska) in these two key rental categories. Homeownership in Vermont is also difficult for many credit-worthy households due to the high up-front costs of purchasing a home and the increase in median home sales prices in recent years.<sup>22</sup> Nationwide, a trend toward fewer persons per household has changed the type of housing needs and increased the demand for housing, especially affordable housing, in many towns, even with stable or declining populations. Castleton's housing situation is influenced by the presence of Castleton State College. In addition to the needs of permanent local residents, there is a demand amongst the student population for affordable rental units creating a larger market for rental housing than would otherwise be expected in a town of Castleton's size.

### Policy 1

Collaborate with not-for-profit housing organizations, government agencies, private lenders, developers and builders in pursuing options and meeting the housing needs of local residents.

### Policy 2

Households with individuals with special housing needs, including the elderly, those with physical or mental disabilities, single parent households, as well as low and moderate-income households are able to attain suitable and affordable housing.

### Programs

- ❖ Continue to allow accessory apartments within or attached to single-family residences.
- ❖ Locate affordable and special needs housing in areas with access to appropriate services.

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<sup>21</sup> A unit is considered affordable if rent plus utilities cost no more than 30% of the renter's income.

<sup>22</sup> Joint Housing Committee 1999 Report. Prepared by the Legislative Council – State of Vermont

**Policy 3**

Maintain and promote the historic character and development pattern of housing in Castleton.

**Programs**

- ❖ Encourage home ownership and property upkeep efforts of Castleton residents.
- ❖ Ensure that new and rehabilitated housing is constructed to meet safety and sanitary minimum standards and coordinated with existing public services (water, sewer, and transportation networks).
- ❖ Perform a detailed inventory of the condition of Castleton's historic housing units.
- ❖ Increase public awareness outside of Castleton of the historic nature of the town's housing stock and unique heritage.



## TRANSPORTATION

A transportation network is comprised of all the forms, or “modes”, of transportation that provide mobility to residents of an area. The compact settlement pattern of the old Castleton Village and State College area lends itself well to pedestrian and bicycle traffic, while the other settlement areas in Castleton are more spread out and automobile oriented. Passenger air, and long distance bus service are available in Rutland City while access to rail transportation is available in Rutland City as well as nearby Fair Haven. Eighty percent of the respondents to the Castleton Community Survey felt that road maintenance in Town was either good or very good while 18 percent of respondents felt it needed improvement. The Town shall provide a safe, efficient transportation system for residents and businesses in the community.

### Regional Overview<sup>23</sup>

The transportation system in the Rutland Region, though containing many diverse elements, is dominated by the highway mode. This highway mode consists of a trio of major arterial routes (US 7, US 4, and Vermont 103) connecting the Region to other regions, supplemented by a web of lesser collectors (e.g., Vermont routes 22A, 100, 30 and 3) and local routes.

Highways are classified by their functions in a community and are generally divided into arterials, collectors, and local streets. Arterials are designed to move people through an area in an efficient manner and with relatively few stops. They include major arterials such as Interstates and minor arterials such as Route 7 and Route 4. Collectors serve both "through movement" and local accessibility, providing connections between local roads and arterials. The primary function of local roads and highways is to provide access to adjoining properties.

In Vermont, highways are also characterized by their administrative classes: 1, 2, 3 and 4. Local towns have legal authority to define access on all Class 2, 3 and 4 roads; they share jurisdiction on Class 1 roads.

Class 1 town highways are those highways which form an extension of a state highway route (usually in a downtown area) and which carry a state highway route number.

Class 2 town highways are those highways selected as the most important highways (after State roads) in each town. As far as practicable they are selected with the purpose of securing truck lines from town to town and to places that by their nature have more than the normal amount of traffic.

Class 3 town highways make up the majority of local roads. The minimum standards for Class 3 highways are a highway negotiable, under normal considerations, all seasons of the year by a

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<sup>23</sup> "Regional Overview" section excerpted from the Rutland Region Transportation Plan, adopted June 26, 2001. Pages 11-12

standard manufactured pleasure car. This would include, but not be limited to, sufficient surface and base, adequate drainage, sufficient width, and suitable for maintenance.

Class 4 town highways are all other town highways. Selectboards determine which highways are Class 4 town highways.

## **Castleton's Highway System**

The most significant component of the transportation system in Castleton is its roads. The highway system provides vehicle circulation to all parts of the town and between neighboring communities. The highway system is necessary to facilitate travel to benefit the inhabitants of the town for commerce, safety, and leisure travel.

Castleton's road network includes 21.6 miles of State highways and 76.3 miles of highways in total. Like most towns in the region, Castleton has road segments in all four classes described above. Castleton's only Class 1 town highway, Route 4A, runs for 1.96 miles through the village area. The towns 17.86 miles of Class 2 highways include:

- ❖ Creek Road, VT 4A to Fair Haven Town Line
- ❖ E. Hubbardton Rd., US 4A to Hubbardton Town Line
- ❖ South Street, VT 4A to VT 30
- ❖ North Road, VT 4A to VT 30

All other town highways are considered Class 3 while 4.8 miles of Class 4 roads had been designated by the Selectboard at the time of this writing.

US 4 is part of the regional network and has two exits in Castleton. The two major arterials in Castleton are VT 4A, connecting Hydeville, Castleton Corners, and the village area; and VT 30, connecting the east side of the lake and Castleton Corners. These are both under state jurisdiction. Collector roads include all of the Class 2 network, as well as Blissville Road, and Staso Road from South Street to the Town Garage and Solid Waste Transfer facility.

### **Surface Conditions**

As previously mentioned, the majority of respondents to the Castleton Community Survey were satisfied with the quality of road maintenance in town. However, a number of comments were received in the community survey indicating a strong dissatisfaction with the quality of service of maintenance, snow removal, and the neglect of dirt roads in need of paving. In general, whenever gravel roads begin to carry heavy traffic, with a daily traffic count exceeding 400-1,000, they should be paved. Where paving has been extended in the past, a good base has been provided, and these roads are performing adequately. Castleton's highway crew works hard to service the highway system as efficiently and effectively as possible and the quality of this service is reflected in the generally high approval rating of its performance. Those residents that do experience maintenance problems in areas in which they frequently travel are encouraged to

call these problems to the attention of the highway supervisor, town manager and/or Selectboard so that these areas might be better serviced.

### **High Accident Locations**

The main street, village area has been identified as a high accident location. Examining accidents individually reveals a number of types, mostly intersection accidents, rear-end collisions, and backing accidents. The existence of two busy intersections, at North/South Streets and at Elm Street creates a number of conflicts, as well as the right-angle parking between the post office and Mechanic Street on both the north and south sides of Main Street. The intersection of Route 30 with Rice-Willis Road (Brown's Four Corners) is also considered a high accident location. A caution light has been placed there to slow Route 30 traffic until the state addresses this intersection properly. Other areas of concern include the intersection of Routes 4A and 30 at Castleton Corners and the entire Rice-Willis Road. The highway supervisor recommends that the dip in Route 30 immediately preceding the 4A intersection headed north be addressed through surface elevation which would eliminate the "blind" perspective experienced by drivers approaching the intersection.

### **Parking**

Currently, there is adequate parking in Castleton. The college generates a great deal of parking demand, but it is almost all accommodated by on-site parking. Occasionally, some does spill over onto Main Street.

### **Bridges**

Castleton has 14 bridges in its highway network as well as many large culverts, which are not technically classified as bridges but function in much the same way from a maintenance perspective. The Castleton Highway Supervisor feels that the town's bridges are severely lacking in adequate maintenance due to a lack of necessary funding. As this problem is only likely to worsen, the Highway Supervisor recommends that the town set aside a fund dedicated to bridge repair and maintenance from its regular budget. State funds and the current allotment are simply not enough to cover the considerable expense and labor required to ensure that bridges perform adequately. A bridge failure could cause a severe auto accident as well as inconvenience regular users of the bridge for a considerable period of restoration time. Dedicated funding for bridges would greatly help to alleviate this threat to the safety and convenience of Castleton's highway users.

### **Access Management**

Access management involves a number of specific road design, land use management, and transportation management strategies to reduce the number of driveways and intersections on arterials and highways, and improve pedestrian access. The goals are to increase safety and mobility on existing roadways, better accommodate alternative transportation modes, and reduce the demand for new highways. Access management should be considered when reviewing all new development proposals in Castleton.

Towns in Vermont may regulate private access to local highways through "curb cuts", places

where a private driveway or road cuts through curb (even though there may not be an actual curb in place) to gain access to town roads and highways. Authority to approve the proposed location of curb cuts lies with the Selectboard, which bases its decision on safety considerations such as lines of sight, proximity to intersections, etc. Access management on state highways is governed by VTrans.

### **Bicycle/Pedestrian Transportation**

As previously mentioned, Castleton's compact settlement pattern and sidewalk network, particularly in the old village and College area lend themselves well to bicycle and pedestrian traffic. 38.7 percent of respondents to the Castleton Community Survey selected the addition of bike lanes as the number one recreational improvement they'd like made in Castleton. The Town should work in cooperation with the State to improve the roads to accommodate bicycle and pedestrian uses as well as explore options for recreational trails, which were also high priorities for survey respondents. One potential trail area, already popular with local residents although it is unimproved, is the abandoned railway corridor leading down to Poultney. The Castleton Planning Commission feels that improvement of this corridor, as a dedicated trail, would be an excellent recreational addition to the community.

### **Public Transit**

The largest provider of public transportation to the area is the Marble Valley Regional Transit District (MVRTD) commonly known as "The Bus." The Bus provides service between Castleton and Rutland four times a day. 32 percent of respondents to the Castleton Community survey were dissatisfied with the quality of public transit service in Castleton, the highest percentage of dissatisfied responses to any of 12 municipal services rated in the survey. Comments on the service suggested that it wasn't worth the expense to the town, was underutilized, and the routes and scheduling needed to be adjusted. While town residents generally favor the provision of public transit, some improvements may need to be considered in order to improve the community's overall satisfaction with the service. Vermont Transit bus lines also serves the region from its base in Rutland.

### **Rail**

Access to passenger rail service is available to Castleton residents in Rutland City as well as nearby Fair Haven. Rutland City is a primary node in the Vermont railroad network, with a line that passes through, but does not stop, in Castleton.

### **Air Transportation**

Rutland State Airport, located in Clarendon, is one of ten state-owned and operated public use airports in Vermont. The next nearest airport to the Rutland market is Burlington International, located 67 miles to the north, followed by Albany County Airport in New York State, 80 miles to the southwest. The airport in Manchester, NH while farther away, also serves increasing numbers of residents due to the presence of budget airlines. Plans to improve service, increasing access to the Rutland region, are under review. The Rutland airport supports one scheduled air carrier, Colgan Air, and is newly affiliated with US Airways.

**The Future: Castleton and the Region**

In order to increase local participation in transportation planning in Vermont, the Agency of Transportation (VTrans) supports regional Transportation Advisory Committees, or “TAC”s. The members of the TACs are appointed by the towns and they work together to prioritize projects and issues for attention by VTrans. In Rutland County, the TAC is known as the Rutland Region Transportation Council (RRTC). Castleton actively supports the efforts of this regional transportation advisory committee and will continue to participate through its designated representative.

## Transportation Goals, Policies, and Programs

### Goal

Provide an accessible, cost-effective, balanced transportation system that meets the need for local and through movement of people and goods.

### Rationale

Safe, convenient, and affordable transportation is almost as essential as food and water in today's mobile society. Public investment in transportation should be based on need, energy efficiency, and cost effectiveness.

### Policy 1

Ensure the provision of adequate funding and a satisfactory maintenance schedule for Castleton's highways through effective management of *local* resources.

#### Programs

- ❖ Develop a management plan for highway pavement projects.
- ❖ Develop a management plan for maintenance of town bridges.
- ❖ Examine traffic volumes and usage annually at Brown's Four Corners as the basis for paving consideration.
- ❖ Continue capital budgeting for highway department equipment needs.
- ❖ Encourage Castleton residents to bring specific locations in which service is currently inadequate to the attention of the Highway Supervisor and Selectboard.

### Policy 2

Ensure the provision of adequate funding and a satisfactory maintenance schedule for Castleton's highways through effective management of *state* resources.

- ❖ Encourage the state to upgrade the VT 30/South St. Extension/Rice-Willis Road intersection (Brown's Four Corners.)
- ❖ Continue to pursue scenic road designation for:
  - Drake Road, at the top of the hill above US 4
  - Creek Road along the lake
- ❖ Maintain regular communication with the VTrans District Transportation Administrator as to the condition and maintenance requirements of Castleton's transportation infrastructure.
- ❖ Continue to Participate in the Rutland Region Transportation Council's efforts to prioritize transportation infrastructure projects in the region.

**Policy 3**

Improve safety of existing roads and highways.

**Programs**

- ❖ Continue to pursue enactment of a 25 m.p.h. speed limit in the village area.
- ❖ Consider adopting a 25 m.p.h. speed limit on all gravel roads.
- ❖ Reshape the portion of Route 30 immediately south of Castleton Four Corners.
- ❖ Improve Creek Road from the intersection of Point of Pines to the Kehoe access.
- ❖ Dedicate a portion of the town's annual budget for the maintenance and improvement of Castleton's bridges.
- ❖ Create left turn pockets at Mechanic/Elm Streets, Seminary Street, and North Road/South Street
- ❖ Prohibit parking within 30 feet of the above intersections to provide for adequate sight distance.

**Policy 4**

Plan future roads to maintain existing land use patterns and contain development within established centers.

**Programs**

- ❖ Enforce existing specifications for road construction and maintenance.
- ❖ Consider access management when reviewing all new development proposals.

**Policy 5**

Work in cooperation with the state to improve roads to accommodate bicycle and pedestrian uses as well as explore options for recreational trails.

**Programs**

- ❖ Consider bicycle and pedestrian safety and uses when upgrading existing roads.
- ❖ Explore grant opportunities for the planning and improvement of the abandoned rail corridor in Castleton.

**Policy 6**

Consider options for the improvement of public transit service in Castleton to better meet the needs of all current and potential users.

**Programs**

- ❖ Conduct quality of service interviews with passengers on "The Bus" on several days over a period of a few months.
- ❖ Discuss the quality of public transit service at town meeting.



## **ECONOMIC DEVELOPMENT**

Economic development, despite the challenges in a small community such as Castleton, should be an important part of a town's planning goals. Economic development, once the sole province of the private sector, is the process by which the community sets out to improve the *climate* for retaining old and attracting new businesses that support jobs and sustain tax revenues. Like many other municipalities in Rutland County, Castleton derives most of its revenue from the taxation of local property in order to support municipal services. While the town budget is small and the town services are limited, they are no less affected by local, regional and national economics. Castleton, like other Vermont communities, will need to be more active in managing economic growth to ensure the future of its tax base and quality of life.

### **Commercial Activity in Castleton**

Castleton has a strong visitor economy particularly in the summer months when recreational activities revolving around Lake Bomoseen reach their peak. The presence of approximately 1,500 full time students at Castleton State College also helps support a healthy retail and restaurant economy in town. Castleton has had land available for light industrial development in recent years, but has been unable to attract significant interest from the business community to develop the land.

Economic amenities within Castleton include the educational institutions, Lake Bomoseen and the attractiveness of the town for tourism, slate quarries, and small businesses. Castleton State College is the largest employer. It also provides the town with numerous cultural and recreational opportunities. While the college does not pay a property tax to the town because of its state-owned status, its contributions to the Castleton community are significant. Lake Bomoseen is Castleton's most significant visitor attraction. Maintaining the quality of the Lake's water and the desirability of the shoreline and surrounding area must be priorities. Visitors expect decent lodging, food and recreational opportunities to be available to enjoy their visit to the area. Vacation (second-home) property represents a large proportion of Castleton's total fair market real estate value.

Industrial properties in Castleton include:

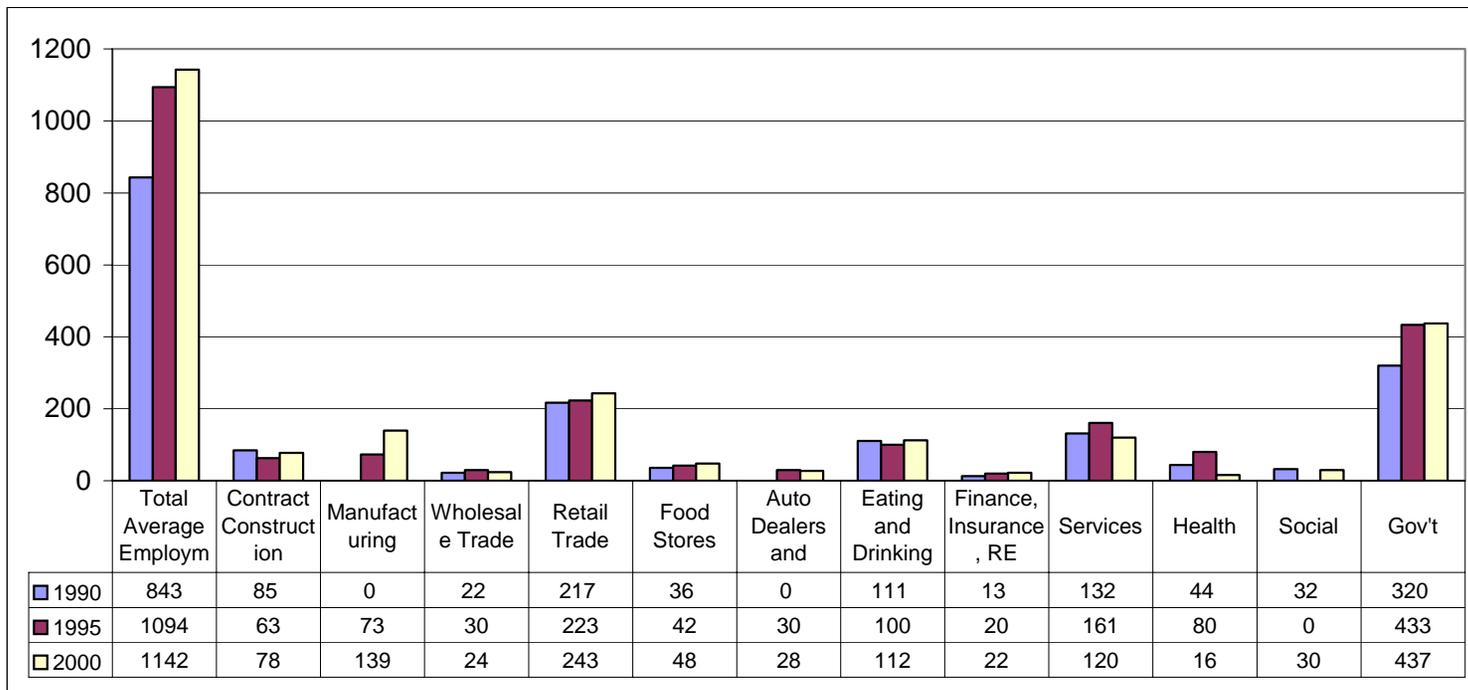
- ❖ Vermont Unfading Green Slate Company-
- ❖ Hadeka AA Slate Company
- ❖ David & Shawn Camara
- ❖ Glenbrook Realty Partnership (Hubbardton Forge)
- ❖ Rutland Marble and Granite
- ❖ Luxury Homes
- ❖ Micro Components
- ❖ Morton Building Supplies

Most of the town's numerous small businesses are involved in service and retail oriented operations. There are fourteen eating establishments while the largest lodging operation has a capacity of approximately 120.

### **Employment Activity in Castleton**

Figure 22 on the next page provides an overview of average employment activity in Castleton in 1990, 1995, and 2000. As the figure indicates, overall employment in Castleton continued to grow throughout the 1990s and stood at 1142 in 2000. Contracting and construction, retail trade, wholesale trade, and general service employment in Castleton were steady throughout the '90s and did not experience any significant growth or decline. Eating and drinking establishments maintained their relatively large share of the average employment activity in Castleton, but did not increase substantially. Employment activity in manufacturing and government services (includes education) did experience significant increases in Castleton between 1990 and 2000. Conversely, average employment in the health sector showed a decline during the same period, which was likely the result of the closing of several health related facilities in town during the '90s. Overall, Figure 22 reinforces the previous summary of commercial activity in Castleton as being dominated by education, retail trade and local and visitor related services. While employment growth in most of the primary sectors, including government, appears to have leveled off, growth in the manufacturing sector may be promising for Castleton's future if the trends of the late '90s are able to continue once the current recession subsides.

**Figure 22:**  
Castleton Vermont Commercial Activity by Average Employment 1990, 1995, 2000

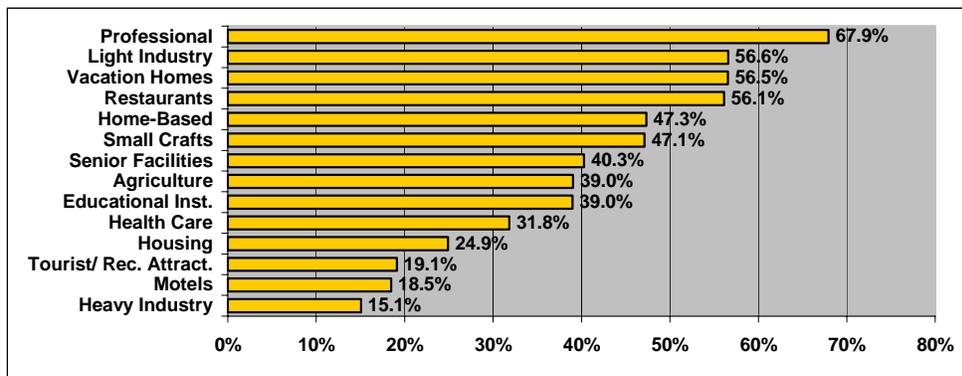


Source: Vermont Department of Employment and Training website: <http://www.vtmi.info/twnind/industry-intro.htm>

## Survey Responses Regarding Castleton's Economy

Eighty one percent of respondents to the 2001 Castleton Community Survey favored recruiting businesses as the most desirable form of revenue expansion. Respondents expressed a preference for professional offices, light industry, restaurants, home-based and small crafts businesses to be developed in Castleton. Less desirable types of future development indicated by respondents included heavy industry, motels, tourist and recreational attractions, and additional housing. These selections are generally congruent with respondents desire for the community to retain its peaceful, small town qualities. Figure 23 summarizes the preferences for future commercial development activities as indicated by survey respondents.

**Figure 23:**  
Future Commercial Development Preferences Indicated by Respondents to the  
2001 Castleton Community Survey



Source: 2001 Castleton Community Survey Responses, 1600 distributed 283 returned.

## Demographic-Economic Comparison of Rutland County Towns

Table 4, Demographic-Economic Comparison of Rutland County Towns, lists a number of key indicators for area communities in the year 2000 and Castleton's relative relationship to them. Castleton was the 2<sup>nd</sup> largest town in Rutland County in terms of population at 4,367. The large number of Castleton State College Students (641 students were listed as living on campus in August of 2001) counted as residents distorts this number in terms of its impact on the local tax base, but also greatly improves the viability and revenue of many of the businesses in town. Castleton's effective property tax rate of \$1.96 in 2000 was fairly low when compared to other towns in the region (only ten towns had lower rates). The 2000 average value of a residential property in Castleton ranked 14th in the region at \$90,265. The median residential property value in Rutland County in 1998 was \$88,001. The 1999 median adjusted income for a Castleton resident, \$23,845 placed the town 16th in relationship to other communities. As stated in the Community Profile section (page 15), the 2000 unemployment rate in Castleton stood at 3.5 percent compared with 3.6 percent in the county and 2.9 percent in Vermont.

**Table 4:**  
Demographic – Economic Comparison of Rutland County Towns (2000)

	Average Annual							Median Adjusted Income 1999
	Population 2000 1/	% County	Share Employment 1999 2/	Wage 2/	Effective 1999 Property Rate 2000 3/	Average Tx Residential Value 2000 3/	4/	
Vermont	608,827	NA	288,202	\$ 27,589	NA	NA	\$ 25,508	
<b>Rutland County</b>	6,440	100%	28,648	\$ 25,202	NA	NA	NA	
Benson	1,039	1.6%	100	\$ 20,384	\$ 1.71	\$ 71,019	\$ 22,070	
Brandon	3,917	6.1%	1,581	\$ 22,239	\$ 2.49	\$ 86,539	\$ 21,981	
<b>Castleton</b>	<b>4,367</b>	<b>6.8%</b>	<b>1,070</b>	<b>\$ 21,700</b>	<b>\$ 1.96</b>	<b>\$ 90,265</b>	<b>\$ 23,845</b>	
Chittenden	1,182	1.8%	147	\$ 17,548	\$ 2.17	\$ 113,109	\$ 28,984	
Clarendon	2,811	4.4%	993	\$ 26,783	\$ 2.01	\$ 100,106	\$ 24,648	
Danby	1,292	2.0%	237	\$ 26,019	\$ 1.87	\$ 79,625	\$ 23,482	
Fair Haven	2,928	4.5%	937	\$ 20,769	\$ 2.49	\$ 80,571	\$ 21,158	
Hubbardton	752	1.2%	D	D	\$ 2.03	\$ 87,853	\$ 24,774	
Ira	455	0.7%	13	\$ 18,922	\$ 1.99	\$ 88,962	\$ 35,568	
Killington	1,095	1.7%	2,255	\$ 18,642	\$ 1.40	\$ 156,002	\$ 22,309	
Mendon	1,028	1.6%	357	\$ 17,857	\$ 2.18	\$ 147,832	\$ 31,450	
Middletown Springs	823	1.3%	51	\$ 22,992	\$ 2.53	\$ 90,447	\$ 23,827	
Mount Holly	1,241	1.9%	159	\$ 23,891	\$ 1.89	\$ 97,257	\$ 24,908	
Mount Tabor	203	0.3%	D	D	\$ 1.98	\$ 73,505	\$ 24,383	
Pawlet	1,394	2.2%	315	\$ 21,334	\$ 2.02	\$ 77,843	\$ 23,022	
Pittsfield	427	0.7%	143	\$ 23,273	\$ 2.13	\$ 128,850	\$ 26,502	
Pittsford	3,140	4.9%	1,012	\$ 29,099	\$ 2.22	\$ 104,283	\$ 24,807	
Poultney	3,633	5.6%	1,015	\$ 23,129	\$ 2.07	\$ 88,670	\$ 23,657	
Castleton	1,877	2.9%	308	\$ 33,231	\$ 3.16	\$ 83,806	\$ 25,577	
Rutland City	17,292	26.9%	12,742	\$ 26,804	\$ 2.53	\$ 82,652	\$ 20,230	
Rutland Town	4,038	6.3%	3,802	\$ 28,685	\$ 1.82	\$ 135,636	\$ 30,127	
Shrewsbury	1,108	1.7%	164	\$ 21,694	\$ 1.93	\$ 100,318	\$ 30,194	
Sudbury	583	0.9%	33	\$ 29,964	\$ 1.85	\$ 100,959	\$ 28,282	
Tinmouth	567	0.9%	D	D	\$ 1.72	\$ 87,130	\$ 22,208	
Wallingford	2,274	3.5%	415	\$ 20,992	\$ 1.85	\$ 99,378	\$ 26,502	
Wells	1,121	1.7%	119	\$ 18,233	\$ 1.54	\$ 99,312	\$ 22,694	
West Haven	278	0.4%	D	D	\$ 2.26	\$ 81,516	\$ 25,750	
West Rutland	2,535	3.9%	632	\$ 20,993	\$ 2.62	\$ 83,459	\$ 21,882	

Source: Vermont, *An Economic – Demographic Profile Series*, Vermont Dept. of Employment & Training 2001

## **Economic Development Goals, Policies, and Programs**

### **Goal**

Maintain a sound fiscal balance for the town, encourage reasonable, functional, orderly development of facilities, utilities and services, and encourage the growth of the “informal economy” including home occupations, local artisans, craftspeople, and seasonal businesses.

### **Rationale**

A balance of public and private investment is necessary to provide a sound economic base for Castleton. While respondents to the Castleton Community survey did not desire significant industrial development, a number of options are available for the continued economic growth of the community. Although Castleton’s market for small retail businesses may have reached its saturation point the town remains well suited for professional offices seeking a quiet, scenic location in close proximity to Rutland. The demonstrated growth in Castleton’s manufacturing sector during the 1990s may also be a promising avenue for continued expansion. Despite survey respondents’ reluctance to see growth in Castleton’s tourism economy, the town’s many natural and recreational amenities and close proximity to New York State, the Canadian border, Vermont’s largest Ski resort as well as the presence of Castleton State College, make the area very attractive for the continued expansion of the visitor economy. The cost of the provision of services for new or expanding businesses must be made based on the available tax revenues and reasonable public and private investment. Castleton’s government is charged with providing for orderly growth and services at a rate that does not unduly tax the residents, yet protects the health, safety, and welfare of the those same citizens.

### **Policy 1**

Support existing businesses and industry.

#### **Programs**

- ❖ Create a Chamber of Commerce or Development Commission.
- ❖ Support regional projects and development groups.

### **Policy 2**

Encourage growth and a balance of small, locally-owned businesses and light industry to stimulate the local tax base and improve local employment opportunities.

#### **Programs**

- ❖ Collaborate with the Rutland Economic Development Council to find new businesses for the community.
- ❖ Approve tax stabilization agreements.
- ❖ Develop an industrial park.
- ❖ Dedicate more land for industrial purposes

- ❖ Special economic development energy rates should be requested for incoming commercial ventures.
- ❖ The town should take advantage of the CVPS economic development initiatives.

**Policy 3**

The rate of growth should not exceed the ability of the residents of the town to pay for necessary services and facilities.

**Programs**

- ❖ Encourage businesses to locate in Castleton that will help reduce the tax burden without requiring significant investment in additional infrastructure in the town or school system.

**Policy 4**

Public investments should further the purposes of this plan in providing for orderly and fiscally responsible growth.

**Programs**

- ❖ Utilize the Town Plan and implementation program as a reference manual to help guide economic growth and development in a manner that benefits all sectors of the community.

**Policy 5**

Diversification of the economic base is a primary concern of local government. Economic development should be pursued so as to provide maximum economic benefit with minimum negative environmental impact.

**Programs**

- ❖ Maintain the scenic and recreational attractiveness of the area.
- ❖ Service the shores of Lake Bomoseen with town sewer wherever possible in order to protect this significant natural resource and expand services that support the visitor economy.
- ❖ Explore options to recruit businesses to occupy space vacated by companies that have recently relocated or plan to do so in the near future.



## LAND USE AND GROWTH

As new development opportunities present themselves, the Town of Castleton must balance preservation of its community and character with support of opportunities for economic growth in order to sustain the town's citizens and services. This chapter, together with the previous chapters of this plan, provides guidance for future growth and development. This is not a zoning plan, although it provides guidance for zoning changes and updates. The Future Land Use Map, designating the boundaries of each district, is an integral part of the Land Use and Growth Section. The Future Land Use Map is located at the end of this section.

### Existing Conditions

Castleton Village is the major concentration of settlement within the town and location of the town offices. The Village has a mixture of residential, commercial, institutional, public and industrial uses forming a small urban center. Large federal-style homes stand along Main Street, but the majority of residences are located off side streets. Commercial uses are generally grouped in the center of the village. Castleton State College is located just south of the main village center.



*The area between Castleton Village and Castleton Corners is a mixture of residences and moderately sized businesses.*

Continuing west from the village, the area leading up to Castleton Corners consists of a mixture of residential and commercial uses and includes the Old Homestead Community Center. Further west, the area between Castleton Corners and Hydeville, continues with residential and commercial mixed uses as well as a tract of land zoned for industrial use.

Lake Bomoseen, located in the northwest corner of town, extends from Hydeville through Castleton's northern boundary into the Town of Hubbardton. Waterfront property is intensively developed with both seasonal homes and year round residences as well as recreational/commercial businesses. The western shore has a few stretches that remain in a natural state. Residential development occurs throughout the remainder of Castleton.

The upland hills and mountains remain undeveloped due to their inaccessibility by town roads and the limiting influence of steep slopes and shallow soils. These areas are forested with trees of the northern hardwood association.

Castleton has several extensive land areas that are publicly owned. Lands under the jurisdiction of the state are Love's Marsh and Blueberry Hill Wildlife Management Areas, which are managed by the Fish and Game Department. Bomoseen State Park, located in West Castleton includes a large portion of Glen Lake. Part of the park also fronts on the Lake Bomoseen and is under the management of the Department of Forests and Parks. The Town of Castleton owns a town forest and short segment of shoreline in the Crystal Beach area.

## **Land Use Districts**

The Land Use Districts, defined in the following paragraphs, are a guide for the growth and development of the Town of Castleton. The seven land use districts proposed in Castleton are: Residential 20,000 sq. ft., Residential 40,000 sq. ft., Rural Residential 2 acre, Rural Residential 5 acre, Village Commercial, Recreation/Commercial, and Industrial. These land use areas provide for a variety of residential, commercial, and recreational opportunities for the future while considering local environmental constraints as well as existing land use patterns. Castleton encourages planned growth and concentrated development in those areas of the town which provide for higher density and which can provide the necessary infrastructure to more readily support development than more rural sections of town.

### **Residential 20,000 Sq. Ft.**

The Residential 20,000 sq. ft. district in Castleton is essentially the Castleton Village area described above. This area is built-out and contains the vast majority of Castleton's historic structures, municipal service buildings, and cultural amenities. Should additional land become available for development in the future through the acquisition of privately held parcels, changes in state land use regulations, or through other means, the residential 20,000 sq. ft. district's compact development pattern and municipal infrastructure make it among the most suitable areas for future development.

### **Residential 40,000 Sq. Ft.**

The residential 40,000 sq. ft. district includes nearly the entire shoreline of Lake Bomoseen as well as a contiguous tract of land south of Hydeville and Castleton Corners and a smaller area east of Route 30 south of the Corners. While doubling the minimum lot size of the Castleton Village area, the 40,000 sq. ft. district does promote development of moderate density suitable to these areas close proximity to commercial enterprises and transportation corridors of moderate to heavy traffic.

### **Rural Residential 2 Acre**

The rural residential 2 acre district includes the vast majority of land in Castleton. The two-acre minimum residential lot size is a common standard used in many towns in rural Vermont. This area is appropriate for semi-rural to rural private residences.

### **Rural Residential 5 Acre**

The rural residential 5 acre district, located in Castleton's north-east border region, is intended to provide land area for low-density residential development, farming, forestry, recreation and other rural land uses. Growth should be managed and consistent with the rural character of the area and site conditions. Despite the limitations on clustered development, conservation of open space and natural resources should be a high priority to maintain Castleton's rural atmosphere.

### **Village / Commercial District**

The purpose of the Village Commercial District is to allow commercial enterprises of a scale that will blend well with existing residences and complement the "village" atmosphere preferred by Castleton's residents. All commercial uses in this district are to have adequate parking, suitable landscaping, screening, lighting, and signage and be designed to minimize traffic impacts in order to protect the character of the neighborhood.

### **Recreation/Commercial District**

The recreation / commercial district is intended to promote a mixture of entertainment related commercial enterprises located in popular public recreation areas along the lakeshore. The primary recreation / commercial district is located on the lake's eastern shore adjacent to the popular Crystal Beach area with a smaller parcel designated at the extreme southwest shore. These areas are heavily trafficked during the peak summer months and are intended to be appealing areas for seasonal visitors and year round residents alike.

### **Industrial District**

Castleton has designated industrial districts in the north-east quadrant of interchange 5 off of U.S. Route 4, south of Castleton State College, just south of Route 4A between Castleton Corners and Hydeville, and along the eastern side of Route 30 south of the Corners area. While recent efforts at attracting additional industrial activity to Castleton have been unsuccessful, as noted in the Economic Development section of this Plan, there are several industrial enterprises that have operated in Castleton for quite some time.

## Land Use and Growth Goals, Policies and Programs

### Goal

To provide for development that fits the character of existing development, functions in an efficient and coordinated fashion and supports the vitality of the community.

### Rationale

The proposed land use patterns in this section are the basis for a preferred pattern of development. Proposed land use patterns are intended to accommodate future growth in harmony with the natural capabilities of the land and the ability of the town to adequately provide municipal services. Castleton's scenic and natural resources are among the town's primary assets. Future land use and development must proceed in such a way that these assets are protected and enhanced while establishing a built environment that is both functional and aesthetically pleasing.

### Policy 1

Maintain a sound land use policy to regulate, preserve and encourage further growth and development.

#### Programs

- ❖ Clarify and combine, if possible, the Village Commercial, Neighborhood Commercial and Recreational Commercial zones.
- ❖ Restrict development where shallow soil areas do not support conventional on-site sewage disposal and service from the municipal system is not available.
- ❖ Restrict development in areas of severe limitations for septic systems unless they can be overcome through proper engineering and design.
- ❖ Adopt regulations for ridgeline development, shoreland, groundwater recharge areas and other identified natural areas to carefully regulate development in these areas.
- ❖ Generally restrict development on slopes in excess of 25% in grade.
- ❖ Require future residential development be based on consideration of economics and natural resource limitations.

### Policy 2

Encourage orderly and attractive development of commercial uses.

#### Programs

- ❖ Discourage strip development.
- ❖ Create additional industrial zones.
- ❖ Contain future commercial development in specific areas.
- ❖ Clarify and combine, if possible, the Highway, Commercial and Industrial zones.
- ❖ Encourage Bed and Breakfast establishments around the college, into Main Street as well as around Lake Bomoseen where there is existing sewer line.

**Policy 3**

Maintain and protect the quality and character of historic settlement patterns.

**Programs**

- ❖ Study the feasibility of establishing design control districts to protect historic structures, particularly in the village area.
- ❖ Encourage future residential development to be concentrated where community facilities and services are currently provided.
- ❖ Continue to regulate outdoor advertising through uniform sign codes.
- ❖ Channel non-residential growth into existing growth areas and areas serviced by sewer and/or water.
- ❖ Continue to require site plan review of all commercial development proposals to encourage the sound design, orderly maintenance and establishment of infrastructure responsibility.
- ❖ Encourage the preservation and renovation of existing housing stock.

**Policy 4**

Preserve agriculture, scenic resources and open space.

**Programs**

- ❖ Inventory significant scenic resources and open space.
- ❖ Inventory landowner's interest in preserving scenic resources and open space.
- ❖ Contact area land trusts for assistance.
- ❖ Investigate the development of a Castleton Land Trust.
- ❖ Provide tax incentives for those property owners keeping land in agricultural uses or maintaining open space uses.
- ❖ Ensure future development provides for adequate streets, utilities and open space and the preservation of the character of surrounding properties.
- ❖ Support use-value taxation, cluster subdivision techniques and other methods of conserving agricultural land and open space.
- ❖ Encourage the inclusion of greenbelts and common land areas in subdivision design.



## **PUBLIC PARTICIPATION AND REGIONAL COORDINATION**

### **2001 Castleton Community Survey**

Public consensus on the future direction for the Town of Castleton is a vital part of the Town Plan. The Castleton Planning Commission began the planning process with a community survey. The following is a summary of the major issues identified in the mail-out survey conducted in the fall of 2001. The survey was designed to obtain residents' opinions and was used to inform Goals, Policies, and Programs recommended by the Castleton Planning Commission throughout the update of the Town Plan.

#### **Sample Size / Age and Gender**

1600 surveys were sent out to land owners in the community, 283 surveys were returned for a response rate of nearly 18 percent. The survey does not precisely represent Castleton's age distribution. Children and young adults were underrepresented. This is due in large part to the fact that surveys were distributed based on random selections from the grand list, meaning property owners, only a small percentage of which are under the age of 25. While respondents between the ages of 25 - 44 mirrored their representation in the town fairly closely, there were a disproportionate number of respondents in both the 45-64 age group and those over the age of 64. It is not uncommon to see trends of this nature as senior citizens and retired persons are often very active civically, as witnessed in the disproportionately high voter turnout among this age group in the U.S. Approximately 56 percent of respondents were male.

#### **Future development**

Overall, respondents enjoy and appreciate the current small town and rural lifestyle offered in Castleton, and most residents anticipate that the community will stay much the same way over the course of the next 20 years. Of greatest concern is the development of heavy industry, mobile homes and high-density forms of housing. Another development area that was unpopular with respondents was the expansion of tourism and recreational attractions for visitors. However, respondents were supportive of additional restaurants as well as vacation homes. These responses are not necessarily contradictory, but would benefit from a more detailed dialogue during implementation, as it is clear that tourism, recreational development and seasonal homes will play a strong role in Castleton's economy for the foreseeable future. Other forms of development respondents felt should be encouraged included small crafters and artisans as well as professional offices, light industry and home-based businesses.

#### **Land Use, Zoning and Public Participation**

Nearly 80 percent of survey respondents agreed that Castleton should explore all available measures to protect open space and historic buildings. Fifty six percent of respondents felt that current zoning in Castleton was effective and should be enforced as strictly as possible. Sixty four percent of respondents indicated that they would be interested in attending growth and development meetings in Castleton.

## Services

Survey respondents generally considered most services including schools, fire and police protection, ambulance / rescue, health services, snow removal, recreation opportunities, garbage disposal and road maintenance to be satisfactory. The highest level of dissatisfaction with municipal services was expressed toward the quality of town government and public transit. There were strong and repeated concerns, articulated mainly through write in comments that the town government and leaders should try harder to communicate with each other and spend less time arguing.

## Summary

Overall, survey respondents were happy with Castleton and the lifestyle it offers. Consequently, there is a strong desire to maintain the current small town and rural character of the area. Many respondents expressed an interest in participating in the decision-making process concerning issues important to the future of the community. The original survey is included in the Technical Appendix along with a detailed statistical and graphic analysis of the results and the many written comments contributed. Though not adopted as part of the Town Plan, the Technical Appendix is available at the Castleton Town Office.

## The Castleton Community Fair

A high point of the hard work put into the Castleton Town Plan update came on Saturday, March 9<sup>th</sup> when the Planning Commission hosted a “Community Fair” at the Old Homestead Community Center. The purpose of the Fair was to share the progress made on the Plan update and learn more about Castleton residents’ views on their community’s future. The format of the Fair was different from previous town meetings in several ways. The Fair featured 10 resource tables pertaining to different elements of the Plan. Each resource table was staffed by two individuals, many of whom were Castleton community residents, with expertise in the subject matter of that table’s topic. As community residents moved from one table to the next they learned about each of the elements of the draft Plan from community members like themselves.

Participants were encouraged to ask questions, submit comments, and join groups that would



*The Community Fair featured many visual displays concerning issues and activities in Castleton as well as tasty baked goods and fresh apple cider.*

be responsible for implementation of the Plan beginning in the spring of 2002. A Power Point presentation was run repeatedly in the Old Homestead's fireplace room, parents were encouraged to bring their children, and the Fair was "open-ended" meaning participants could come and go freely as best fit their schedules. With over 50 Castleton residents in attendance, excellent refreshments donated by many community members and beautiful sunny weather with temperatures in the 60s, the Fair proved to be greatly informative and a lot of fun for everyone involved.

#### **Additional Public Outreach**

A downloadable draft of the Castleton Town Plan will be available in "pdf" or Adobe Acrobat format on the Rutland Regional Planning Commission website ([www.rutlandrpc.org](http://www.rutlandrpc.org)) as well as prior to the public hearings on the approval of the Plan.

#### **Regional Coordination**

Castleton is part of Rutland County and the relationship between this Town Plan and the development trends in the area and plans for the surrounding communities have been considered during the planning process. Towns adjacent to Castleton include Fair Haven, Benson, Hubbardton, Pittsford, West Rutland, Ira and Poultney. Review of the land use plans of surrounding municipalities indicates that the future land use pattern proposed in Castleton's Plan is generally compatible with neighboring communities and also is consistent with the Rutland Regional Plan, adopted in June 2001. Castleton continues to have community representatives serve on regional committees such as the Regional Planning Commission and the Rutland Region Transportation Council.



*Communication, education, and cooperation among community members, other towns, and regional and state resources are among the most effective tools for turning Town Plan goals into reality.*

## **IMPLEMENTATION PROGRAM**

The Castleton Town Plan is a comprehensive guide concerning the manner in which the town wants to accommodate future growth as well as maintain the features of the community that make it special. Goals, policies and programs have been described in the areas of community facilities and services, education, protection of natural resources, recreational amenities and historic features, housing, transportation, economic development and prospective land use. Implementation of the Town Plan is a local responsibility and can only be accomplished through a continued commitment on the part of the Castleton community to see the many considered ideas in the Plan come to life.

### **Adoption of the Town Plan**

The first step towards implementation of the Town Plan is its adoption as public policy. As required by Section 4384 of the Vermont Planning and Development Act, the local Planning Commission must hold at least one public hearing on the proposed Plan. The Planning Commission must then make any necessary revisions and submit the proposed Plan to the Selectboard. Under Section 4385 of the Act, the Selectboard must hold one or more public hearings on the proposed Plan. After the final public hearing, the Plan shall be adopted by the Selectboard.

### **Maintenance of the Plan**

The Castleton Town Plan should be periodically reviewed and, if necessary, amended to reflect new developments and changed conditions affecting the town. In accordance with Section 4387 of the Act, the Plan shall expire five years from the date of its adoption, unless the Selectboard readopts it. Adoption of the Plan is, therefore, the first step of a continual planning process.

### **Town Plan Bylaws**

#### **Zoning Regulations**

Zoning bylaws are the most common method of implementing and enforcing the policies and programs set forth in a town plan. Zoning determines the type and density of development allowed, directly influencing future land use patterns. The revised Town Plan provides direction for zoning changes and the Castleton Planning Commission will follow-up on these recommendations through a thorough revision of Castleton's zoning regulations beginning in the spring of 2002.

### **Subdivision Regulations**

To guide the physical development of land, the town has adopted subdivision regulations. These set forth the procedures and requirements and specifications for the submission and processing of plats as well as the standards for the design and layout of streets, drainage systems, and other necessary public improvements.

### **Act 250 Review**

Participation in the Act 250 development review process is a significant opportunity to shape large-scale development projects. Act 250 helps insure that development does not have an undue, adverse impact on important environmental resources and community facilities, and is in conformance with local and regional plans. The Town is automatically a party to Act 250 proceedings involving development in the community.

### **Public Investment**

Public investment is one of the most direct means to implement a Plan. By investing in infrastructure, for example, a community can encourage development where and when it wants. Public investment can include spending for water, transportation, education, solid waste, recreation, open space, housing, and more. Funds to pay for public investment can come from a variety of sources, including, but not limited to, taxation, user fees, and governmental transfers (state aid) and grants.

### **Public Education**

Regulation is neither the only nor necessarily the best way to implement a Town Plan. Successful implementation of a Plan also depends on the voluntary actions of residents and landowners. Public education regarding the Town Plan helps to convey the importance of local resources, facilities, and services and increases peoples' understanding of the need to plan for the future. The Castleton Community Fair was a successful starting point for the real integration of the community into the implementation of the Plan. To continue this momentum and capitalize on the success of the Fair, the Castleton Planning Commission recommends that the Town hold a similar event in the spring of 2003 that will focus more specifically on implementing the Goals, Policies, and Programs set forth in the adopted Plan.

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