

# **TOWN OF PROCTOR, VT**



## **MUNICIPAL PLAN**

**ADOPTED MAY 28, 2015**

## ACKNOWLEDGEMENTS

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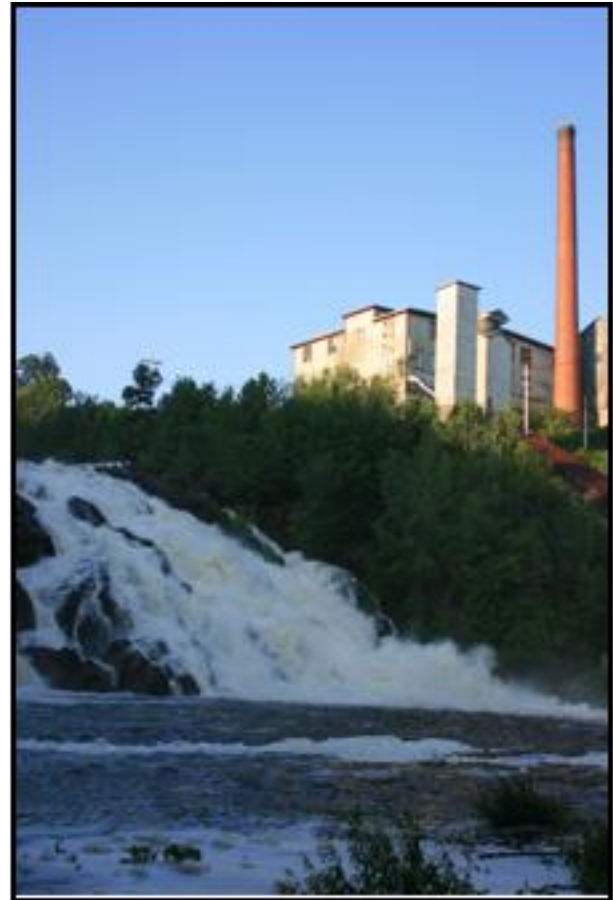
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# **I. INTRODUCTION AND IMPLEMENTATION**

## **Purpose**

The Town of Proctor Municipal Plan (the Plan) is a framework and guide for reaching community land use goals. It 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 plan were developed to preserve and protect the town's assets while providing a future vision for town officials, businesses, and citizens of Proctor

The Plan should be used in a variety of ways. First and foremost, the Plan is a basis for decision-making and the creation or maintenance of community programs. It should influence local and regional land use decisions by the appropriate municipal panel (AMP) on issues such as new development applications, land use bylaw modifications, budget and capital expenditures, community development efforts and natural resource protection initiatives. As required by law, it serves as a foundation and must be consistent with local land use bylaws such as zoning and subdivision regulations. Furthermore, the Plan is given full effect in all appropriate regulatory proceedings, including Act 250 and Section 248 hearings.

The Municipal Plan is based on specific objectives concerning the manner in which the town desires to accommodate future growth. 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 and should be periodically updated. To achieve these objectives, planning Goals and Action Items are included.

## **Statutory Authority and Requirements**

Implementation of the Municipal Plan is a local responsibility and can only be accomplished by following the provisions for adoption, maintenance and implementation as provided for in the Vermont Planning and Development Act: Chapter 117 of Title 24, Vermont Statutes Annotated (the Act). This section of law specifies not only what a Plan may or must contain, it also specifies how a Plan must be adopted.

24 VSA §4382(a) requires that all plans contain elements including: 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; a housing plan and an economic development plan.

In addition to containing all the required elements, 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. The town plan must also be consistent with local land use bylaws such as zoning and subdivision regulations.

### **Preparation of the Plan**

The Proctor Planning Commission has responsibility for the preparation of the Plan. Work began on the current update in 2010. In the course of developing the Plan, the Proctor Planning Commission and Town contracted for technical assistance with the Rutland Regional Planning Commission (RRPC).

The Proctor Planning Commission distributed a Community Survey in May 2010 to every resident and business in Proctor. A total of 125 surveys were returned yielding a great deal of information and thoughtful comments on many topics important to Proctor's present and future development. A high point of the hard work put into the Plan update came the evening of September 15, 2010, when the Planning Commission hosted a "Community Fair" at the Proctor Elementary School. The purpose of the Fair was to share progress on the Plan update and receive feedback regarding Proctor residents' views on their community's future.

The 2015 update has been guided by local, regional and state partner participation in the creation of the Proctor Prosperity Plan, in 2014.

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

The first step towards implementation of the Town Plan is its adoption as public policy. As required by §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.

### **Rutland Regional Planning Commission (RRPC) Approval**

In order for the Town of Proctor to be eligible for many state programs and funding, the Plan must obtain Town Plan Approval and Confirmation of Town Planning Process by the RRPC in accordance with §4350 of the Act.

### **Implementation**

There are many ways to implement the goals and action items of this municipal plan, which fall into two general categories: regulatory and non-regulatory options. Regulatory options consist of zoning regulations and other town ordinances. Non-regulatory implementation options, which are supported by this plan include, but are not limited to State of Vermont Village Center Designation, capital planning, special studies, and advisory commissions.

The majority of the policies outlined in the Town of Proctor Municipal Plan will be implemented through the Town of Proctor Zoning Regulations. Proctor does not have Subdivision Regulations.

**Maintenance of the Plan**

The Proctor Town Plan must be periodically reviewed and, if necessary, amended to reflect new legislative requirements 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.

**Regional Coordination**

Proctor 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 Proctor include Pittsford, West Rutland, Rutland and Rutland City.

Review of the land use plans of surrounding municipalities indicates that the future land use pattern proposed in Proctor's Plan is compatible with neighboring communities and also is consistent with the Rutland Regional Plan, adopted in 2014, which supports the broad state goals of maintaining dense village centers surrounded by rural/working areas. Proctor continues to have community representatives serve on regional committees such as the Regional Planning Commission and the Rutland Region Transportation Council.



*Vermont Route 3 Entrance to Town*

## II. HISTORY OF PROCTOR

Present day Proctor encompasses approximately seven square miles surrounding the Great Falls of Otter Creek. “The Falls,” as the village was known before becoming a town has a rich history. As early as 11,000 years ago, as the last glaciers retreated, Paleo-Indians moved in along Otter Creek. Native Americans resided continuously in the river valley until those, whom we call the Western Abenaki, greeted the first European explorers four hundred years ago.

The Falls are at a crossroads of two ancient travel corridors. Otter Creek served as a major water route; correspondingly, a well-travelled land route passed by the falls connecting Lake Champlain to the Connecticut River. This native trail later became the British Crown Point Military Road and played a major role in The French and Indian War, early Vermont settlement and the American Revolution.

The water power of the falls was first utilized in 1766 by John Sutherland. A mill village called Sutherland Falls sprung up on the river providing a lumber and grist mill to the earliest settlers. In addition to the rich bottom land, plentiful timber and great water power; a deep bed of marble was discovered near the fall and the village soon became a quarrying and stone milling center.

Under the guidance of Redfield Proctor, a Vermont Governor and US Senator, the marble industry experienced a period of tremendous growth in the late-nineteenth and early-twentieth centuries. Workers from around the world were recruited to quarry, dress and carve the marble. In 1886, Redfield Proctor and the village around the falls petitioned the Vermont State Legislature to incorporate Proctor as a Town. The Legislature allowed seven and one half square miles to be cut out of the Towns of Rutland and Pittsford to form Proctor.

The Vermont Marble Company’s business continued to expand rapidly as Proctor marble became the material of choice for many monumental buildings throughout the United States. Redfield Proctor was named Secretary of War by President Harrison in 1889, and in 1891 the company purchased a number of the quarries and all of the mills in that area not already under its control. The company-owned railroad, the Clarendon and Pittsford, begun in 1886, was completed in 1891, linking Vermont Marble properties in Pittsford, Proctor, West Rutland, Rutland Town, and the City of Rutland. Fletcher managed the integration and coordination of the business with great success.

As the center of this expanding marble empire, Proctor village grew rapidly. Vermont Marble Company had housing built for workers north and west of the marble works, where Green Square, Terrace Hill, and Meadow Street were laid out. The first church buildings in Proctor were built in



*St Dominic's Roman Catholic Church, 1925, Neo-Gothic Revival. Built of local materials, the walls are faced with smooth blocks of marble and the roof is covered with many rows of longwearing slate.*



1880; St. Dominic's Catholic Church was constructed near Powers Hill in the northwest portion of the village and a mixed-denomination Protestant Union Chapel was built on a hill south of Redfield Proctor's house. In 1904 the new Proctor Hospital, providing practically free care to all employees of the Vermont Marble Company, was constructed near Fletcher Proctor's home on "Hospital Hill". The Hospital was demolished in 1973.

In 1908 Sen. Redfield Proctor died while in Washington D.C., and some 3,000 Vermont Marble employees and 7,000 others, standing through a March snowstorm, lined the road from the Union Church to the marble Proctor mausoleum to honor him on his final journey. Fletcher Proctor, Governor of Vermont from 1906 to 1908, continued energetically to manage the company. He oversaw the electrification of company facilities in 1904-05, the construction or remodeling of a number of buildings at the Proctor works, and the acquisition of marble properties in Brandon and Middlebury in 1909 and a key competitor's quarries and milling complex in Pittsford in 1911. Expected to follow in his father's footsteps to national office, Fletcher died suddenly in 1911. Mrs. Emily J. Proctor, Redfield Proctor, Sr.'s wife, perpetuated his memory with the beautiful Marble Bridge over the Otter Creek. Emily had also given another gift, the Colonial Revival style Proctor Free Library to the residents of Proctor in memory of her oldest child, Arabella Proctor Holden.

Between 1910 and 1930 the area along South Street, the major automobile route to the City of Rutland (now VT Route 3), developed as a residential neighborhood. Vermont Marble Company continued to expand its business during this period, adding to its growing managerial staff the personnel needed to aggressively market its products and publish its own trade journal, *The Memory Stone*. Commissions for monumental building exteriors, such as the Washington State Capitol building and the U.S. Supreme court building, carried the company through the early years of the Great Depression of the 1930's. During World War II, Vermont Marble converted much of its marble-working machinery to metal-working to produce necessary war materials. In 1951 the company received one of its largest commissions. Workers of Irish, French, Canadian, Italian, Swedish, Polish, Hungarian, Czech, Greek, and other ancestry labored side by side to produce the building stone and interior finish for the United Nations headquarters in New York City. Perhaps it is fitting that the materials used to build the meeting place of the world's leaders originated in Proctor as the town has served as home for five Governors; Redfield Proctor, Fletcher Proctor and F. Ray Keyser. Redfield Junior and Mortimer Proctor.

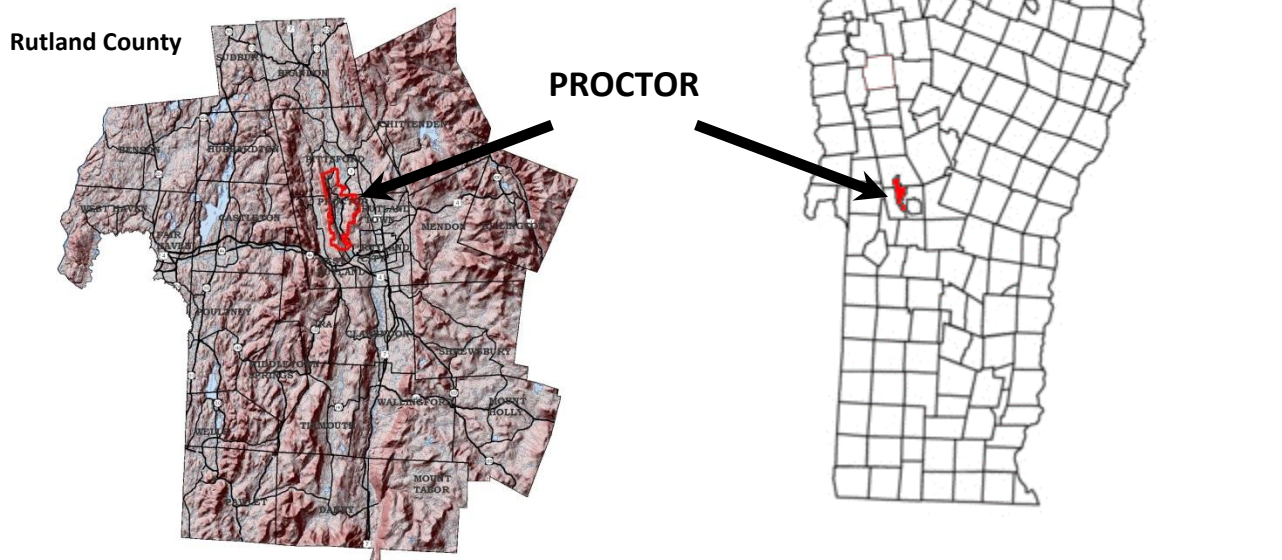
Proctor today retains much of the flavor of a company town. The Vermont Marble Company grouping of early 20<sup>th</sup> century mill buildings remains largely intact and has great historical value as the heart of what was the largest marble company in the world. The Proctor Village Historic District, listed in the State Register of Historic Places, embraces the colonial Revival style Hospital Hill neighborhood, a variety of workers' housing, and a collection of offices, public buildings, and public works centered around a spacious park laid out in the 1890s. The Northwest Village Historic District, also listed in the State Register, includes Green Square, Terrace Hill, and Meadow Street and is a significant example of company financed homes built for a growing immigrant work force. All these areas remain relatively unaltered on a rock landscape transformed by the quarries and improvements of the Vermont Marble Company. They serve as a reminder of the rapid industrial expansion of the United States between 1870 and 1930, and of life in a town where housing, utilities, and services were provided by one company to attract and maintain a stable labor force. With this wealth of historic resources, Proctor remains an invaluable asset for learning about the golden age of Vermont industry.



### III. COMMUNITY PROFILE

#### Physical Characteristics

The Town of Proctor is 7.56 square miles in size and located in center of Rutland County, in the west-central part of the State of Vermont. It is situated on the northern edge of the Taconic Mountain Range along the Otter Creek at an elevation of 484 feet.



#### Demographics

Proctor had a population of 1,749 residents in 2010, which placed it 11<sup>th</sup> among Rutland Region towns. That figure represents a nine percent drop from 2000, when the total was 1,877.

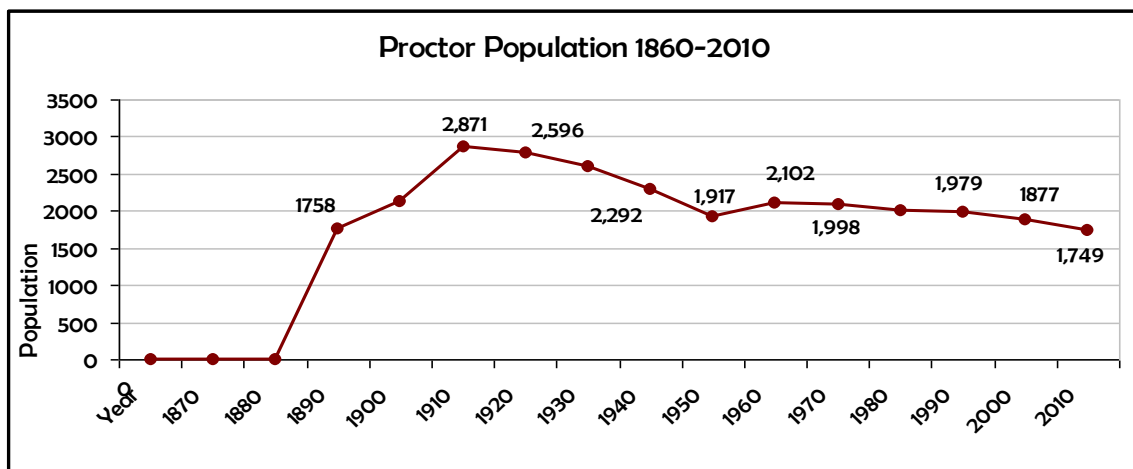
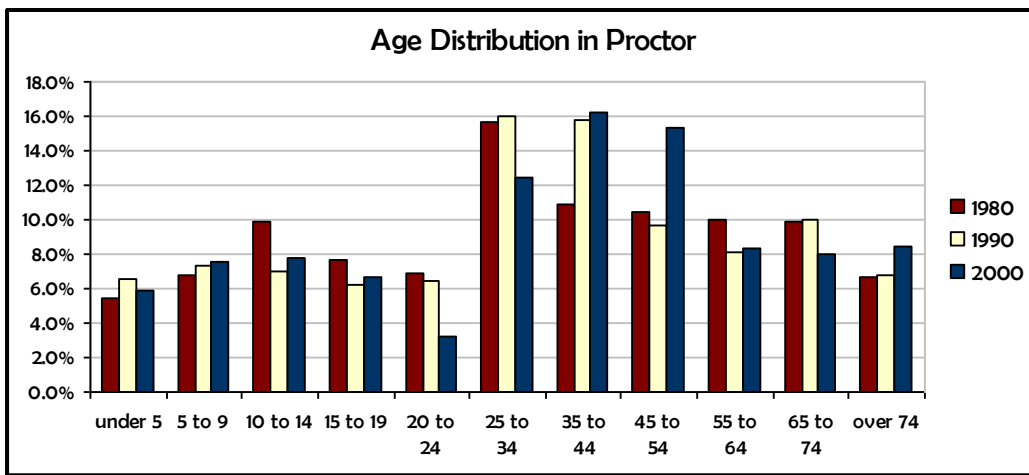


Figure III-1. Population (1860 – 2010). Source: VT Indicators On-line, US Census

Proctor's population peaked at 2,871 in 1910, at the height of the Vermont Marble Company's operations. The population has been steadily declining since VT Marble became OMYA and personnel have been relocated.

Two significant demographic shifts took place in Proctor from 1980-2000. While much of the population base remained stable, there was a marked increase in the proportion of individuals over 45 and an equally significant decline among those aged 20 to 45. A primary cause of these changes is attributable to the aging of the baby boom generation and lack of high-paying jobs in the region for young adults. The proportion of residents over 65 has also increased in recent years. In 2000, residents over age 65 represented 13 percent of the total. In 2010, residents over age 65 represented 15% of the total population.

Figure III-2. Town of Proctor Age Distribution. Source US Census



Demographics are changing rapidly at all levels. The Town of Proctor will undergo future changes in population characteristics which will have impacts on land use settlement patterns.



Crown Point Road Marker

## IV. LAND USE

The Land Use Section is the heart of any Town Plan and creates the basis for a preferred pattern of development. This section analyses existing land use patterns and plans for future development in harmony with the natural capabilities of the land and the ability of the town to adequately provide municipal services. The land use goals of maintaining Proctor's compact village center surrounded by rural/working lands is supported in this section and linked by the following sections including transportation, economic development and energy.

As new development opportunities present themselves, the Town of Proctor 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 section is designed to correspond with the Future Land Use Map, which provides guidance for future growth areas. As required by state statute, the Land Use Map must be consistent with Proctor's Zoning Bylaws and the State of VT designated village center. The Land Use Section also serves as an important component of State of Vermont regulatory review of development projects in Act 250 hearings.

**Figure IV-1. Proctor Land Use Statistics**

<b>Elevation</b>	<b>384 feet</b>
<b>Density</b>	<b>238 per square mile</b>
<b>Total Land Area</b>	<b>4,849 acres</b>
<b>Total Land in Private Ownership</b>	<b>3,819 acres</b>
<b>Private and Public Conserved Land</b>	<b>207 acres (4%) 206 acres – Town of Proctor; 1 acre – State of Vermont</b>
<b>Total Number of Parcels</b>	<b>727</b>
<b>Number of Parcels with Dwelling Unit</b>	<b>654</b>
<b>Total Area of Parcels with Dwelling Unit</b>	<b>1,102 acres (23% of total town acreage, 30% of private acreage)</b>
<b>Total Number of Parcels in State of Vermont Use Value Appraisal Program (Current Use)</b>	<b>11 (921 enrolled acres; 19% of total town acreage)</b>
<b>Number of Parcels greater than 50 acres in Size</b>	<b>16 (9 in Current Use)</b>
<b>Percentage of Private Land in Parcels greater than 50 acres</b>	<b>72%</b>
<b>Percentage of Total Land in Parcels greater than 50 acres</b>	<b>57% (2,744)</b>

*According to the 2010 Community Survey, a majority of Proctor residents enjoy living in the town and note that one of the town's greatest assets is its "small town feel."*

## Existing Conditions

The Town of Proctor contains a distinct, historic downtown or “village” area that straddles the Otter Creek. The historic downtown of Proctor has approximately 9 acres with potential for commercial and residential uses.

The town’s settlement pattern is characterized by residential streets lined with mostly historic homes radiating in each direction from the village center; consisting of the Town Green, former VT Marble facility and OMYA/municipal offices. The undulating topography and Otter Creek, however, create natural barriers and form fairly dense distinct Neighborhoods. The entire village area, comprising the majority of development in Proctor occupies just over one square mile of land.

The village center area includes three churches, three cemeteries, several municipal buildings including the Town Office, Library, Fire Department, Post Office as well as the Proctor Elementary and Junior Senior High Schools, a bank, small grocery store, the Town Green, the spacious Vermont Marble Museum and several buildings previously occupied by the offices and laboratories of OMYA comprise the village center. Outside the village center, Proctor lands are predominantly in agricultural and forest use.

*Image of the Town of Proctor Village Center showcasing a compact village surrounded by working and rural landscapes*





## Land Use - Structure by Use

Type of Property	# of Parcels
Residential 1 (R1)	617
Residential 2 (R2)	16
Mobile Home (MHU)	5
Mobile Home with Land (MHL)	14
Vacation 1 (V1)	1
Vacation 2 (V2)	1
Commercial	9
Commercial Apartment	2
Industrial	5
Utility	4
Farm	5
Woodland	10
Miscellaneous	38

**Residential 1** – residential property with less than 6 acres of land.

**Residential 2** – residential property with more than 6 acres.

**MHU** – Mobile Home no land. Set up on land not owned by the owner of the unit. Also includes travel trailers.

**MHL** – Mobile Home Landed. Set up on land owned by owner of mobile home.

**Vacation 1** – vacation property with under six acres of land.

**Vacation 2** – vacation property with six or more acres.

**Woodland** – allows buildings of little value.

**Miscellaneous** – undeveloped land that is not mostly forest covered, e.g. shore lots, residential building lots, unimproved agricultural land, etc.

Figure IV-2,3. Structure by Use Source: VT Dept. of Taxes

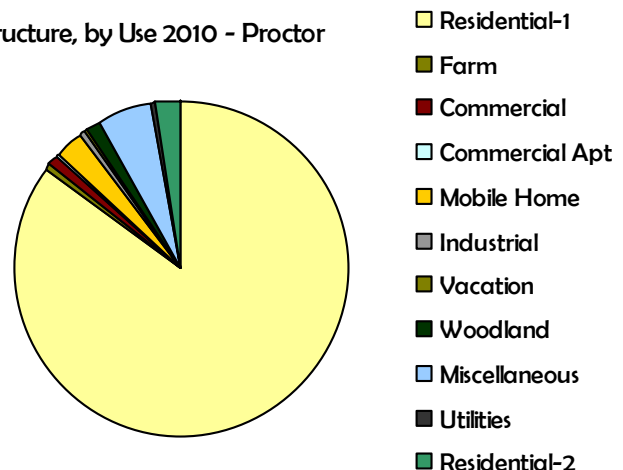
## Zoning Regulations

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 Town of Proctor Zoning Regulations were last updated in 2006. Proctor does not have Subdivision Regulations.

## Act 250 Review

Act 250 is Vermont's development control law. It provides a public, quasi-judicial process for reviewing and managing the environmental, social and fiscal consequences of major subdivisions and developments in Vermont. The Planning Commission is a Party to State of Vermont Act 250 proceedings due to its current Town Plan. Participation in the Act 250 development review process is a significant opportunity to shape large scale development projects. Act 250 insures 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.

Structure, by Use 2010 - Proctor



## Use Value Appraisal Program (Current Use Program)

In an effort to encourage conservation and sound management of farm and forestlands, the state instituted the Current Use Program, where enrolled parcels are taxed according to use rather than fair market value. Through this program, the state reimburses municipalities for the balance in tax revenue, negating any fiscal municipal impacts for conserving the town's working and natural resource lands. 11 properties in Proctor are enrolled, totaling 921 acres or 19% of the total town acreage. 9 of the 11 parcels are greater than 50 acres in size.

While approximately 90% of parcels in Proctor have a structure, these parcels only take up a total of 1,102 acres, which is 23% of the total town acreage. Combined with the fact that over 1,000 acres are either conserved or in the Current Use Program and the percentage of total land in parcels greater than 50 acres 57%; it is clear that Proctor has maintained a development pattern characterized by a compact village center surrounded by rural and working lands.

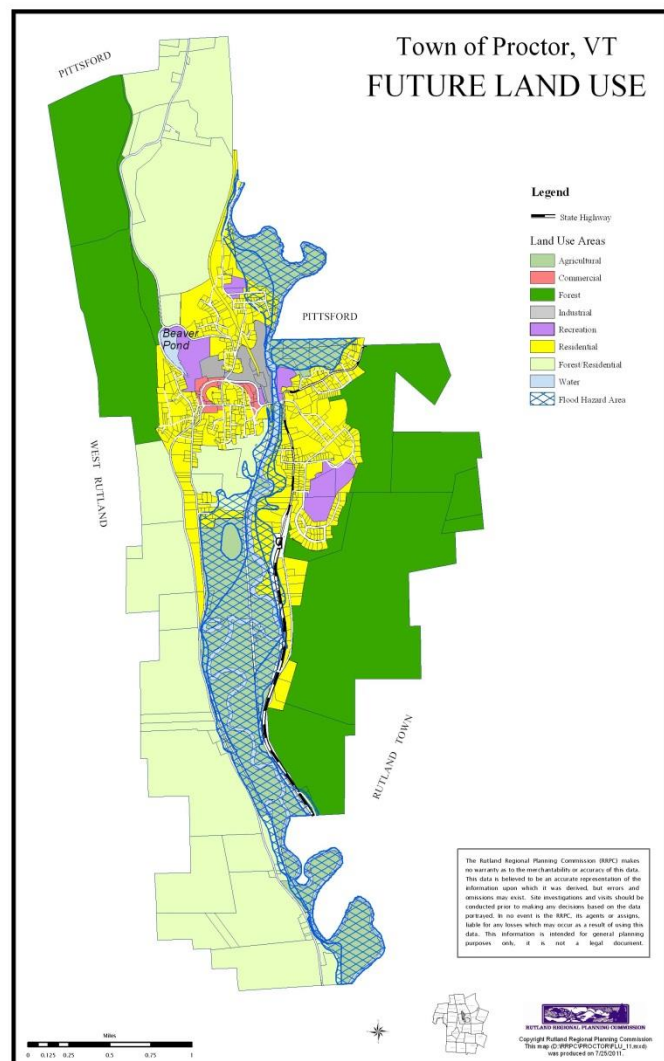
## Land Use - Districts

The Land Use Districts, defined in the following paragraphs, are a guide for the growth and development of the Town of Proctor. The eight land use districts in Proctor are: Residential, Rural Residential, Commercial, Industrial, Agricultural, Historical, Recreational Area and Forest Area. 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.

Proctor encourages planned growth and concentrated development in those areas of the town which provide for higher density, thus alleviating development pressure on working lands, such as forestry and agriculture in rural sections of town.

## Residential

The residential district in Proctor



*Future Land Use Map which reflects the underlying zoning districts.*

is essentially the primary village area described above, excluding portions of the Commercial and Industrial Districts. The district is serviced by the municipal water and sewer system and allows smaller lot sizes (20,000 sq. ft.), which encourage dense development patterns.

While the district is almost entirely built-out it contains the vast majority of Proctor's historic structures, districts, 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 district's compact development pattern and municipal infrastructure make it the most suitable area for future residential development and commercial home occupations. This Plan encourages any new development in this district be in harmony with surrounding uses.

### **Forest/Residential District**

This district is intended to provide land area for low-density residential development, farming, forestry, recreation and other rural land uses, and the minimum lot size is two acres.

Due to the permitted uses and minimum lot size outlined in the Zoning Regulations, the area is susceptible to sprawling residential development which may have adverse affects on the area. Growth should be managed and consistent with the rural character of the area and site conditions. The conservation of open spaces and natural resources in the area is a high priority when considering any new development – the adoption of subdivision regulations would help protect these resources.

### **Commercial District**

Proctor does not have a high concentration of commercial establishments. Most businesses are located in the small commercially designated area in the village center and part of the district that parallels Route 3 for approximately 300 feet just before the village area. One and two-family residential dwellings are permitted in this district. Multi-family dwellings should be allowed in this district if the Town wants to encourage compact village center development and relieve residential development pressure in outlying areas.

Commercial enterprises in Proctor meet the most basic needs of the population of year-round residents but do not serve regional demand. The scale of future commercial development should be compatible with the adjacent commercial and residential structures and should be directed toward the village center to take advantage of existing infrastructure and encourage multi-modal transportation.

### **Industrial District**

Proctor's Industrial District owes its existence primarily to the former manufacturing operations that thrived in town during the hey-day of the Vermont Marble Company. There is no longer any heavy industrial activity in Proctor and this land is suitable for low-



impact commercial / industrial activities in the future. One, two and multi-family residential dwellings are permitted in this district.

The scale of future industrial development should be compatible with the adjacent commercial and residential structures and should be directed toward the village center to take advantage of existing infrastructure and encourage multi-modal transportation.

### **Recreation District**

The parcels comprising Proctor's Recreation District include the Olympus Pool and skating rink in the southeast quadrant of the village, the volunteer maintained ball fields, Beaver Pond, the Waterfalls over Otter Creek and Main Street Park. Permitted uses in these areas include public outdoor recreation, wildlife refuges, and natural areas. The Town of Proctor is committed to maintaining its recreational amenities and areas in perpetuity.

### **Agricultural District**

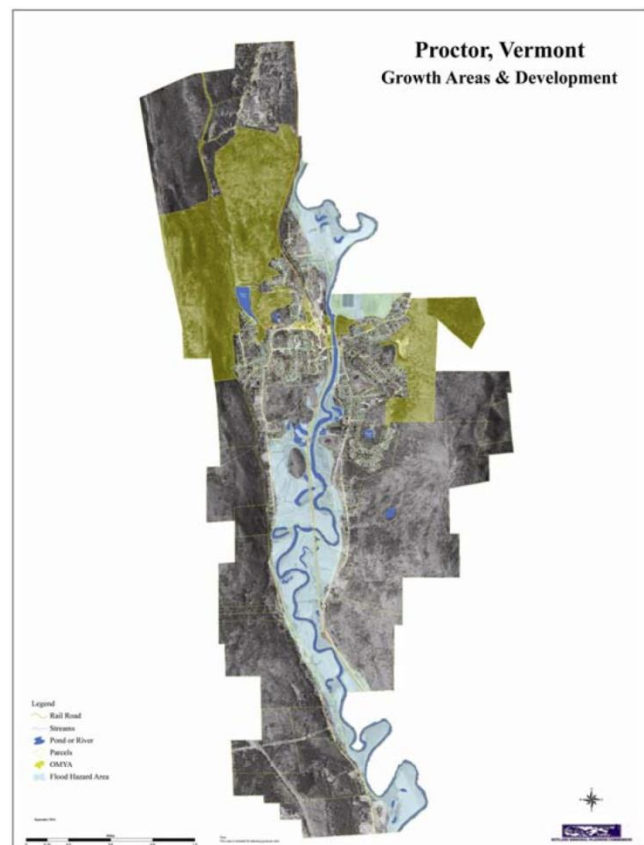
Proctor's Agricultural District essentially mirrors the town's flood hazard area along the banks of the Otter Creek. Federal, state, and local regulations severely restrict development in these areas due to natural resource protection, safety and insurance reasons. Anything other than agricultural development is discouraged in this area. There are a total of 5 active farms in Proctor.

### **Forest District**

Proctor's Forest District comprises most of the town's eastern and western borders. Steep slopes and rocky terrain in these areas severely limits most forms of development. In those areas of the Forest District where development is feasible, parcels for camps should be large enough to preserve the rural integrity of the forest areas and reduce the threat of habitat fragmentation, erosion and aesthetic blight in the form of ridge-line development. All other forms of development should be discouraged from this area.

### **State of VT Village Center Designation**

As authorized by 24 V.S.A. §2793a, Village Center designation recognizes and encourages local efforts to revitalize Vermont's traditional village centers. Village Center designation will improve Proctor's vitality and livability by supporting land use and other goals of this plan. The Designated Village Center is shown on the Future Land Use Map.



*Map of parcels owned by OMYA in the Town of Proctor*

## **Historic Areas**

Proctor has three State of Vermont Designated Historic Districts, the Northwest Village, Proctor Village and Williams Street districts. The only locally designated historic district is located in the extreme southwest corner of town; the site of the Wilson Castle. Development restrictions in this area pertain primarily to the maintenance of the aesthetic, cultural, and historic value of the Castle while state and national registry designations in the village apply similar constraints.

## **Development Opportunities**

The relocation of OMYA's corporate headquarters to Ohio has had significant land use implications in the Town of Proctor. The reduction operations and employees has left many vacant properties and structures in the Village Center. The town is fortunate these properties continue to be maintained, however, future land use planning is necessary to convert these properties back to functional uses and recreate a vibrancy in the village center.

The State of Vermont Village Center Designation presents development opportunities, such as giving the town priority consideration for state funding awards and making available tax credits to property owners in the designated area.

## **Where and How Development is Encouraged**

- **Intermediate Slopes and Terraces**

The area of intermediate slopes and terraces is a transitional zone between the valley floor and steep slopes. Its landscape is characterized by undulating topography interspersed with small terraces, plateaus and knolls. Because of this diversity, settlement in these areas will have minimal visual impact if properly sited. Settlement shall generally occur in these areas and take advantage of natural terrain and other scenic features.

- **South-Facing Slopes**

In winter, cold prevailing winds are from the northwest and the sun's orientation and altitude decrease, reducing the duration and angle of exposure on northern slopes. Snow accumulations and frost tend to be greater and remain longer on northern slopes. In the same regard, growing seasons for vegetative cover are shortened. Consequently, buildings on north-facing slopes usually require greater amounts of insulation and/or energy to provide comfortable interior climates. By contrast, buildings oriented towards a southern exposure benefit from longer periods of sun during the winter, protection from wind and longer growing seasons. Where practical, settlement should occur on south-facing slopes.

- **Forest/Open Field Edge**

Maintaining Proctor's open fields, wildlife corridors and unbroken productive forests are all top priorities of this plan. It is also important for residents and landowners to have room for future development. Building along the border between these open and forested areas will have the least impact on the community's economic potential and natural habitat and will give all residents and visitors the opportunity to share the scenic beauty of the town. Development is strongly encouraged to take place on the border between open fields and forested land to avoid the loss of either important resource.

- **Areas Sensitive to Development**

Land that contains natural constraints on development (steep slopes, floodplain, aquifers, etc.) should be developed only when adverse impacts can be adequately prevented or mitigated. In developed areas, the appropriate reuse of existing buildings is the preferred method of accommodating new uses. Redevelopment may be appropriate where existing structures are unsound or unsuitable. If new construction is proposed, it should be compatible with existing uses and development. The Land Use Map should be a guide for future growth areas in Proctor.

- **Open Space and Scenic Resources**

In the course of planning for Proctor's future, it is important that the presence of high quality open space and scenic resources, broad scenic areas and scenic landmarks are recognized and 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 aesthetic qualities of the community and preserve the undisturbed integrity of Proctor's quality scenic and open resources.

- **Agriculture and Forestry**

Agriculture and forestry are important economic activities in Vermont. They are also the foundation of a highly valued rural lifestyle and have been a significant factor in shaping the landscape. Land capable of supporting agricultural uses requires prime soils as well as moderate slopes, adequate parcel size, and access. Lands capable of supporting forests are critical to silviculture as well as to wildlife habitat and recreation and should only be developed under careful review.

**Figure IV-4. Soil Slope Classifications**

<b>0-3%</b>	<b>Generally suitable for most types of development, but may require drainage considerations</b>
<b>3-8%</b>	<b>Most desirable for development because these areas generally have the least restrictions</b>
<b>8-15%</b>	<b>Suitable for low-density development with particular attention given to erosion control, runoff and septic design</b>
<b>15-25%</b>	<b>Unsuitable for most types of development and septic systems, construction costly, erosion and runoff problems likely</b>
<b>&gt;25%</b>	<b>All types of construction should be avoided, careful land management for other uses is needed</b>



*View of West Mountain*

## Land Use Goals and Action Items

### Goal

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

### Action Items:

- Maintain a land use pattern of a compact village center surrounded by working and natural areas, by targeting new residential, commercial and industrial uses to the village center.
- Adopt Subdivision Regulations.
- Discourage development in areas not served by municipal sewer and water
- Recognize the link between land use and transportation and encourage all forms of travel in the village center, specifically, pedestrian and bicycle.
- Maintain orderly and attractive development of commercial uses.
- Ensure that future development provides for adequate infrastructure (streets/utilities), open space and preservation of the character of existing development, the expense of which is to be borne by the developer.
- Avoid development which adversely affects natural areas identified on the Town of Proctor Future Land Use Map.
- Apply for and maintain a State of Vermont Village Center designation.

### Goal

Protect the integrity of the community and exiting neighborhoods by encouraging, preservation, renovation and new housing stock.

### Action Items:

- Ensure that all new development is functionally and aesthetically compatible with surrounding uses.
- Study the feasibility of establishing design control districts to protect historic structures in the village area.

### Goal

Promote responsible management and use of Proctor's agricultural, forest, natural and scenic areas.

### Action Items:

- Protect the character of rural areas and resource areas by discouraging scattered development.
- Inventory and map significant natural and scenic resources and open space to be targeted for protection.
- Re-evaluated the 2-acre zoning in the Forest/Residential zone which could lead to sprawling residential development.
- Strongly encourage innovative design techniques to reduce the impacts of development on agricultural and forest lands.
- Support agriculture and forest industries that make responsible use of the town's natural resources.
- Contact area land trusts to assist preservation of agricultural and forest lands.
- Require natural resource protections in future subdivision regulations, such as erosion control, innovative house siting techniques, low-impact development, protection of riparian areas, shoreline protection and use of common areas.

- Adopt regulations to limit ridgeline development and development on slopes of greater than 20%.
- Pursue and maintain State of Vermont Village Center Designation to relieve development pressure on areas outside of the historic village area.

**Goal**

Continue to explore opportunities for the acquisition and redevelopment of potentially developable parcels currently owned by OMYA.

**Action Items:**

- Collaborate with OMYA in an effort to revitalize the Beaver Pond area as a viable recreational resource.
- Market OMYA properties to the Rutland Economic Development Corporation.
- Work with the Rutland Regional Planning Commission's Brownfields Program to conduct environmental assessments on properties with the possibility of redevelopment.

**Goal**

Return vibrancy to the Village Center

**Action Items:**

- Encourage day-time events like Farmer's Market
- Allow multi-family development in the Commercial District
- Encourage evening events such as performances in the Town Green
- Encourage mixed-use redevelopment of OMYA parcels.
- Pursue and maintain State of Vermont Village Center Designation.
- Update the Zoning Regulations to allow less parking or implement parking maximums to facilitate pedestrian and bicycle travel and reduce hardscape in the village center.



*Capen Farm*

## V. COMMUNITY FACILITIES AND SERVICES

Community facilities and services are provided by the municipality for the health, benefit, safety, and enjoyment of the general public. They include schools, police and fire protection, solid waste disposal, and general town administrative services. Community facilities and services have a significant effect on the municipality's ability to grow in an orderly and healthy way. Adequate, well maintained, and efficient services will enable homes, businesses, and public places to be accessible and have safe water supplies, sanitary waste disposal, and necessary governmental services.

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 Proctor 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

The town government consists of a five member Selectboard. A Town Manager employed by the Board, administrates for public works and the town constables; and serves to coordinate other functions of government, such as planning, zoning administration, tax assessment, and records. Property tax is the major source of town revenues.

### Proctor Town Hall

Built in 1836 as a school by William Humphrey, the Proctor Town Hall, is one of Proctor's oldest and most significant stone structures. In addition to serving as the primary meeting place for town government business, the building is also the location of the town clerks office. The Proctor Town Hall also houses war memorial's listing those Proctor citizens who served their country during World Wars I & II. Through an agreement with the Proctor Family, if the building is not used for a town meeting for six months, the building reverts back to the Proctor family.



*The Proctor Town Hall*

**Table V-1. Town Owned Property in Proctor**

<b>Property</b>	<b>Address</b>	<b>Acreage</b>
Town Forest	Florence Road	235.00
Road Row	West St.	0.79
4 Parcels	Elm St.	5.80
Vacant Land	North St.	0.52
Vacant Land	High St.	0.80
Elementary School	School St.	3.33
Town Office	Main St.	0.17
Waste Water Pump Station	Electric Ave.	.002
Town Common	Main St.	1.60
Fire Station	Main St.	0.23
Waste Water Pump Station	South St.	0.17
Vacant Land	South St.	0.51
Waste Water Treatment Plant	Patch St.	17.0
Well House	Field St.	0.07
Waster Water Pump House	Field St.	0.02
Vacant Land	Taylor Hill	1.80
Waste Water Pump House	Willow St.	0.50
Waste Water Pump House	Columbian Ave.	0.02
Waste Water Pump House	Pine St.	0.05
High School	Park St.	9.00
Swimming Pool	Holden Ave.	13.8
Swimming Pool Parking	Holden Ave.	0.21
Recreation Land	Holden Ave.	13.12
Riverside Cemetery	South St.	8.50

Source: Town of Proctor

## Emergency Management

Having emergency services available is among the basic needs of residents in Proctor. The Town is active in all four phases of emergency management: mitigation, preparedness, response and recovery.

**Mitigation** - In 2004, the Town adopted a Local Hazard Mitigation Plan (LHMP). The LHMP identifies the most likely types of natural hazard incidents and locations where these incidents are most likely to occur. The LHMP also sets forth a prioritized list of tasks to be completed to reduce the damage from future incidents. Because a Federal Emergency Management Agency (FEMA) approved LHMP expires after five years, the town's LHMP has unfortunately expired. However the town has applied for a Hazard Mitigation Grant which was awarded in 2015 to fully update the plan, and this process will begin shortly.



**Preparedness** - The Town of Proctor has an appointed Emergency Management Director who is responsible for working with town officials and first responders to maintain an up-to-date Local Emergency Operations Plan (LEOP). The LEOP sets forth a prioritized list of tasks to be followed in future emergencies, as well as key town contacts and resources such as emergency shelters.

**Response: Fire Protection** - The Proctor Volunteer Fire Department was formed in 1898. Its goal is to provide the town with progressive and proficient fire protection. The Proctor Fire Department takes pride in its proficiency and maintains high standards for its membership.

The Fire Station is located in the center of the Village on Main Street. The average response time is four to five minutes. Dispatching is done by the Vermont State Police dispatchers, located on McKinley Avenue in Rutland, Vermont. Proctor's 911 service is fully in place enabling residents to report all emergencies via this universal number.



*The Proctor Fire Station is a handsome compliment to the town's lovely village center.*

The Proctor Fire Department is a member of the Rutland County Mutual Aid Association. Membership enables the Proctor FD to call for men and equipment from towns in Rutland County should the need arise. The Department is also a member of the Rutland County Firefighters Association and the Vermont State Firefighters Association.

The Proctor Fire Department is funded from a variety of sources including the overall town budget, state and federal grants, donations from area businesses and organizations, and periodic fund raising events put on by the Department.

**Response: Public Safety/Police** - The Rutland County Sheriff's Department and Vermont State Police provide public safety services in Proctor. The constable and / or the County Sheriff's Department respond to calls pertaining to fire, rescue, animal problems, thefts, agency assists, accidents and general patrol. The Vermont State Police enforce state laws and conduct investigations of major crimes.

Proctor has a relatively low crime rate compared to the region as a whole. In 2009, there were 51 criminal offenses in Proctor. 70% were crimes against property such as burglary, breaking and entering and destruction of property. Proctor's offense rate per 1,000 citizens was 28.02, compared to Rutland County (52.7) and the State of Vermont (47.9).

**Response: Rescue** - Regional Ambulance Service, Inc. of Rutland provides emergency response services in Proctor. This service is obtained through payments made by the town as part of the overall town budget. Regional Ambulance Service serves 12 communities in the region and offers monthly C.P.R. classes at their facility in Rutland.

**Recovery: Emergency Shelters** - Four sites in town have been designated as temporary emergency shelters: Proctor High School (Red Cross approved), Proctor Elementary School, Union Church and St. Dominic's Catholic Church.

The town maintains records of cost incurred in the recovery from disasters, including road and culvert repairs. This information is reported to Vermont Division of Emergency Management and Homeland Security and the Vermont Agency of Transportation (VTrans). The VTrans district office helps the state to apply for presidential declarations of disaster in larger events and can make the town eligible for substantial reimbursement of costs.

### **Water Supply and Sewerage**

Over 90 percent of Proctor residents are served by municipally owned water and sewer systems. The principal sources supplying the water system are a surface water spring in the Town of Chittenden and a well in the river flood plain just off Field Street in the northeast section of the Town. The well is an eight-inch cased well in gravel and produces 380 gallons per minute. The distribution mains throughout the village are of 4", 6", 8" and 10" diameter. One of these mains connects to the east side of Otter Creek.

A Lagoon Sewage Treatment system was placed in service in Proctor in 1988. The Lagoon system has a 500,000-gallon per day capacity. Working in conjunction with the previous 6-station pumping system that was redesigned in the late 80's, Proctor's sewage facilities should adequately serve the towns needs well into the future.

Rural residents not served by the municipal water and sewer systems must rely on on-site water and waste disposal systems. Water is typically obtained from individual drilled or dug wells or springs, while sewage disposal is accomplished by using septic tanks and drainage fields or other similar in-ground designs such as mound systems.

Important issues associated with the use of on-site water include adequacy of quality and quantity of supplies, while issues surrounding on-site sewage disposal hinge on the ability of soil to percolate and treat wastewater. Quality of on-site water can be influenced by geological conditions that affect taste, smell, and hardness (mineralization) and by activities, such as outdoor storage of salt and overuse of pesticides that release pollutants and can contaminate water supplies.

### **Solid Waste Disposal**

Solid Waste in Proctor 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.

In 2012, Act 148—Vermont’s Universal Recycling Law—was passed. The intent of the law is to divert recyclable items, leaf and yard debris, and food scraps from landfills. By July 1, 2015 recyclables will be banned from landfills; by July 1, 2016 leaf and yard debris and clean wood waste will be banned from landfills; and by 2020 food scraps will be banned. Facility owners and trash haulers will need to collect and manage these wastes accordingly. Municipalities are also required to implement variable rate pricing (aka “pay as you throw”) based on volume or weight by July 1, 2015. The Town will need to work with the District to ensure compliance with Act 148.

### **Public Works – Roads**

A Superintendent and two full-time employees maintain the Proctor town roads. This includes 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, and sign installation. Maintenance of the equipment and purchase of supplies are a large part of the effort. Funds are set aside in the Equipment Replacement Fund and Bridge Repair Reserve Fund to anticipate such costs.

### **Proctor Post Office**

The Proctor Post Office is located in the village center and employs one Post Master, one full time clerk, one part time clerk, two full time carriers, one part time carrier, and a rural auxiliary route carrier. As a natural meeting place, the post office is an integral part of the Proctor village community. As of this writing the Proctor Post Office has no plans for expansion or relocation from the village center.

### **Proctor Free Library**

The Proctor Free Library has approximately 17,000 volumes of books available and its catalogue system is now fully automated. The library works closely with the schoolteachers, who bring their students to the facility to familiarize them with the library and learn proper use. A reading program is offered during the summer for elementary school children.



*Overlooking the Otter Creek, the Proctor Free Library helps form the gateway to Proctor Village.*

Various groups also use the library for their meetings, such as Girl Scouts, Brownies and 4-H. The Proctor Historical Society also meets here and uses the facilities to store and display its records. Approximately half the library budget comes from the taxpayers, the remainder from trust funds and timber sales from the Library lot. The Library is open M-F and from 9:00 to noon on Saturdays.

### **Senior Citizens**

Proctor has an active senior citizen organization that meets the second and fourth Wednesday of the month. “Meals on Wheels” are provided six days a week for those unable to get out.

### **Child Care**

In 2003, the Vermont Legislature amended the Municipal and Regional Planning and Development Act (24 V.S.A. chapter 117) by adding a thirteenth state planning goal (§ 4302(c)(13)), which reads as follows:

*To ensure the availability of safe and affordable child care and to integrate child care issues into the planning process, including child care financing, infrastructure, business assistance for child care providers, and child care work force development.*

Ensuring accessible, affordable, quality child care is integral to sound economic development planning. Many families lead lives that require some type of child care outside the home. Recognizing this reality, child care is a critical community need. Investments in the child care infrastructure, like investments in the infrastructures of transportation, public works, affordable housing and education, can have direct positive effects on the growth and vitality of the community.

According to the Vermont Bright Futures Child Care Information System, in 2015 Proctor had three licensed child care providers and two registered home providers. Throughout the Rutland Region there are approximately 85 registered home care providers and 69 licensed child care centers, which include early childhood and school-age care programs. Rutland City accounts for nearly half of the capacity of the region’s providers, with 30 registered homes and 27 licensed centers.

### **Telephone and Television Services**

FairPoint and Comcast Cable Connections provide Proctor’s telephone and television utility needs respectively. Both utilities are investor owned and operated utilizing digital communications systems providing Proctor with state-of-the-art services. Satellite service is also available throughout town.

Rutland Region Community Television is a non-profit corporation governed by a nine member Board of Directors. Cable companies are obliged to provide Public Educational and Governmental (P.E.G.) access to their systems by federal regulations. RRCTV administers P.E.G. access for the ruled systems, which is cablecast on Channel 15.

**Personal Wireless Telecommunications Facilities and Services**

As a result of rapid industry growth, emerging technologies, and industry permit leasing requirements, Vermont towns will see a sharp increase in applications for telecommunications towers over the next several 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 towers and cellular structures 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 cellular 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 as the previous generation of cellular 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 than the larger, freestanding tower facilities.

The town of Proctor 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 Proctor residents. Given this paramount commitment, the Proctor Zoning Board of Adjustment will closely scrutinize all telecommunication tower and facility applications and 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 Proctor. In accordance with the Town of Proctor Zoning Regulations, the Zoning Board of Adjustment reserves the right to deny any wireless telecommunications facility application that unduly jeopardizes the aesthetic, historic, cultural, or natural value of any town resources or poses a similarly undue burden on any Proctor residents.

## Community Facilities and Services Goals and Action Items

### 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.

### GOAL

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

### ACTION ITEMS

- Identify Proctor residents willing to assume the responsibilities of the unfilled positions that remain in town government.
- Collaborate with federal, state, local, and non-profit organizations in an effort to develop a conceptual plan, identify a suitable location and funding for the construction of a new Town Office building in Proctor.

### GOAL

Promote continued, open, communication between Proctor residents and local government regarding quality of municipal services.

### ACTION ITEMS:

- Encourage the Selectboard to conduct bi-annual public meetings with residents discussing quality of community services.
- Distribute a community services “customer” satisfaction survey at Town Meeting in order to track strengths and weaknesses in quality of service and target specific areas for improvement.

### GOAL

Encourage all municipal employees to be friendly and courteous in their interaction with the public.

### ACTION ITEMS:

- Conduct an annual seminar with all municipal employees on conflict mitigation and the importance of projecting a positive attitude to the public.
- Encourage community residents to file complaints about the behavior of municipal employees with the Selectboard.

### GOAL

Ensure that the location and capacity of infrastructure is consistent with other planning goals, such as transportation, housing, land use and protection of natural resources.

### ACTION ITEMS:

- Refer to the Proctor town plan to inform decision-making regarding community facilities.

- Review Proctor's zoning and subdivision regulations to ensure that they are consistent with the Goals, Policies, and Programs of the Proctor Town Plan and update as needed.
- Create an inventory of existing and future telecommunications facilities within the town and, to the greatest extent possible, chart their coverage within the community.



*Memorial Day Parade*



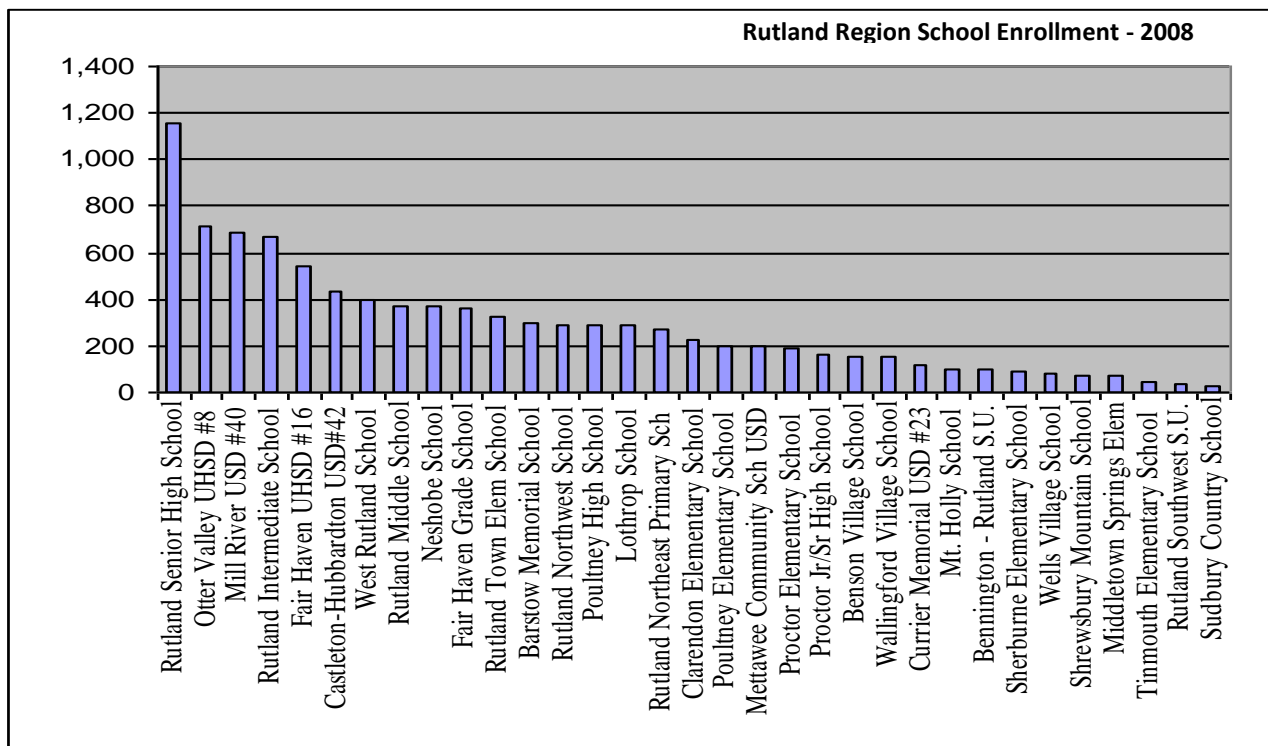
## VI - EDUCATION

Sound planning for educational programs and facilities is necessary to support a community's social and economic welfare. Elementary and high schools are the predominant binding force in most towns in the Rutland Region. They offer the primary facilities and programs that draw residents together and, in some cases, are the only mechanism by which disparate citizens feel an attachment to their community. The Rutland Region is home to 30 public schools: 22 elementary and middle schools, seven high school and one K-12 school. The Proctor School District is a member of the Rutland Central Supervisory Union, which also serves the Rutland Town and West Rutland School Districts.

The people of Proctor are very proud of the Proctor Elementary and Junior / Senior High Schools. The small size and local setting of the schools enable the faculty to focus on the individual learning needs of students. Both schools offer a wide range of activities and programs and have been repeatedly recognized for their high quality curriculum and outstanding student achievements over the years. Both schools in the Proctor District are accredited by the New England Association of Secondary Schools and Colleges.

According to the 2010 Community Survey, Education is a paramount issue. Results indicate that many citizens are open to the possibility of closing or merging schools.

**Table VI – 1. Source: VT Dept. of Education FY08 Public School Enrollment Report**

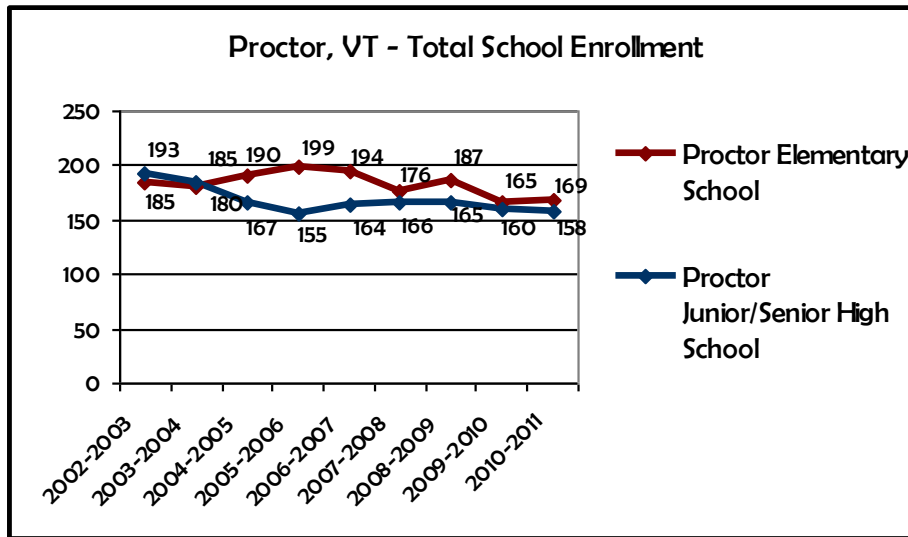


## Funding

The Vermont Legislature has enacted a number of educational funding programs seeking to provide all students with an equal opportunity for education regardless of the tax base of their local community while at the same time containing costs. This equalization system was first introduced in 1997 under Act 60. The current program, Act 68, sets statewide residential and non-residential tax rates that provide a base level of funding per pupil in each of the State's 284 school districts. Each district then may (and generally does) request additional funding from local taxpayers. Budgets that exceed a certain level are then assessed a punitive additional amount to discourage cost increases.

## Enrollment

A general trend across the region has been a slow but steady decline in school enrollment over the past 10 years. Total enrollment has dropped from 10,646 Rutland County students in 1997-98 to 9,786 in 2010-11. This trend reflects the statewide trend of declining enrollments since 2000. Between 2015 and 2027, enrollments are expected to increase again, but at an average pace of less than one percent per year [VHFA].



**Table VI –2. Total School Enrollment 2002-11.**

Source: VT Dept. of Education

Communities concerned about declining school enrollments and a declining population of young adults may want to try to attract families who have children or may have them in the future. Homes with at least three bedrooms are twice as likely as smaller homes to be occupied by families with children. The home's size (in terms of number of bedrooms), rather than the type of home (single-family detached, attached units, mobile homes or condos/apartments) is more closely related to the likelihood of housing a family with children [VHFA].

In addition to home size, home prices affect the likelihood of attracting a family with children. New, affordably-priced houses in Vermont are likely to house more school-aged children on average than similarly-sized higher-priced homes. Current and future parents

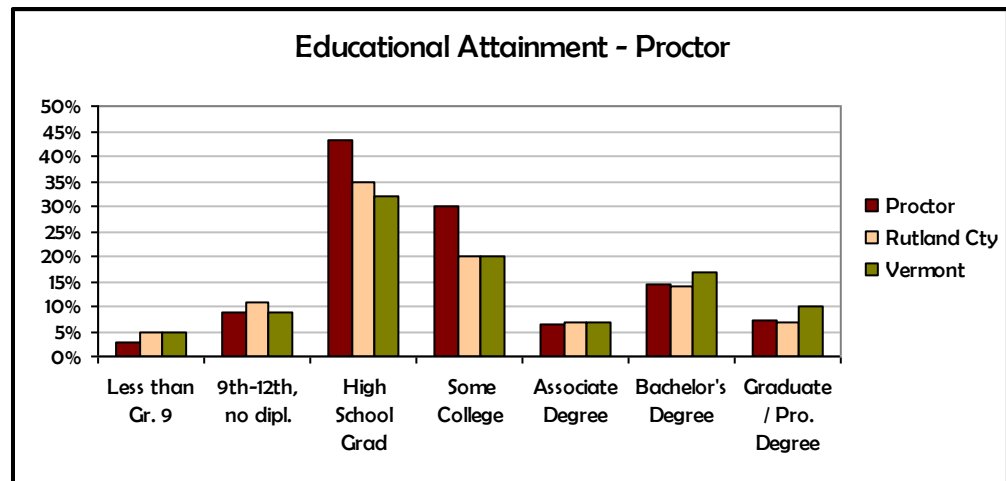
of school-aged children are fairly young, on average, and have not yet reached their full earning potential. While housing development cannot guarantee more young people will choose to stay in Vermont, community leaders who want to retain younger Vermonters need to plan housing development that is most desirable for families starting out on their own [VHFA].

### Educational Attainment

Proctor residents compare closely with the rest of the Region and State with respect to educational attainment. The town has a greater concentration of residents who finished high school.

**Table VI –3. Total School Enrollment 2002-11.**

Source: US Census



### Proctor Junior Senior High School

**Mission** - *In collaboration with the school district, community and other partners the mission of Proctor Junior-Senior High School is to educate and support all students to reach high standards and to be responsible, self-motivated, life-long learners.*

**Curriculum, Activities, Facilities** - Built in 1952 of locally-mined marble, The Proctor Junior / Senior High School (PHS) is located on Park Street off of Route 3 just east of the town center. Serving grades 7-12 the school had a 2010-11 enrollment of 158 students.



In addition to its core academic curriculum, of English, Science, Mathematics, Foreign Languages, Social Studies, and Computer Technologies, Proctor High School offers distance learning programs via satellite and the Interactive Learning Network. The school fields competitive boys and girls, varsity

and junior varsity basketball, soccer, baseball, softball, golf, tennis, and rock climbing teams. The high school also works in conjunction with other area schools to allow students to compete in wrestling and track. Musically inclined students may participate in the PHS ensemble band or chorus. Additional activities and clubs include Student Council, Peer Leaders, and Peer Mentors. The school's website ([www.proctorhs.org](http://www.proctorhs.org)) is an excellent source of information concerning all of the school's activities and events.

### Statistical Indicators

Table VI - 4 provides a summary of several statistical indicators of trends at Proctor High School since the 2006-07 school year. Most recent available figures for the State are also provided for comparative purposes.

**Table VI – 4. Proctor Junior/Senior High School Statistical Indicators (2006-2011)**

Indicator	2006 – 2007	2007 – 2008	2008 – 2009	2009 – 2010	2010 – 2011	Vermont (most recent)
Total Enrollment	164	166	165	160	158	87,744
Attendance Rate	95.3%	96.1%	95.8%	96.6%	N/A	94.9%
Student: Teacher Ratio	8.2	8.3	8.3	7.9	8.6	10.9
Teacher: Administrator Ratio	20.0	20.1	19.9	20.2	10.2	9.7
Student: Administrator Ratio	164.0	166.0	165.0	160.0	104.7	105.1
Average Teacher Salary	\$40,149	\$42,885	\$44,467	\$44,493	\$47,498	\$53,519

Source: Vermont Department of Education

### Proctor Elementary School

**Mission** - *The Proctor Elementary students, staff, parents, and community will cooperatively provide a safe, child-centered environment, that builds self-esteem, self-discipline, and the essential skills for life long learning. While accepting the differences of others and by using responsible decision-making, students will exhibit qualities of good citizenship with motivation to invent, dream, and explore in our ever-changing world. At Proctor Elementary School, "All Children Will Experience Success!"*



*Proctor's attractive, brick-built, Elementary School underwent significant improvements in 2002.*

### Curriculum, Activities, Facilities

Built in 1917, the Proctor Elementary School is located on School St. west of the town center on the west side of Otter Creek. Serving grades K-6 the school had a 2010-11 enrollment of 169 students.

The Proctor Elementary School offers a core curriculum of Language Arts, Mathematics, Social Studies, Science, Art, Music and Physical Education & Health. As with most elementary schools parents play an important role in supporting activities at Proctor Elementary outside the classroom. The Boosters Club, Room Parents, curriculum committees, volunteer coaches, student council advisors, Peer Mediators Program, and a variety of fund raising activities are all made possible by the volunteer efforts of committed parents. The school also invites parents and the community to its annual Open House in early October, followed by parent conferences at the end of the first marking period. Each month Proctor Elementary holds “Family Gathering” assemblies and in May parents and community members are invited to attend the annual School Report Night.

Proctor Elementary has made a commitment to integrating state of the art technological resources into its core curriculum. The computer lab at Proctor Elementary is with scanners, color printers, and a laser printer. A large-screen TV and LCD projector are available and may be linked to the computer network for instructional purposes. The school has 3 digital cameras. Each classroom is equipped with a minimum of three computers as well as a scanner and color printer. The Proctor Elementary Website located at [www.proctorelem.org](http://www.proctorelem.org) is a lively, colorful site that includes interactive links for students as well as a great deal of information about the schools activities and events for parents and community members.

### Statistical Indicators

Table VI - 5 provides a summary of several statistical indicators of trends at Proctor Elementary School since the 2006-07 school year. Most recent available figures for the State are also provided for comparative purposes.

**Table VI – 5. Proctor Elementary School Statistical Indicators (2006-2011)**

Indicator	2006 – 2007	2007 – 2008	2008 – 2009	2009 – 2010	2010 – 2011	Vermont (most recent)
Total Enrollment	194	176	187	165	169	87,744
Attendance Rate	95.8%	96.2%	96.1%	95.9%	N/A	94.9%
Student: Teacher Ratio	12.3	10.6	11.3	10.2	12.3	10.9
Teacher: Administrator Ratio	15.8	16.6	16.6	16.3	13.8	9.7
Student: Administrator Ratio	194.0	176.0	187.0	165.0	169.0	105.1
Average Teacher Salary	\$41,388	\$45,584	\$46,678	\$47,460	\$51,964	\$53,519

Source: Vermont Department of Education

### Proctor School District Action Plan

The Proctor School District Action Plan identifies Goals, Performance Targets, Actions and Professional Development required for the implementation of improvements in five areas of need: Comprehensive Standards Based Curriculum, Early Literacy, Wellness, Local

Comprehensive Assessment Planning and Technology. The Action Plan is available through the Proctor Elementary School website.

### **Future Needs**

The *Rutland Regional Plan* identifies two key sets of economic and demographic trends that are likely to affect education in the Rutland Region in the coming years:

- A level, or continued decline in school aged population Region-wide, because of the aging of the Region's population, low birth rates and limited in-migration of young families.
- A need for professional unskilled workers in the coming years - but not of well-paying, manufacturing type work - because of the retirement of baby boomers and the continued outsourcing of manufacturing work abroad.

These two trends will create opportunities for current students who acquire needed skills and education, but also leave those without skills with few opportunities outside of low paying service jobs.



*Proctor High School Band*

## Education Goals and Action Items

### Goal

Each institution will promote in all students the knowledge and skills necessary to become independent thinkers, lifelong learners, and responsible productive citizens.

### Action Items:

- 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.

### Goal

Develop socially responsible students who embrace high standards, are motivated to invent, dream, explore and rise to the challenges of an ever-changing world.

### Action Items:

- Improve the quality of communication between the School Board and the residents of Proctor.
- Encourage all Proctor residents to attend regular community events sponsored by the School District such as Proctor Elementary's annual autumn Open House and spring School Report Night.
- Encourage the School Board to always conduct regular meetings in a location that will accommodate the public.
- Encourage the School Board to conduct quarterly meetings wherein additional time is set aside to hear public concerns.
- Encourage the School Board and Selectboard to meet with each other bi-annually.

### Goal

Improve the financial stability of the Proctor School District and control the cost of education.

### Action Items:

- Continue to actively recruit tuition students through publicizing the Proctor School District's high quality faculty, facilities, and favorable student / teacher ratio.
- Encourage the school district to help the town identify revenue sources other than the local property tax.
- 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.
- Investigate the feasibility of consolidating the existing school facilities in the event student



population continues to decline.

**Goal**

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

**Action Items:**

- 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.



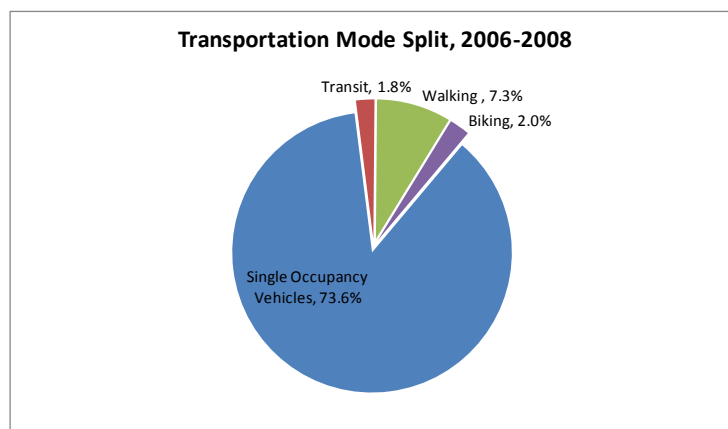
*Proctor High School Graduation*

## VII. TRANSPORTATION

A transportation system is comprised of all the forms, or “modes”, of transportation that provide mobility to residents of an area. A good transportation system, by facilitating accessibility and the movement of people and goods, contributes to the scenic landscape and economic well-being. This network also shapes land use development and energy use, as transpiration modes that accommodate pedestrian, bicycle and public transportation correlate to denser, walkable communities that require less in infrastructure costs and less energy to support. Auto oriented transportation networks, on the other hand, are associated with sprawling land use development patterns which require more infrastructure and energy to sustain.

Proctor’s compact settlement pattern lends itself well to pedestrian and bicycle traffic within the village while access to and from the town is accomplished primarily via passenger vehicles and transit. Passenger air, rail and long distance bus service are available in nearby Rutland City.

Similar to the rest of the state, Proctor residents use automobiles as their primary mode of transportation. According to the 2010 US Census, 85% of Proctor residents ‘Drove to Work Alone’ and the average commute time was 19 minutes. The majority of commuter trips originating in Proctor are to employment destinations outside of town, particularly to Rutland County’s major employment centers. 86% of Proctor residents in the workforce work outside the municipality. The US Census reports that 41.2% of Proctor residents work in Rutland City and only 7% work in Proctor.



**Figure VII-1. Transportation Mode Split**  
**Source: Vermont Department of Transportation (VTrans), 2009.**  
*In Vermont and Proctor single occupancy vehicles are the most popular form of transportation.*

*Although there are many dense village centers in the state, the physical geography between urban areas cause Vermont to be in the top ten nationally for per capita vehicle miles traveled.*

**Figure VII-2. VMT per Capita**

VMT per Capita	
Rank	1999
1. Wyoming	17,580
2. Mississippi	13,695
3. New Mexico	12,944
4. Oklahoma	12,747
5. North Dakota	12,606
<b>6. Vermont</b>	<b>12,297</b>
7. Indiana	11,930
8. Alabama	11,906
.....	
46. Nevada	7,739
47. Hawaii	7,700
48. Alaska	7,063
49. New York	6,831
50. District of Columbia	6,017
<b>National Average</b>	<b>9,620</b>

**Source: FHWA Highway Statistics Series (2009)**

The Vermont Land Use and Planning Implementation Manual created by the Vermont Land Use and Training Collaborative notes the link between transportation and land use and calls for local officials, appropriate municipal panels and land use bylaws to consider:

- *the impact of development* on local roads, including traffic congestion, safety and infrastructure capacity;
- *the impacts of new or reclassified roads on local development patterns*, especially where they may fragment existing neighborhoods and resource lands or open up new areas to development;
- *road “connectivity”* (interconnectedness), access management and traffic calming to increase the efficiency and safety of the road network for all users;
- *“context sensitive” road design* that preserves the neighborhood, rural or scenic character of the area; and
- *the impacts of road construction and maintenance on water quality*, resulting from stormwater runoff and erosion and the storage of salt.

Encouraging a pattern of high density, mixed-use development within village centers could help create more local job opportunities, lessening the demand on the existing road network to carry commuter traffic to destinations outside of town. Promoting home occupations and local agriculture-related business would further reduce stress on the road network.

### **Regional Overview**

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 with VTrans.

**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 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. Select Boards determine which highways are Class 4 town highways.

### **Proctor's Highway System**

The most significant component of the transportation system in Proctor is its 22.23 miles of roads, which provide corridors for public transit, bicycles, pedestrians, as well as automobiles and trucks. The highway system provides vehicular circulation to all parts of the town and between neighboring communities. The existing highway network has not changed significantly in recent decades, nor are new roads planned for the future. A map of Proctor's transportation system can be found at the end of this document.

Proctor has road segments in all four classes:

- The major highway corridor (Class 1) through Proctor is Vermont Route 3, a state road that runs north and south just east of the Otter Creek connecting Business Route 4 with Route 7 between the towns of Rutland and Pittsford. The connecting link between Newton Street South and Old Route 3, contained in the urban compact area of Proctor, comprises the 1.48 miles of class 1 roads. The most recent traffic data available is estimates for annual average daily traffic (AADT) from 2010 shows from 3,200 vehicles per day at the southern end to 1,500 vehicles per day at the northern edge of the town. This represents a decrease of approximately 100 vehicles per day from counts taken in 2008.
- Collector highways serving the western part of town, north to south, are designated Class 2. As indicated above, these gather and feed traffic from the local roads to the arterial system. Proctor has 7.07 miles of Class 2 roads. In addition to the Class 1 roads, West St. from the south and Florence Rd. from the north, both of which run north / south just west of the Otter Creek, are the other other roads by which to access Proctor. Other Class 2 roads include Main, School, Cross, Pleasant (between North and Florence) and North Streets. Average annual daily traffic (AADT) in 2009 on Main Street had the highest volumes for this road class, recording 2,300 vehicles per day crossing the Marble Bridge. Other AADTs in 2009 were 1,300 vehicles on North Street, 1,000 vehicles (in 2005) on West Street, 410 on School St. and 240 on Florence Road.
- The bulk of remaining roads, totaling 11.88 miles, are Class 3 roads, whose function is to provide access to outlying homesteads and farms.

- Proctor has only .35 miles of Class 4 roads. These are Town roads that are now used in the winter by snowmobiles and are privately maintained.

Due to its location as a link between Routes 4 and 7 west of Rutland City, Route 3 is the recipient of a considerable amount of traffic seeking to avoid the city. Much of this traffic is through-traffic (non-local) and as such puts a tremendous burden on the town. Route 3 through Proctor Village is considered a connecting link, therefore the town is responsible for much of the maintenance, mainly winter maintenance, and VTrans is responsible for the remainder (paving, etc.).

As a result of the significant deterioration of the road's surface condition, the town is continually maintaining the road. Resurfacing of VT3 through the village is listed on the Region's transportation projects as a new project in that the Region recognizes the need, however, VTrans does not include this in the Five Year Capital Project book. The Proctor Selectboard feels strongly that VTrans needs to increase the funding and/or frequency in which they service this very heavily trafficked connecting corridor.

### **Access Management**

Access management programs incorporate a variety of strategies and techniques to manage the number, location and design of access points along roadways in order to reduce congestion and collisions and to maximize road capacity, function and safety. The techniques used vary by road type, from simple driveway and access standards for rural collector roads to more sophisticated traffic management and infrastructure improvement requirements along urban arterials. Access management standards that can be found in land use bylaws include:

- Limiting the number and spacing of accesses (curb cuts) by lot, length of frontage or type of use. Authority to approve the proposed location of curb cuts lays 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.
- Requiring the consolidation or relocation of existing accesses where appropriate
- Encouraging or requiring shared access and off-street connections between lots
- Including related access and site circulation standards for all modes of transportation
- Incorporating or referencing locally adopted driveway and road standards.

### **Bicycle/Pedestrian Transportation**

Bicycle and pedestrian travel are critical elements in creating a balanced and sustainable transportation system. Health, safety and energy conservation are just a few benefits of these non-vehicular modes. As previously mentioned, Proctor's compact settlement pattern and sidewalk network lend themselves well to bicycle and pedestrian traffic. Proctor Elementary School participated in the Safe Routes to School Program in 2008-09. Safety

could be improved by marking the school zone more clearly or using pedestrian crossing signs and installing sidewalks where they are missing, particularly in the school zone.

The flat, scenic nature of Route 3 with its wide shoulders as it parallels the Otter Creek also makes it a popular bicycle route. The linkage of trails from Pine Hill Park in the City of Rutland to the library land has been agreed upon and is expected to be used by mountain bikers and hikers, expanding the regional network. Ideally, all significant future development will incorporate bike and pedestrian infrastructure. The Town should work in cooperation with the state to implement newly passed “Complete Streets” legislation, which improves roads to accommodate non-vehicular modes of transportation.

### **Public Transportation (Transit)**

Due to Vermont’s rural nature and dispersed settlement pattern, the provision and use of public transportation has been and always will be challenging. Proctor can capitalize on its traditional village center and effort to concentrate density into this area to further the success of transit. Consideration should be given to creating development in patterns and locations (such as along major transit routes) where people can be close to bus stops. This will maximize transportation choices for those living and working in these areas and is especially important for the more public-transit dependent population, such as the elderly and low-income and disabled.

The Bus provides public transportation four times a day to and from Rutland City. Tripper service is available during the calendar school year for those originating in Proctor and traveling to Stafford Technical School. This service is also open to the public. In fiscal year 2007, there were a total of 4,142 trips. The Town supports this service annually on the ballot of town meeting with a \$5,000 allocation, which represents less than 8% of the cost to operate the service. As a result of the support, there is a representative from Proctor on the Board of the Marble Valley Regional Transit District.

### **Rail and Air Transportation**

In most cases, airports and rail facilities are not under the jurisdiction of municipalities. Local officials do have the responsibility to enact appropriate land use regulations around airports and along rail lines to ensure that any new development is compatible. The operation of rail and air facilities is vital for economic growth, and expansion of both modes has the potential to significantly reduce truck traffic.

The Vermont Railway runs through Proctor connecting the town with railways to the north and south. The principal operating portion of the C & P Railways has been sold by the Vermont Marble Company to the Vermont Railway, the balance representing basically spur track serving OMYA, Inc. The Planning Commission believes the land upon which the C & P Railway ran should be retained in the future for public use such as hiking and snowmobile trails. The railway is vitally important to the industrial growth of the Town since it is adjacent to existing and planned industrial districts. Passenger rail service is available to Proctor residents in nearby Rutland City and Castleton.



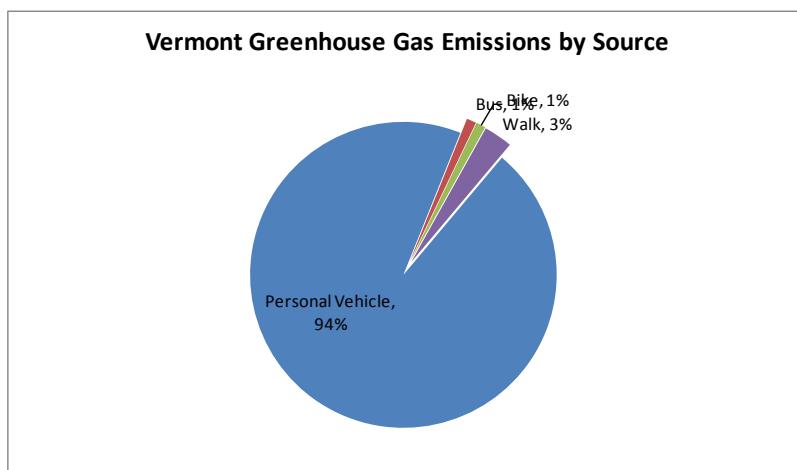
Rutland Southern Vermont Regional Airport, located in Clarendon, is one of ten state-owned and operated public use airports in Vermont. The next closest airport offering commercial passenger service is Burlington International, located 67 miles to the north, followed by Albany County Airport in New York State, over 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 are under review to increase access to the Rutland Region. The Rutland airport supports one scheduled air carrier, Cape Air, and is affiliated with Jet Blue. Access to air travel is important in the Rutland Region because it helps attract new business, industry and tourism to the area, helps to retain existing businesses, and also opens the region to long distance travel.

### Bridges

The location and size of bridges determines responsibility for their maintenance. Bridges with spans of 20 feet or more are generally eligible for federal funding, while bridges (or culverts) with spans greater than six feet but less than 20 feet are generally eligible for state funding. Proctor has a total of 4 bridges, all spanning more than 20 feet. There are 313 culverts, of which the town has a complete inventory. The condition of local and state bridges is evaluated regularly by VTrans. Using a system developed by the federal government, bridges are given a rating of between 0 and 100.

The Marble Arch Bridge, which connects the eastern and western portions of Proctor Village across the Otter Creek, was rebuilt by VTrans in 2002. It is an important part of Proctor's history and a vital component of the transportation network. The only other bridge spanning the Otter Creek in Proctor is the Gorham Covered Bridge. This historic bridge, which is jointly owned by the Towns of Proctor and Pittsford, was closed by the State for safety reasons in 2000, and rehabilitated in 2003.

### Transportation and Energy



**Figure VII-3. Vermont Greenhouse Gas Emissions by Source**

Source: VTrans, 2009

*Personal vehicles are the largest greenhouse gas emissions source compared to other modes of transportation.*

As described in the Energy Section of this plan, transportation is a significant consumer of energy in the Rutland Region. Transportation accounts for 33% of all energy consumed, with private automobile use being the primary source.

In comparison to outer-edge suburban development patterns, compact development reduces vehicle miles traveled by 20%-40% [Growing Cooler: The Evidence on Urban

Development & Climate Change, Urban Land Institute, 2008]. Reducing energy and cutting costs for transportation will mean promoting use of more efficient vehicles, reduce single occupancy vehicle trips and the continued emphasis on compact village centers which support the density to attract public transit and encourage other modes of travel such as pedestrian and bicycle. Park and Ride lots also will encourage more energy efficiency with transportation.

### **Proctor 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 towns appoint the members of the TACs 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). Proctor will continue to support the Council through the town’s designated representative.

### **Future Trends**

- Rutland County’s economy is changing from manufacturing to service industry. This fact, coupled with new development of housing and commercial uses located outside of town and village centers is increasing the demand for travel on the network.
- There is an increasing awareness of health, encouraging people and communities to make healthy lifestyle choices. As a result, more communities are recognizing that people want facilities for walking and bicycling.
- Transit ridership has been increasing due to increased fuel costs. Fuel costs will likely continue to rise which means an increased demand for ridership and other forms of transportation such as pedestrian, bicycle and rail will be necessary.
- As Rutland County continues to age, its large and increasingly elderly population will rely heavily on transit providers for their needs.



*Railroad Bridge Over Otter Creek*

## Transportation Goals and Action Items

### Goal

The Town shall provide a safe, efficient, multi-modal transportation system for residents and businesses in the community.

- Encourage mixed-use development in the village center to support higher density and efficiency in modes of travel such as pedestrian and bicycle.
- Ensure that all local land use regulations address many road-related issues in the development review process such as;
  - Road, driveway, and sidewalk design, incorporating “Complete Streets” practices
  - Access approval for lots lacking frontage along a public road or public waters
  - Minimum lot road frontage
  - Access management
  - Site layout and design to effectively and safely accommodate all modes of travel
  - Traffic impact studies to identify impacts on roads and traffic patterns in the vicinity of a proposed development
  - Road and intersection infrastructure improvements to accommodate traffic generated by the development
  - Road acceptance or non-acceptance
- Discourage suburban development in outlying areas to reduce infrastructure development and maintenance costs and reduce energy usage on transportation.
- Work to incorporate “Complete Streets” practices in all development projects.
- Identify and maintain current road and safety signs.

### Goal

Ensure the provision of adequate funding and a satisfactory maintenance schedule for Proctor’s transportation network through effective management of local and state resources.

### Action Items

- Maintain regular communication with the VTTrans District 1 and Regional Planning Coordinator as to the condition and maintenance requirements of Proctor’s transportation infrastructure.
- Develop management plans for highway pavement, bridges and culverts.
- Participate in the Rutland Region Transportation Council’s efforts to prioritize transportation infrastructure projects in the region.
- Pursue grant monies to achieve stated objectives and tasks.

### Goal

Maintain Proctor’s roads according to a systematic annual review of their condition and levels of usage.

### Action Items

- Continue to maintain an infrastructure inventory (road culvert and equipment) and improvement schedule as part of his regular responsibilities.
- Identify those locations or road maintenance services which Proctor residents feel are in need of improvement.

- Survey Proctor residents at town meeting as to the quality of road maintenance and service and specific locations in which service is currently inadequate.
- Assess options for more efficient snow removal during heavy winter storms.
- Maintain and upgrade roads for safe automobile and shared use (pedestrian and bicycle).

**Goal**

Work in cooperation with the state to improve roads to incorporate the Complete Streets policy as well as explore options for recreational trails.

**Action Items**

- Adopt the complete streets policy so that all modes are improved and accommodated when upgrading existing roads and new developments occur.
- Reclassify Class 4 roads not expected to serve public uses for motorized traffic to legal trail status so that they may continue to be used for recreational uses and the right of way kept for future use.
- Include access management strategies when reviewing all new development proposals.
- Update the Zoning Regulations to allow less parking or implement parking maximums to facilitate pedestrian and bicycle travel and reduce hardscape in the village center.

**Goal**

Ensure that the rail yard relocation / expansion effort in Rutland City does not adversely affect rail or vehicular traffic in Proctor or pose any additional safety threat to Proctor residents.

**Action Items**

- Participate in the rail yard relocation / expansion planning effort and monitor the potential for its effects on land use and transit in Proctor.
- Zoning regulations should be designed to support and enhance any existing rail usage. In cases where a rail line is no longer operating, the regulations should support preservation of the rail ROW.
- Ensure that provisions are incorporated into the final project agreement that protects the town and people of Proctor in the event of a rail accident or spill of hazardous materials in Proctor.

**Goal**

Ensure the provision of adequate transportation modes for the elderly and special needs population that cannot use single occupancy vehicles

**Goal**

Ensure that the transportation system not be constructed or extended into important resources areas when they would lead to the degradation of those resources.

**Action Items**

- Identify all areas subject to water erosion and flooding adjacent to or new public rights-of-way.

## VIII. NATURAL RESOURCES

Proctor's natural resources, particularly its vast marble and sand deposits and proximity to the "Great Falls" of the Otter Creek, were among the primary reasons for the town's establishment by Redfield Proctor in 1886. While marble is no longer actively quarried in Proctor, the north-south valley of the Otter Creek remains the town's most prominent physical characteristic and makes Proctor one of the most picturesque towns in Rutland County.

There are 207 conserved acres in the Town of Proctor, 5% of the total acreage. 206 acres are conserved by the town and 1 acre by the State of Vermont. Maps depicting general natural features in Proctor can be found at the end of this document.

### Physiography

Proctor, the smallest town in total area in Rutland County (3,983 acres), is located on a narrow portion of the Otter Creek Valley bounded on the north by Pittsford, east and south by Rutland Town and west by West Rutland. Proctor's northwestern boundary is formed by a ridge, which rises from the valley elevation of 500 feet to a series of prominences at 1,200 feet. In the southern third of the town this western ridge becomes less steep and is usable for agricultural and rural-residential purposes. Proctor's eastern section is a mixture of rolling hills with intermittent steep slopes spotted with small plateaus and valley areas. The eastern boundary with Rutland Town rises to Pine Hill. At 1,456 feet it is Proctor's highest elevation.

The town falls primarily in the *Taconic Mountains* physiographic region, but a small section of the town, along the northeastern border, is located in the *Vermont Valley* region. Metamorphosed mudstones make up the majority of the Taconics. They include slate, phyllite and schist. Soils include lake and alluvial sediments, as well as occasional gravel deposits.

In the northeastern part of the town, located in the *Vermont Valley* physiographic region, the bedrock is mostly from the Ordovician period. The valley floor is comprised of calcareous rocks (limestone and marble), deposited as marine shells and fragments in a shallow sea that once covered the area.

### Geology and Soils

Soils are a basic component of natural life cycles and processes. They retain and distribute water, provide nutrients and minerals, and sustain plant and animal



Figure VIII-1. Rutland County Physiographic Regions

Source: Rutland Regional Plan, 2008

habitats.

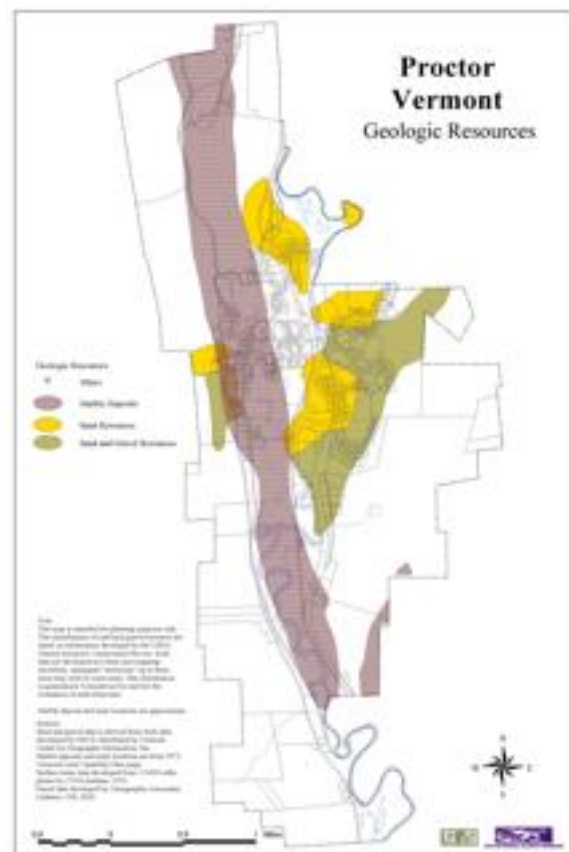
The hilly, mountainous areas of Proctor, which form the eastern and western borders of the town and much of its entire land area, include slopes of from 3 to 50 percent and a loamy soil underlain by bedrock. These characteristics impose challenges to most uses with the exception of forestry. A flat loamy soil association constitutes the flood plain of Otter Creek, one useful only for farming and forestry. Restrictive soils are found in the southwestern upland areas of the Town. These soils are deep, well drained and loamy, but are rock and vary in slope from 0 to 15 percent. Slope restrictions and the ability of the soil to absorb wastes are moderately limiting necessitating either large lot development or a municipal disposal system. The northwest and southwest regions of Proctor lack municipal water and sewer systems thus inhibiting any significant or high-density development.

Because soils are usually shallow at the higher elevations, the amount of surface runoff is high and restoration of vegetative cover is slow. The environment in areas above 1,500 feet is very sensitive. Above 2,500 feet, it is considered extremely fragile. Slopes greater than 15% are found throughout the town. Development in these areas usually results in erosion and stream siltation and can contribute to groundwater degradation because the potential for septic system failure and subsequent pollution is much greater. Development that can disturb fragile natural resources through removal of soil and vegetative cover on these slopes is incompatible with sensitive water-bearing qualities of the area.

Soil potentials and limitations can be interpreted by soils specialists in determining suitability for subdivisions, farming, growing trees, domestic septic systems, and building sites.

### Mineral Resources

Proctor is located in the heart of the marble belt extending from Danby in the south to Leicester Junction at the north. The rich marble bed located in a low ridge on the west side of Otter Creek formed the foundation of Proctor's mineral deposits and provided the foundation for which Proctor was formed. The Vermont Marble Company which operated the Sutherland Falls quarry in Proctor experienced a period of tremendous expansion and prosperity from 1880 through the 1920's during which time Proctor marble was the material of choice for many monumental buildings throughout the United States. The Vermont Marble Company was purchased in the late 1970's by Pluess-Staufer, the Swiss parent company of the more familiarly



Source: RRPC, 2011



known OMYA Inc., which currently mines marble (carbonate rocks of grain sizes that are so small that they are more correctly called limestone) in Middlebury for crushing into calcium carbonate. While marble is no longer actively mined in Proctor, the OMYA Corporation maintains an office in the town and owns nearly 25 percent of the town's land area as well as several industrial era buildings.

Kame terraces in the vicinity of Proctor and adjacent to U.S. Route 7 southeast of Pittsford have considerable reserves of good gravel.

### **Agriculture and Forest Resources**

Agriculture and silviculture are not only important economic activities in Vermont, but also are the foundation of a highly valued rural lifestyle and a significant factor in shaping the landscape. Land capable of supporting agricultural uses requires 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.

Much of Proctor's land area is suitable primarily or exclusively for agriculture and forestry purposes. Three actively managed forest resources in Proctor are OMYA's tract in the Town's northwest corner, the Town of Proctor Forest also in the northwest corner and the 551-acre Library Forest. Logging revenues from the Library Forest, donated by the Proctor Family, are used to endow the library's facilities and resources. In 2010 there were five farms actively operating in Proctor, up from four in 2001.



*One of five active farms in Proctor*

Prime agricultural soils represent truly unique resources due to their unique physical qualities, the importance of fertile soils to a stable economy and the need for increased local food production. Prime agricultural soils have natural fertility retention qualities, high organic matter content, favorable drainage, level to gently rolling slopes, sufficient depth and textural qualities as well as a high available moisture content. These factors in combination make such soils suitable for crop production.

Areas of primary agricultural production potential are particularly vulnerable to loss or alteration. Prime agricultural areas have few local regulatory protection, and from a purely physical perspective, are often extremely suitable for residential, commercial and industrial development.

Agricultural soils make up 337 of the total 3,983 acres in Proctor (8% of total land area).

They are divided into three classes, Prime (66 acres), Statewide (252) and Local (19 acres). These areas are shown on the Natural Resources #2 Map. Conserving agricultural resources is important to preserving rural character, and sustaining the traditional and economic resource which agriculture provides to Vermont's working landscape. Finding innovative ways to balance future growth with maintaining this critical resource is central to the planning process in Proctor. The Natural Resource Conservation Service (NRCS) has classified Vermont's soils into four categories with respect to their potential for agriculture – highest, good, low and limited. NRCS 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.

Wood and wood products are an increasingly valuable commodity. Productive woodlands can provide a source for raw materials and value added products for various forest products industries, such as woodlots for home heating fuel. Like high-quality agricultural soils, high-quality forest soils are scattered throughout the town and not limited to any particular landform. It is important to note that many soils classified as having high potential for agricultural production may also have high potential forestry and may overlap. Careful management of these resources in the future will reap benefits in economic, recreational, scenic and habitat realms.

### **Wildlife Habitat and Rare, Fragile and Irreplaceable Natural Resources**

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, mast stands, fisheries and sites of rare plants and animals.

Other significant types of wildlife habitat include large intact forested tracts capable of supporting larger mammals and wildlife corridors. A wildlife corridor is an area of land used by wildlife to travel from one large block of habitat to another. In our area, the two blocks are the Green/Taconic Mountains and the Adirondacks, with a number of smaller "stepping stones in between. While most animals do not cover the entire distance between the mountain ranges, maintaining a continuous network of habitat from one to the other allows for genetic flow between animal populations and lets individuals range as far as they need.

As much of Proctor's land area is undeveloped, and un-developable, the town has considerable acreage that provides suitable habitat for Vermont's wildlife habitats, unique fragile areas, and natural heritage sites. A sizable tract in the Northwest corner of Proctor has been conserved by OMYA, Inc. Deer wintering yards have been identified and mapped

in the north-east and south-west corners of town. Proctor does not have any seasonal or bear production habitat within its borders.

Wildlife habitats and rare, fragile and irreplaceable natural resources are mapped on Natural Resources Map #1. It is critical that the town inventory and map natural resources to be protected and create language in the Zoning Regulations that reference and protect these areas.

### **Water Resources – Watersheds**

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 watersheds. Proctor is located in the Otter Creek Watershed, which drains into Lake Champlain making it a component or “sub-watershed” of the much larger Lake Champlain Basin Watershed.



*The Otter Creek, one of Vermont's most significant water resources, flows directly through the heart of Proctor.*

### **Water Resources – Surface Waters**

Surface water resources, which include lake, ponds, rivers, streams, and wetlands, provide many important benefits. 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.

The Otter Creek, some 75 miles in length, is the largest flowing body of water in the state and the most prominent aquatic feature in Proctor. The Creek flows northward, enters Proctor at its southern most boundary and meanders for approximately four miles before departing the town into Pittsford just north of the village center. There are no major tributaries to the Otter Creek in Proctor.

Industry was attracted to Proctor not only because of its proximity to marble deposits and sand supply, but because it had the largest waterfall in the state. The “Great Falls” of the Otter Creek drops more than 100 feet in less than a quarter mile. This makes it an ideal site for water driven power, one of the elements that let Vermont Marble Company become a significant marble producer for more than a century, and at one point a major supplier of hydropower in Vermont. The hydro-powered central generating system of GMP continues to serve a portion of Proctor’s energy needs today.

Several small water bodies are also located in Proctor: Beaver Pond, Olympus Pool, Reynolds Reservoir, and several ox bows and ponds left by Otter Creek.

### **Water Resources – Wetlands**

Wetlands are defined areas that are inundated by surface or ground water with a frequency sufficient to support plants and animals that depend on saturated or seasonally saturated soil conditions for growth and reproduction. These areas are commonly known as ponds, bogs, fens, marshes, wet meadows, shrub swamps, and wooded swamps. Wetlands often occur in association with lakes, ponds, rivers, and streams, creating transitional areas between dry land and open water. However, wetlands can also be isolated from any obvious connection to surface water.

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 Proctor are identified on Proctor Natural Resources Map 1.

In order to be classified as a wetland under Vermont law, an area must have wetland soils and wetland plants, in addition to at least seasonal water. Wetland soils are often anaerobic and the plants have adapted to growing in such waterlogged conditions. The Vermont Wetland Rules classify all wetlands into one of three classes. Classes One and Two are considered "significant" and protected under the Vermont Wetland Rules. All three wetland types are protected by Vermont's Act 250. Class Three wetlands are not within state jurisdiction and should be addressed under municipal regulations.

Proctor has 283 acres of Class II wetlands, as identified by the National Wetlands Inventory or 7% of the town's land area.

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.

Wetlands are not only unsuitable for building construction and onsite septic systems, they also protect and enhance water quality and shoreline areas. Wetland buffer shorelines from wave impact, slow stormwater runoff from uplands, remove phosphorus from the water during spring and summer growth periods and provide wildlife habitat. Wetlands slow and capture stormwater runoff storing it for recharge or springs and streams or wetlands themselves at a later time.

Local planning commissions and citizens should not assume that state or federal agencies can protect every wetland. The state's principal authority is to protect wetlands mapped on

the Vermont Significant Wetland Inventory maps and wetland areas contiguous to mapped wetlands. Many ecologically productive small wetlands may not be protected under the state's protection program. Also, some landowners may not be aware that a wetland is protected at the state level and unknowingly violate the state rules. Local officials often have more direct contact with landowners than state employees, and therefore can be very effective in providing landowners with the information they need.

Municipalities in Vermont have the regulatory tools to effectively protect wetlands. These include the municipal plan, zoning and subdivision regulations, shoreland protection bylaws, health ordinances and flood hazard regulations. Check 24 V.S.A. Chapter 117 for a complete description of the statutes governing municipal and regional planning in Vermont or call the Vermont Wetlands Office for more information. Municipalities also were given a responsibility in the 1986 wetland legislation to notify the state about developments in wetlands in 24 V.S.A. §4409.

### **Water Resources – Groundwater**

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 and areas surrounding wells are 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 these “areas of influence” as well as 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.

#### **Potential sources of surface and groundwater pollution:**

- Underground storage tanks for petroleum or other hazardous substances
- Pesticide and herbicide applications on agricultural land, resorts, residential properties, and utility rights-of-way
- Failing on-site wastewater disposal systems
- Old industrial and solid waste disposal sites
- Road salt
- Development along bodies of water
- Erosion and sedimentation from construction sites and other land disturbances

#### **Surface and groundwater protection measures:**

- Regulating on-site sewerage systems
- Surface water setback requirements
- Floodplain regulations
- Vegetated buffer strips
- Erosion control measures on slopes
- Protection of wetlands
- Back-road maintenance

The majority of Proctor’s residents are supplied with water by a municipally owned system. The principal sources of water are a surface water spring in the Town of Chittenden and a

well in the river flood plain just off Field Street in the northeast section of the Town. Domestic water in the areas not served by the municipal system is obtained from either wells or springs. A wellhead protection area has been established for the Field Street well. The Chittenden Spring, a surface water source, is inspected regularly, and debris of all kinds is removed to prevent contamination. Locating clusters of private wells and then protecting the source(s) from which the water is drawn is one way to attempt groundwater protection when there is no single community source. Households reliant on individual sources should become familiar with the primary threats to groundwater quality listed above and take precautions to ensure the protection and maintenance of their drinking water supply.

### **Flood Hazard Areas and Floodplain Management**

A floodplain is the flat land adjacent to rivers and streams that is periodically inundated to varying depths during periods of high water. Small floods tend to be more frequent than large ones. The 100-year flood frequency is used as the standard for delineating flood hazard areas by the Federal Insurance Administration. The 100 year flood will have a one percent chance of being equaled or exceeded in any given year. The large 1927 flood is estimated to be a 100-year frequency and was used as a standard for mapping floodplains.

An important function of floodplains is the storage and conveyance of flood waters. New development and the associated fill placed in a floodplain can obstruct flood flows and reduce the ability of the floodplain to store water, which can subsequently cause floodwaters to rise to higher levels on upstream and adjacent properties. Municipalities should consider the effects of floodplain encroachment on all properties when making land use planning and management decisions.

Flood hazard areas are identified on Proctor Natural Resources Map 1 and in more detail within the Digital Flood Insurance Rate Map (DFIRM) for Proctor updated in 2008 by FEMA and the State of Vermont. 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 administered by the National Flood Insurance Program (NFIP). Should the community or property owners fail to meet these NFIP requirements any federal and federally related financial assistance for buildings in the flood plain will be unavailable to either the community or property owner.

The most cost-effective way for towns to mitigate flood hazards is avoidance: limiting building and other investments in river corridors. In addition to preventing future flood losses to structures built in hazardous areas, this approach avoids constraining a river, allowing the stream or river, over time to become more stable. Statute 24 V.S.A. §4424 specifically authorizes towns to adopt zoning for shorelines, floodplains, and other hazardous areas, including fluvial erosion zones. Municipalities are uniquely enabled to apply local land use planning and regulations to preventing fluvial hazards and can do so by applying local knowledge and historical perspective to craft approaches that can work for each particular municipality. Although adopting land use regulations to mitigate flood hazards are likely to be controversial or even unpopular in some communities, municipal



officials have a responsibility to consider these measures, as they can have important long-term public health and safety benefits, as well as the economic benefits of reduced flood losses.

Unfortunately, most communities in Vermont rely solely on the minimum standards of the NFIP to protect their communities from flood hazards. However, all communities should recognize that floodplain management based solely on NFIP minimum regulations allows for development in floodplains that will reduce the floodplain's ability to convey and store water and will cumulatively result in increases in the 100-year flood elevation. A rise in floodwaters not only can cause properties that were once flood-free to now be flood-prone but can also cause increases in the velocity of floodwaters, thereby increasing the potential for erosion of stream banks during flooding.

In addition to not preserving the floodplains' flood storage and conveyance functions, NFIP minimum standards do not preserve other natural and beneficial functions of the floodplain, such as water quality maintenance and protection, groundwater recharge and discharge, and biologic resources and functions, which can have negative impacts on a community's economic and other resources. Therefore, communities should consider adopting flood hazard area regulations that are more stringent than the minimum requirements of participation in the NFIP. Communities that adopt more stringent regulations are eligible to receive insurance premium discounts for their residents through participation in the Community Rating System.

### **Fluvial Erosion Hazard Mitigation and River Corridor Protection**

While inundation-related flood loss is a significant component of flood disasters, the more common mode of damage is associated with Fluvial Erosion, streambed and streambank erosion often associated with physical adjustment of stream channel dimensions and location during flood events. These dynamic and oftentimes catastrophic adjustments are due to erosion, debris and ice jams, or structural failure of or flow diversion by human-made structures. Without the expertise and tools to manage fluvial erosion hazards, towns have been helpless to break out of this cycle of repetitive and costly flood damages.

The benefits of understanding and planning for fluvial erosion hazards are numerous and diverse. It is important to remember that fluvial erosion hazards are just that: hazards that can jeopardize public safety and cause enormous economic losses to individuals and to the public. As a result, local governments have a responsibility to protect citizens and their property by acknowledging and mitigating (reducing or moderating) fluvial erosion hazards. Fluvial erosion hazard mitigation activities can lead to benefits that are hard to put a price tag on, like healthier rivers, enhanced recreational opportunities, improved aesthetics, and better fish and wildlife habitat.

Municipal adoption of a Fluvial Erosion Hazard overlay district is one of the best avoidance strategies for fluvial erosion hazard mitigation. An overlay district is an additional zoning requirement placed on a specific geographic area (in this case the FEH zone) without changing the underlying zoning. The degree of protection afforded by an FEH overlay

district depends on the exact wording, but could include limits on structures, land use activities, or even vegetation. Limiting development within an overlay district based on the boundaries of an FEH map has two major functions. First, it will prevent development in hazardous areas, reducing costly flood losses. Second, it will prevent river corridor encroachment, which would increase overall fluvial erosion hazards and even impede a river's natural tendency to adjust toward a more stable condition.

### **Riparian Buffers**

A riparian buffer is a band of vegetation between human land uses and surface waters that serves in many ways to protect the water quality and aquatic habitat of the adjacent river, stream, lake, pond, or wetland. A buffer needs to have certain characteristics in order to provide a phosphorus removal function. The most effective buffer is a natural, diverse, multi-layered plant community with a well developed duff layer, uneven and uncompacted ground surface, natural obstacles (e.g., downed trees, rocks, branches), and no eroded or channelized routes for water to take through the buffer zone.

The phosphorus removal effectiveness of vegetated buffers depends on the width of the buffer zone, the hydrologic soil group within the buffer, the average slope of the buffer area, and the type of vegetation in the buffer. There is no minimum statewide setback or buffer requirement in Vermont. Vegetated buffers are required on projects adjacent to surface waters that go through the Act 250 land use permit review process, but for most development activity, buffer protection depends on local level decisions.

Towns have a clear legal authority under state statute to regulate riparian buffers and should adopt a minimum setback and buffer requirement on all rivers, streams, lakes, and ponds. This requirement can be included as one of the general regulations in the zoning bylaws, and then would apply to all projects town-wide. Alternatively, a buffer requirement could be included as a district standard, and the setback and buffer distance could vary depending on the nature of the district.

The Agency of Natural Resources Riparian Buffer Guidance (12/9/05) recommends a buffer zone width of 50-100 feet for streams and 100 feet for lakes, with greater or lesser widths possible when on-site evaluations are conducted by appropriate staff. The recommendations in the draft buffer procedure are directed at projects subject to Act 250 permitting or other Agency of Natural Resources regulatory programs.

The Vermont League of Cities and Towns has produced a model riparian buffer ordinance and technical paper to offer guidance to towns that are interested in adopting regulations that protect and conserve riparian buffers. The ordinance can easily be modified and incorporated into existing land use regulations. It can also dovetail with the objectives of the National Flood Insurance Program and River Corridor Protection Plans.

### **Stormwater Management and Site Design**

The management of stormwater runoff is at once a simple concept and a complex problem. Precipitation runs off impervious surfaces rather than infiltrating naturally into the soil. The

cumulative impact resulting from the increased frequency, volume, and flow rate of stormwater runoff events can lead to destabilization of downstream channels and can also result in increased wash-off pollutant loading to receiving waters.

Phosphorus and other pollutants in stormwater runoff are addressed to some extent for new developments in Vermont that require state stormwater discharge permits or state land use (Act 250) permits. Erosion control and stormwater management requirements are generally included as conditions in these permits and these practices help limit new sources of phosphorus loading caused by land development. However, these permits are required primarily for large projects, and many small developments may have a significant cumulative effect on urbanization and phosphorus loading to Lake Champlain. Few local programs exist in Vermont that adequately limit phosphorus runoff from new development.

Simple erosion control measures are possible for one or two family dwellings and accessory uses. These can include setbacks and buffers along surface waters, wetlands, and property lines so that no soil or water moves into these areas. They can also include the use of stone check dams, silt fence, stormwater diversion ditches, designated areas of infiltration, seeding, and mulching. At the municipal level, simple erosion control measures should be required for one or two family dwellings and accessory uses through the permit application process. The applicant should provide the following information on the applicable municipal permit application:

- The locations of any surface waters and wetlands.
- How the structure and any disturbed soil will remain at least 50 feet from these features.
- Where the limits of disturbance will be and how the applicant is minimizing the area of disturbance.
- Where silt fence or stone check dams will be installed.
- Where any roof and driveway runoff will go to infiltrate once the house or structure is complete.

Impervious surfaces are surfaces which cannot be effectively penetrated by water. Examples include pavement, buildings, and gravel surfaces. There is a direct link between impervious surface coverage and phosphorus export to surface waters. Replacing natural cover and soils with impervious surfaces will lead to greater phosphorus loading to surface waters, increased runoff volume and velocity, and long-term, adverse hydrologic changes through flooding and channel erosion. Pavement areas such as streets, driveways, and parking lots, produce the most serious phosphorus runoff potential. Commercial, industrial, and high-density residential land uses often contain the most impervious surfaces used by vehicles.

Careful site planning can reduce the impervious area created by pavement and roofs and the volume of runoff and phosphorus loading. Careful site planning can also preserve the natural topography, drainage, and vegetation by preserving intact as much as possible the natural features that help retain runoff. Natural depressions and channels act to slow and store water, promote sheet flow and infiltration, and filter out phosphorus-bearing sediment.

Zoning codes and development standards affect the amount of runoff generated by projects by defining street widths, housing densities, setback distances, and other factors. Development standards should encourage minimization of impervious surfaces and use of open vegetated channels for stormwater runoff. Provisions for narrower streets, shorter or shared driveways, smaller parking spaces, and reduced setback distances from roads should be part of urban or suburban zoning regulations. Alternative modes of transportation such as mass transit, bike paths, and commuter parking areas should also be encouraged in order to reduce the need for new roads and parking. Planned unit developments that concentrate development while maximizing open space should be encouraged. Open space preservation should maximize natural surface water corridors and buffers. Existing parking ratio requirements should be reviewed to see if lower minimum ratios are warranted and feasible. Maximum parking ratios should be established in order to curb excess parking construction. The initial subdivision proposal should ensure that lots with difficult access are not created.

### **Air Quality**

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 areas. 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. Small towns like Proctor 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 Proctor'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 and can come in all forms including historic structures, roads, waterways and views.

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 Proctor's quality scenic and open space resources. These resources should be mapped, inventoried and identified for protection in updated town plans and land use bylaws.

## Natural Resources Goals and Action Items

### Goal

Identify, protect, and preserve the natural areas within Proctor and ensure that the amount and distribution of population density and land uses is consistent with environmental constraints and supports the longevity of natural resources.

### Goal

Protect and retain the present amount of significant surface waters, wetlands, and groundwater resources in Proctor and enhance the opportunities for access, recreation, education and natural beauty in these areas.

#### Action Items:

- Prohibit any development that will degrade water quality in Proctor.
- Maintain and enforce setback and vegetative buffer requirements in Proctor zoning regulations for development along lakes, rivers, and streams.
- Consider large lot zoning adjacent to water bodies in Proctor zoning regulations.
- Inventory and Map all significant water resources and specifically identify for protection in updated town plans, maps and land use bylaws.
- Provide for the long-term stewardship of and the protection of existing high quality aquatic features and riparian habitats throughout the town.
- Update land use bylaws to incorporate fluvial erosion and stormwater management protections.
- Preserved public access to surface waters for recreational uses.
- Promote awareness of potential groundwater contaminants.

### Goal

Protect streams, ponds, rivers and wetlands from pollutants and maintain them in their currently developed state.

#### Action Items:

- Discourage application of lawn fertilizers and pesticides along lakeshores and streambeds.
- Maintain and enforce setback and vegetative buffer requirements in Proctor zoning regulations for development along lakes, rivers, and streams.
- Encourage the use of Best Management Practices and assist farmers and landowners interested in learning more about how to employ these practices for water quality protection.
- Keep abreast of the State of Vermont – Department of Environmental Conservation's programs involving the Otter Creek.
- Restore and/or enhance the functions and values of wetlands already impacted by human disturbance.

### Goal

Maintain, improve and expand the quality of important agriculture and forest resources, when considering the future economic development.

#### Action Items:

- Enforce the requirements of the agricultural and forest districts as set forth in Proctor's zoning regulations.

- Preserve farm and forest lands and maintain the working landscape through conservation, agricultural easements, and land acquisition.
- The impact of development on or near soils identified as “Prime” or “Statewide” should be considered and protected during the permitting process.
- Encourage the use of Best Management Practices and assist farmers and landowners interested 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 percent.
- Maintain and enforce setback and vegetative buffer requirements in Proctor zoning regulations for development along lakes, rivers, and streams.
- Continue the implementation of forest management plans.
- Ensure the viability of working lands associated with a sustainable forest products economy.
- Explore the conversion of portions of the Forest/Residential District to the Agricultural or Forest District to support working lands and prevent sprawling residential development.

**Goal**

Preserve Proctor’s rare, fragile and irreplaceable natural resources.

**Action Items:**

- Require site design that prevents fracturing of contiguous tracts of habitat area.
- Maintain and possibly expand Proctor’s Forest Districts.
- The Town of Proctor Protected Areas Map should be updated to include other rare, fragile and irreplaceable natural resources such as bear habitat, migratory staging areas for waterfowl, mast stands, fisheries and sites of rare plants and animals.
- Ensure the maintenance and conservation of existing contiguous forest habitat within Proctor and between Proctor and neighboring communities, especially on the eastern and western boundaries.
- Map and inventory Proctor’s rare and threatened plant species identify for protection in updated town plans, maps and land use bylaws.
- Promote the use of acceptable soil erosion control measures in development of slopes in excess of 8%.
- 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.
- Identify parcels to be protected and contact the Vermont Land Trust or Vermont Housing and Conservation Board.

**Goal**

Help to maintain or improve air quality in the Rutland Region.

**Action Items:**

- Improve public awareness of air quality issues and steps that can be taken to reduce pollutants.
- Encourage land use patterns that reduce the need for automobile transportation and encourages 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.



**Goal**

Protect Scenic roads, waterways and views.

**Action Items:**

- Map and conduct a town-wide view shed analysis to identify significant scenic resources and identify for protection in updated town plans, maps and land use bylaws.
- Require site design that protects scenic roads, waterways and views
- Require applicants proposing projects that may have broad visual and sound impacts to provide a detailed view-shed and sound analysis prior to construction.
- Require through zoning regulations that utility lines to be buried in all new construction.

**Goal**

Facilitate the appropriate extraction of earth resources.

**Action Items:**

- Existing earth extraction operations should be permitted to continue to operate subject to appropriate conditions relative to surrounding uses and mitigation of impacts on natural resources identified in this section.
- If earth extraction operations cease, land should be property reclaimed so that, at a minimum, it may serve as passive open space.



*Sunrise over Proctor*

## **IX. FLOOD RESILIENCE**

### **Introduction**

Flood events are Vermont's most frequent and costly type of natural disaster. There are two types of flooding that impact communities in Vermont: inundation and flash flooding. Inundation is when water rises onto low lying land. Flash flooding is a sudden, violent flood which often entails fluvial erosion (stream bank erosion). The combination of flash flooding and fluvial erosion cause the most flood-related damage in the state. According to the Vermont Division of Emergency Management and Homeland Security, the state incurred costs of more than \$850 million from Tropical Storm Irene. Prior to and since Irene, Vermont has experienced more frequent and severe flooding and will likely continue to in the future.

### **Mapping Flood Hazard Areas**

To meet the new state requirement of identifying flood hazard and fluvial erosion areas and designating areas to be protected, maps are an essential aid. Because the methods of mapping inundation and fluvial erosion corridors differ significantly, river corridor maps are a critical addition to existing flood hazard maps. The National Flood Insurance Program (NFIP) was created by the Federal Emergency Management Agency to address inundation hazards. Flood insurance rates are based on Flood Insurance Rate Maps (FIRMs) or Digital Flood insurance Rate Maps (DFIRMs) which delineate areas of the floodplain likely to be inundated during a flood. These are identified as a Special Flood Hazard Area (SFHA) or with a 1% annual chance of flooding. Town participation in NFIP is voluntary. In Vermont, two thirds of flood damages occur outside of federally mapped flood areas.

Proctor has 41 structures in the Special Flood Hazard Area (SFHA). Just 27% of the structures in the SFHA are insured for flooding.

Vermont's River Corridor and Floodplain Management Program, developed by the Vermont Agency of Natural Resources (ANR), delineates areas subject to fluvial erosion. River corridor maps are designed with the recognition that rivers are not static ([http://floodready.vermont.gov/assessment/vt\\_floodready\\_atlas](http://floodready.vermont.gov/assessment/vt_floodready_atlas)). Development in the river corridor and stream channel engineering over time have increased channel instability. While these management practices may create the illusion of stability, these engineered channels when tested by a high flow cannot be maintained. Special mapping and geomorphic assessments can identify fluvial erosion hazard areas along rivers.

The Upper Otter Creek River which flows through Proctor has undergone a Phase 2 Stream Geomorphic Assessment (SGA) in 2009. However, no river corridor protection plan has been adopted. <https://anrweb.vt.gov/DEC/SGA/finalReports.aspx>

These studies and plans are vital in determining river and stream alterations, which affect water flows and could potentially lead to future flood damage. The SGAs and

River Corridor Plans suggest potential remediation actions that can be taken to reduce the risk of future flood damage including, planting stream buffers, stabilizing stream banks, removing berms, removing structures and restoring incision areas. Unmapped River Corridors/Fluvial Erosion Hazard (FEH) Areas of Proctor should be included in this Town Plan as they become available.

### History of Flooding

A number of significant flooding events have occurred in Proctor in the last decade alone, as indicated in the flood table below:

#### Recent Flooding and Fluvial Erosion History

Date	Event	Location
April 3, 2005	Flooding	Along Otter Creek
January 18, 2006	Flooding and ice jams	Along Otter Creek
April 12, 2011	Flooding from snowmelt and heavy rain	Along Otter Creek
August 28, 2011	Heavy rain causes devastating flooding damaging homes, business and roads. \$51,658 in FEMA Public Assistance provided to the Town.	Along Otter Creek
January 12, 2014	Heavy rain and snowmelt causes widespread field flooding	Along Otter Creek

The worst recurring flooding problems tend to cover the roads and disrupt traffic flow, but these are slow rising waters and damage to the roads, culverts etc. is typically minimal. According to Town of Proctor Staff, frequent problem areas include:

- West Proctor Road, TH 2
- Gorham Bridge Road, TH 6
- Rt. 3, TH 3
- Williams St, TH 34
- Florence Rd, TH 2
- Field St, TH 31

**Flood Hazard Area Regulations**

Proctor has designated a Flood Hazard District in its 2006 Zoning Map and adopted Flood Hazard Regulations in 2008 to comply with state law and to meet the requirements of NFIP. Fluvial Erosion Hazard Zones have not been incorporated into town bylaws. Proctor's land use bylaws could exacerbate flooding and fluvial erosion by allowing new development and fill in River Corridor or Special Flood Hazard Areas.

The current flood hazard regulations, since they do not include river corridor protection, do not qualify the Town for favorable (17.5%) state reimbursement rates after disasters as established in the Emergency Relief and Assistance Fund (ERAF) rules.

**Local Hazard Mitigation Plan and Local Emergency Operations Plan**

The Proctor Local Hazard Mitigation Plan (LHMP) was adopted in 2004 as an Annex to the Rutland Region All-Hazards Mitigation Plan, however the plan has since expired. The Town has been awarded funds to update the LHMP. Proctor does not have a current Local Emergency Operations Plan (LEOP); the last adopted emergency operations plan was adopted in 2010. The LEOP encourages flood preparedness and identifies a process for response planning.

**NFIP Participation**

The town's Flood Insurance Rate Map and Flood Insurance Study were first published in December of 1978. The Rutland County DFIRM became effective in August 2008; hydrology and hydraulics were updated in the DFIRM. Proctor joined the National Flood Insurance Program in 1978.

**Lands that Minimize Flooding**

There are natural features which protect against flood damage. These should be protected at all costs. Riparian buffers, for example, reduce flood hazards and stabilize stream banks, attenuate floods, provide aquatic and terrestrial habitat and wildlife corridors, filter runoff, absorb nutrients and pollutants, and shade streams to keep them cool. Wetlands, by acting as a natural "sponge," also prevent flood damage and are a vital component for maintaining the ecological integrity of land and water. In addition, upland forests also moderate flood impacts and attenuate flood impacts by mitigating the effect of steep slopes and gravity, which amplifying water velocity in rivers and streams. Water shed and River Corridor assessments aid communities in making knowledgeable and strategic decisions about how to best protect, manage, and restore natural watershed resources.

# Flood Resilience Goals and Action Items

## Goals

- Protect the citizens, property and economy, and the quality of the Town's natural resources by using sound planning practices to address flood risks.
- Ensure the Town is able to recover from flooding quickly and in a manner that improves flood resilience.
- Encourage development in Town that does not worsen flooding, and restore natural river functions.

## Action Items:

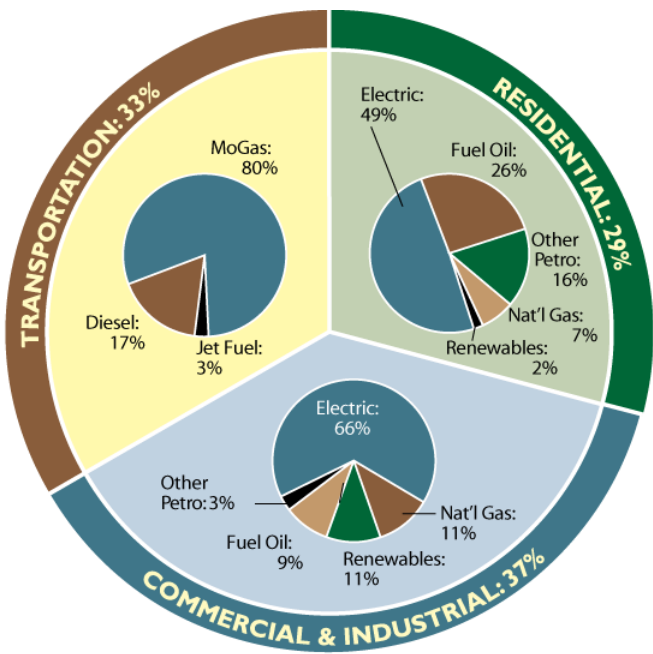
- **Study River Corridors** – Utilize the Phase 2 geomorphic assessment of the Otter Creek to secure River Corridor Plans and River Corridor (FEH) delineations.
- **Study Setbacks and Buffers** - In the absence of field-based river corridor assessments, the community will use setback and buffer standards to address hazards, water quality, and habitat impacts using Vermont DEC setback recommendations. Keeping structures 50 feet back from the top of stream banks is the recommended state minimum.
- **Identify other lands to prevent flooding**
  - Maintain vegetated buffer strips in riparian zones surrounding streams and rivers.
  - Maintain upland forests and watersheds for predominately forest use.
  - Require new development to preserve vegetated riparian buffer zones that are consistent with state riparian buffer guidelines.
  - Work to develop more consistent, accurate and thorough identification of wetlands areas through the use of best available data and the adoption of updated maps.
  - Identify all flood areas not designated in FEMA's maps or in VT's ANR's maps, but which are flooded during a weather event, should be added to local flood regulations.
- **Enhance Flood Hazard Area regulations**
  - Require all development which impact wetland areas provide restore and enhance additional wetlands to improve town's flood resilience.
  - Prohibit fill, structural development or intensive land uses in wetlands unless there is an overriding public interest.
  - Encourage green infrastructure techniques in stormwater regulations
- **Restore natural river functions** - Work with RRPC, ANR, towns and landowners to lessen flood risk by reconnecting river channels to historic floodplains through berm or dam removal or intentional lowering of stream banks.

- **Discourage new fill, construction and infrastructure in flood hazard and fluvial erosion areas**
  - Prohibit new buildings within river corridors.
  - Consider moving or abandoning roads in flood areas when there are more cost effective solutions or other routes.
  - Emergency services, wastewater treatment plants, power substations, and municipal buildings shall not be built in special flood hazard areas.
- **Reduce percentage of impervious surfaces** - Limit the number of rooftops and pavement, by using permeable surface materials, employing disconnection practices, by implementing Low Impact Development (LID) principles, and other methods to increase stormwater retention and infiltration.
- **Update Flood Hazard Regulations** - Update flood hazard area and river corridor standards to meet standards in the current Vermont flood hazard area regulation model #4. The Town should work with the RRPC to update its flood hazard regulations and secure geomorphic assessments and River Corridor data.
- **Emergency Management Planning**
  - Develop and maintain a Local Emergency Operations Plan annually.
  - Work with first responders and the highway department to plan improved emergency response capacity (operations, training, and equipment) during natural disasters as identified in the Local Emergency Operations Plan.
  - Hazard Mitigation Planning - Recruit and support a community committee to pursue flood hazard mitigation efforts.

**X. ENERGY**

Energy is critical to every aspect of our lives. We rely on the energy we obtain from our food, the energy that is in the fuel that heats our homes and moves our vehicles and the energy that generates the electricity that runs our appliances, machinery, computers and telecommunication systems. Most of the energy we use, and have come to rely upon, is derived from “nonrenewable” fossil fuels and, to a lesser extent, nuclear fuels. This energy has been abundant and cheap, but supplies are becoming scarcer and oil, natural gas, coal and uranium ever more expensive to extract. Energy prices have been rising and will continue to rise at an increasing rate; eventually, procuring an adequate supply of these fuels to meet demand at any price will not be feasible. [Bennington Regional Energy Plan]

Energy Use in the Town of Proctor parallels patterns throughout other Vermont Communities - transportation and home heating are the two primary draws on fuel and energy. While energy use in Proctor is low and Vermont has the lowest per-capita energy use in the country, rising energy costs and the environmental impacts of energy production have made energy an important issue and a planning priority. The Proctor Town Plan shall encourage energy efficiency and conservation, recycling, innovative house siting and design and renewable and alternate power and fuel sources within the Town of Proctor and in cooperation with other organizations.



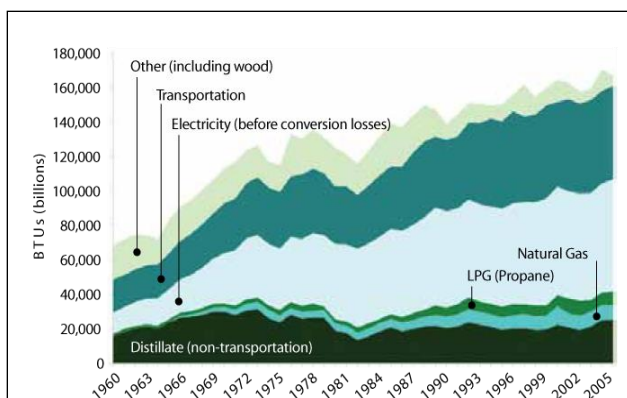
**Energy Use: Electricity**

According to the Vermont Department of Public Service, nearly 40% of the energy consumed in Vermont comes from electricity. Green Mountain Power (GMP) purchased the hydro-powered central generating system of the Vermont Marble Power Division of OMYA, Inc. located on Sutherland Falls in Proctor.

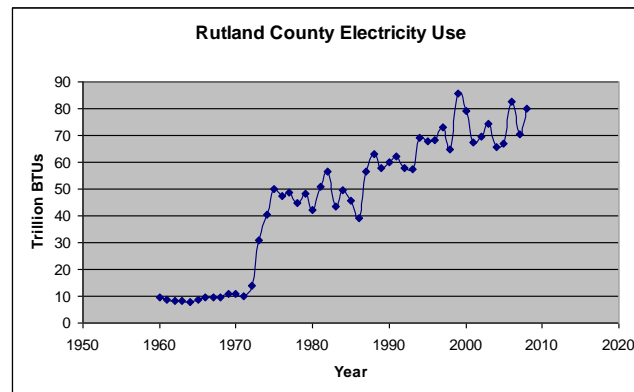
The system has the generating capacity of approximately 7000 kilowatts. GMP serves the electricity needs of the town through its district office in Rutland. See Utilities and Facilities Map for location of high-voltage lines.

**Table IX-1. Vermont’s Energy Mix**  
Source: VT Department of Public Service, 2011



**Table IX-2 Vermont's Energy Mix**

Source: VT Department of Public Service

**Rutland County Electricity Use**

Source: US Census

Hydroelectric power use has many advantages: it is renewable, has no emissions, uses fully developed technologies and has available new technologies that can improve efficient operation. Disadvantages associated with hydropower use include its seasonality, variability in stream flow and its environmental impacts on river habitats that can be severely damaging if projects are not carefully constructed and managed.

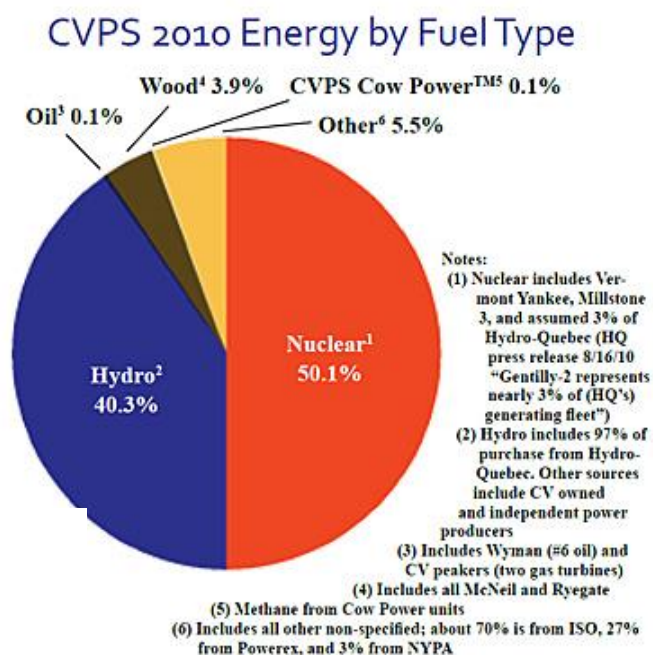
Now that GMP owns the power facility, Proctor's electricity source has become less localized. Most of GMP's power is currently purchased through long-term contracts with Vermont Yankee Nuclear Power and Hydro-Quebec. While both of these energy sources are reliable and stable, there is uncertainty about the long-term viability of these sources due to the approaching expiration of their contracts. The changing ownership structure of GMP will also impact Proctor's source and cost of electricity. The below chart details CVPS (now GMP) Energy by Fuel Type in 2010.

### Energy Use: Transportation

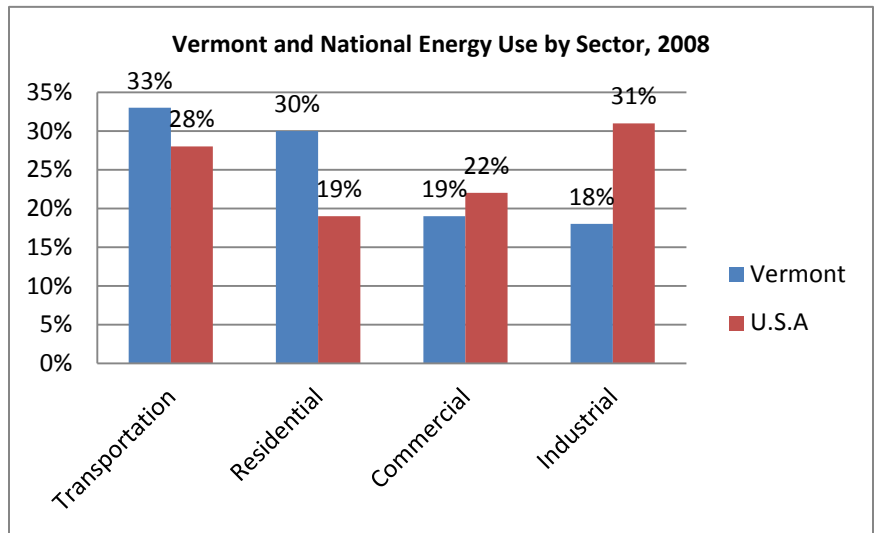
Transportation is a significant consumer of energy in the Rutland Region and Vermont as a whole, due to our rural nature. According to the Vermont Department of Public Service, transportation accounts for 33% of all energy consumed in 2005. Private automobile use is the primary source.

**Table IX-4. CVPS 2010 Energy by Fuel Type**

Source: CVPS



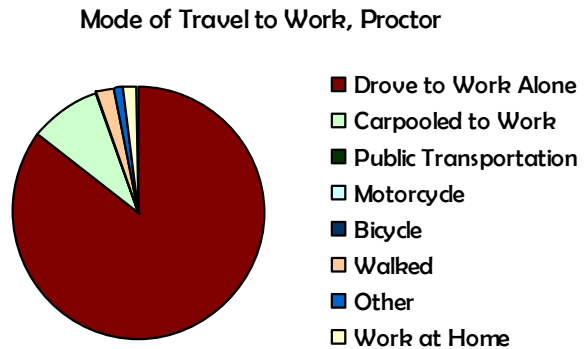
87% of Proctor residents work outside of the town and commute on average 22 minutes. 86% of Proctor residents drive to work alone, which is the highest rate in Rutland County. The Region's bus service, "The Bus" makes four trips daily from Rutland City to Proctor. There are not many viable alternatives to driving to work. Car pooling is taking place but no formal town program is in place.



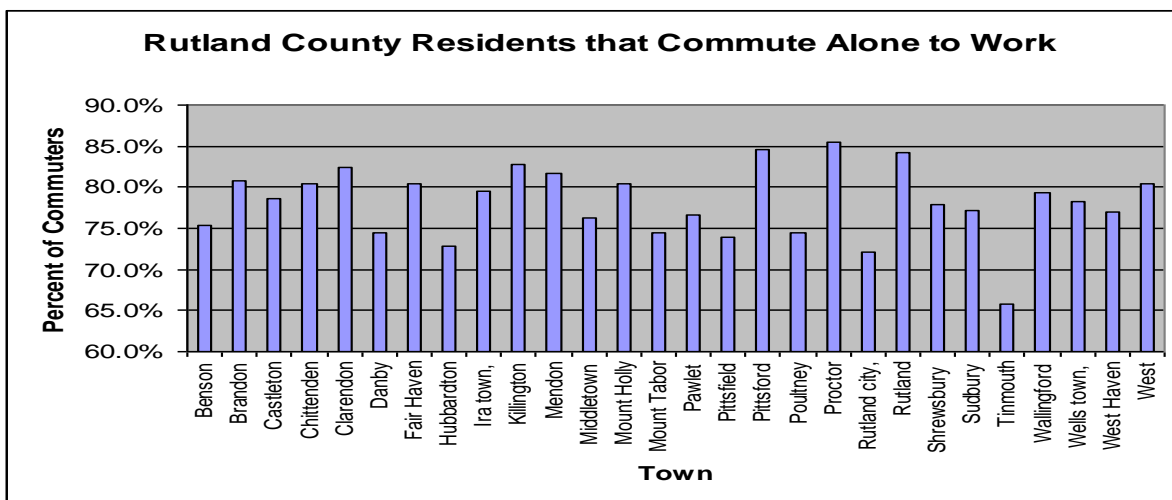
According to the Vermont Department of Public Service, energy consumption in the transportation sector increased by 23% between 1990 and 2001, resulting in a proportional increase in CO<sub>2</sub> emissions generated by transportation.

**Table IX-5. Vermont Transportation Energy Report**  
Source: Vermont Clean Cities Coalition, 2010

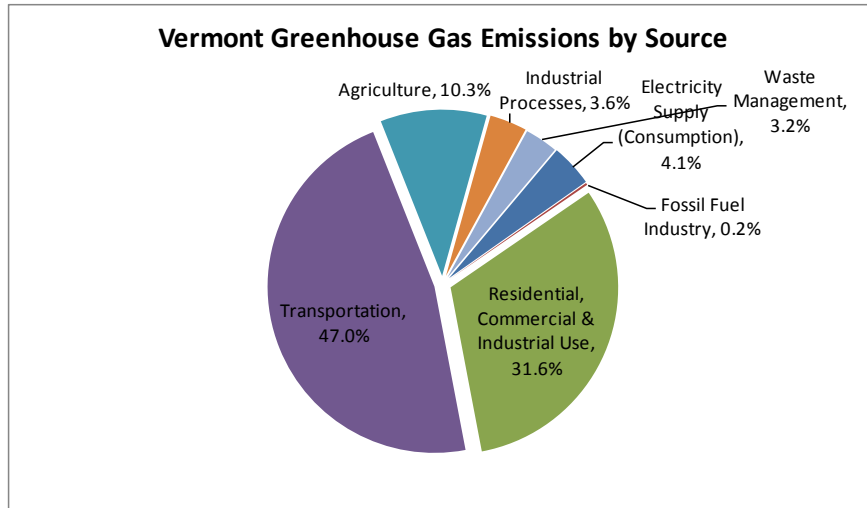
**Figure IX-6. Mode of Travel to Work, Source: US Census, 2010**



**Figure IX-7: Rutland County Residents that Commute Alone to Work**  
Source: US Census



Reducing energy for transportation will mean promoting use of more efficient vehicles and the development of compact village centers which support enough density to attract public transportation and encourage other modes of travel, such bicycle and pedestrian. In comparison to outer-edge, suburban development patterns, compact development reduces vehicle miles traveled (VMT) by 20-40% [Growing Cooler, Urban Land Institute].



**Figure IX-7. Vermont Greenhouse Gas Emissions by Source**

Source: VT Agency of Natural Resources, 2008

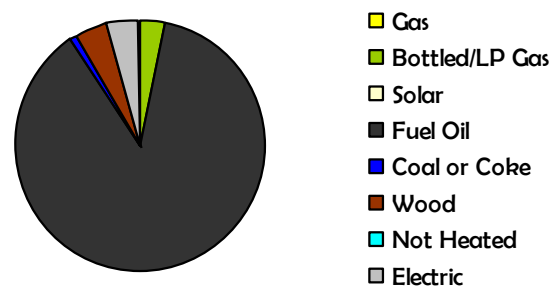
### Energy Use: Residential Heating

Heating and other related household activities account for 29% of all energy use in Vermont. According to the 2000 US Census, home energy use in Proctor is a combination of heating oil (82%), Wood (7.9%), Electric (4.6%), bottled/LP Gas (5%) and other (0.5%).

**Figure IX-8. Vermont Greenhouse Gas Emissions by Source**

Source: VT Agency of Natural Resources, 2008

**Residential Heating Source, Proctor**



### Alternative Energy Sources and Conservation Measures

Alternative energy in the form of “renewable” sources such as solar, wind, hydroelectric, biomass and geo-thermal can provide significant amounts of clean energy well into the future. Developing those resources is extremely important, but the total amount of energy that can be extracted from such resources is markedly less than what we currently obtain from fossil fuels.

To maintain a good quality of life, vibrant communities and prospering economies, we will have to develop conservation strategies that will let us use remaining nonrenewable fuels wisely to transition to a society that uses less total energy while using energy obtained from clean renewable sources as efficiently as possible. Proctor supports incentives to encourage the exploration of alternative energy sources provided they fit with the character of the town and natural environment.

**Solar** -Solar energy is the most commonly used source of renewable energy, although less than 1% of Vermont homes use solar for heating. Solar energy can be actively used for water and space heating and has the potential to offset 50% or more of the energy used to heat domestic water. The State of Vermont currently offers incentives for net-metering (selling excess solar energy back to the utility grid. There is also a federal rebate for 30% of the purchasing cost of a solar energy system.

**Wood**-4% of Proctor households use wood as a primary heat source. The number of households in Vermont that use wood as a primary heat source is decreasing, while the number using wood as a supplemental heat source is increasing. The weighted average for wood burning households is between 3.5 to 4 cords of wood per heating season.

**Wind**-Large and small scale wind energy generation is occurring more frequently in Vermont. Wind energy project have been proposed in towns north and south of Proctor along the Taconic Range. While permitting for large-scale wind energy projects is done at the state level by the Public Service Board, the town has formal party status at Public Service Board Hearings.

**The Town of Proctor does not support ridgeline wind towers.**

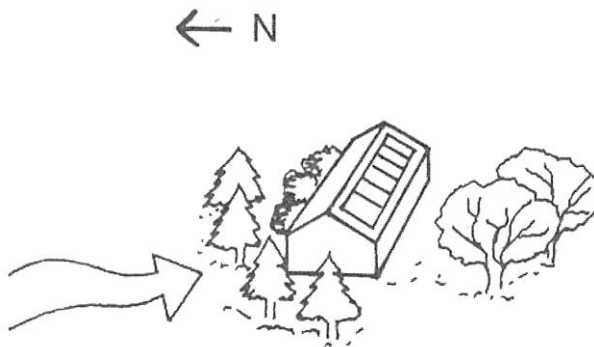
Although municipalities have little control over the fluctuations in the global energy market, there are many steps they can take at a local level to help their citizens and government offices function cost-effectively and with the smallest possible impact on the environment:

- **Development Patterns** - Land use patterns are a significant factor in determining energy consumption. A significant asset of the Town of Proctor is its development pattern, featuring compact development which supports higher density and mixed use village/town center economic development. This pattern reduces demand for transportation related consumption by locating goods and services in proximity, facilitating other, more efficient means of transportation such as pedestrian and bicycle. Compact development patterns support district heating possibilities by renewable sources. Supporting compact development surrounded by rural open areas and working lands also maintains the traditional land use pattern that residents and visitors associate with the history and character of the town.

The Town's current zoning bylaws allow for higher densities in the village center and encourage planned unit developments (PUDs), which require that buildings be

clustered for more efficient uses of land and energy resources.

- **Efficient building design** – The way that buildings are sited and constructed can affect the amount of energy needed to access and use them. Building energy efficiency measures include low-flow toilets and shower heads; energy efficient appliances and lighting; local materials; passive heating and cooling, through building orientation, proper fenestration and landscaping; solar hot water; extra insulation and renewable heating sources such as wood and geo-thermal.



*Illustration shows basic building orientation and landscaping that maximizes passive heating and cooling.*

By nature of their design, single family structures are generally less energy efficient in northern climates such as Vermont, due to the number of outside walls per dwelling unit. Multi-family structures, with more common interior walls, provide greater thermal integrity against the elements. A greater mix of single and multiple unit structures would improve energy efficiency on the municipal level, resulting in reductions in per capita energy consumption.

- **Solid Waste Management** – The Rutland County Solid Waste District accepts a number or recyclables. Separating recyclables from trash not only reduces the amount of solid waste that enters landfills, it also reduces energy consumption. According to Casella, the amount of energy it takes to recycle an aluminum can is one percent of the energy required to create an aluminum can from raw materials.

#### Ideas for Promoting Community Energy Efficiency:

- Conduct energy audits and energy efficiency upgrades to public buildings
- Residential building audits and energy efficiency upgrades
- Compact Fluorescent Light-bulb exchange programs
- Enact land use bylaws which promote compact development patterns and discourage “strip” development and sprawl.
- Purchase energy efficient appliances
- Lights out policies (night-time, not in use)

- Municipal street light LED change-out programs
- Water treatment efficiency retrofits (grey water reuse, high efficiency pumps)
- Building sidewalks and bike paths
- Hold a community energy fair
- Municipal Property Assessed Clean Energy (PACE) Program
- Acquire and manage (sustainably) town forests
- Form a local energy committee
- Encourage citizen participation in statewide and regional energy programs such as: Button-Up Vermont, Vermont Community Energy Mobilization, and the Way-to-Go Commuter Challenge.

### **Regulatory Implementation – Putting Energy into Local Bylaws**

The following is language from *VSA 24, Chapter 117 – Municipal and Regional Planning and Development*, regarding energy planning. This, or similar language may be used in local land use regulations to address energy issues.

"A proposed **conditional use** shall not adversely affect:

- **(v) Utilization of renewable energy resources."**

"In reviewing **site plans**, the [board] may impose appropriate conditions and safeguards with respect to:

- **...circulation and parking, landscaping and screening; the protection of the utilization of renewable energy resources."**

"Subdivision bylaws may include:

- **(C) Specific development standards to promote the conservation of energy or to permit the utilization of renewable energy resources, or both."**

Planned Unit Development:

- **Any municipality may adopt zoning regulations providing for planned unit developments to encourage new communities, innovation in design and layout, and more efficient use of land."**

## Energy Goals and Action Items

### Goal

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

#### Action Items:

- ❖ Encourage all new public and commercial construction to meet advanced energy standards.
- ❖ Encourage residents and businesses to Efficiency Vermont Programs
- ❖ Encourage residents to take advantage of local organizations such as NeighborWorks of Western Vermont for energy and lighting audits and loans for energy efficient building improvements.
- ❖ Implement the building improvements outlined in the Technical Energy and Lighting Audit of the Proctor Town Offices, funded by the Rutland Regional Planning Commission.
- ❖ Replace exterior lighting with efficient LED bulbs.
- ❖ Reduce municipal solid waste creation by enhancing recycling programs Encourage the use of renewable sources of energy such as wind, solar, wood, bio-mass and geo-thermal.
- ❖ Explore district heating possibilities.

### Goal

Promote energy efficient land use and transportation patterns.

#### Action Items:

- Maintain mixed-use, compact development patterns to reduce vehicular travel and encourage bicycle and pedestrian travel.
- Maintaining existing language in Town of Proctor Zoning Ordinance which preserves compact village development surrounded by rural countryside.
- Encourage commercial development in the Village Center, rather than on the outlying areas.
- Design roadways to accommodate all forms of transportation; pedestrian, bicycle, bus and automobile.

#### Action Items:

- ❖ Encourage energy efficient design and siting of buildings to reduce energy costs and utilize local organization programs such as then Neighborworks of Western VT's HEAT Squad, which received federal funding for energy audits and building retrofits..
- ❖ Allow flexibility in the siting of solar energy systems in the Proctor zoning regulations.
- ❖ Encourage the use of carpools, vanpools, and public transit for commuters and others.
- ❖ Encourage bike paths and ride-share/park and ride programs to reduce vehicular transportation.

### Goal

Educate and encourage citizen participation in statewide and local energy conservation programs.

#### Action Items

- ❖ Form a town Energy Committee.
- ❖ Explore Property Assessed Clean Energy Districts (PACE)
- ❖ Use Town Meeting Day to increase energy awareness.
- ❖ Promote energy conservation programs such as Button-Up, Way-To-Go VT commuter challenge and the Vermont Community Energy Mobilization Project.



## XI - HOUSING

A sufficient supply of quality housing is necessary for any community that expects to have strong, healthy families, a vibrant economy and stable workforce. The Town of Proctor is blessed with a beautiful, quality and dense housing stock; located within walking distance of the village center.

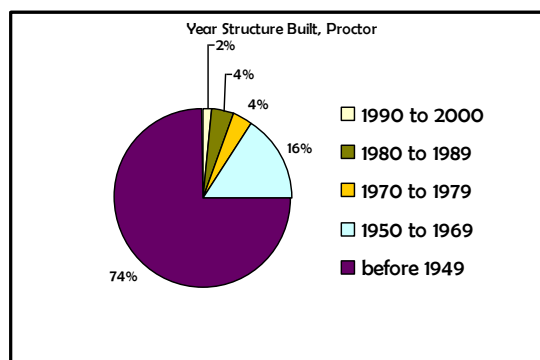
Housing in Rutland County and the State of Vermont, particularly affordable housing, is a concern. A 2011 report by the National Low Income Housing Coalition entitled *Out of Reach*, found that in order for Vermonters to afford a modest two-bedroom apartment (\$990 per month), including utilities and without paying more than 30% of income on housing, a household must earn \$19,04 per hour or \$36,596 annually.

According to the 2009 “Between a Rock and a Hard Place” report published by the Vermont Housing Council and Vermont Housing Awareness Campaign, the State of Vermont has the tightest rental housing market in the nation. The rental vacancy rate was 3.5%. The homeownership vacancy rate was 1.6%, the fourth lowest in the nation.

In Proctor, 53% of rental households paid more than 30% of their income on housing between 2005 and 2009. During the same period, 34% of all homeowners spent more than 30% of their income on housing [VHFA]. Homeownership in Vermont is also difficult for many credit-worthy households due to high up-front costs and a tight credit market.

### Existing Conditions and Occupation

Proctor has an existing settlement pattern typical of many New England towns; a compact village center surrounded by rural countryside and working lands. It is a predominantly residential community with most houses located within a ½ mile radius of the village center. Many of these homes were built by the Vermont Marble Company between 1890 and 1910 for employee housing. 90% of Proctor’s housing stock was constructed before 1970, and approximately 75% constructed before 1949 [VT Indicators, 2011].



*A majority of Proctor’s housing stock provides quality examples of late 19<sup>th</sup> and early 20<sup>th</sup> century New England architectural styles.*

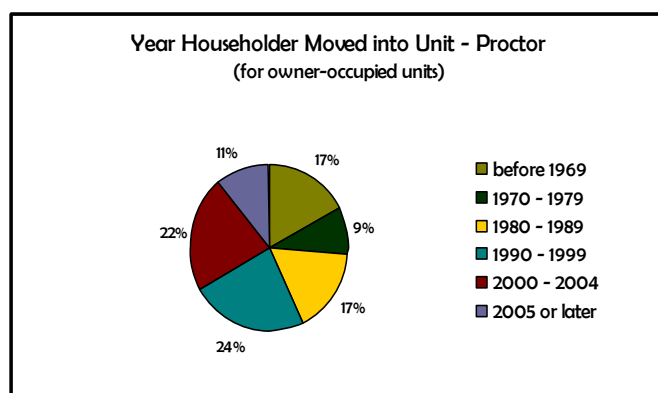
**Table IX-1 Proctor Housing Stock and Occupancy Status (1990, 2000, 2010)**



Town of Proctor	1990	2000	2010
Total Housing Units	818	791	780
Total Occupied Units	765	756	717
Owner Occupied	558	558	553
Renter Occupied	207	198	164
Vacant Housing Units	53	35	63
Seasonal, Recreational or Occasional Use	6	6	13

**Table IX-2, Source: US Census**

Housing data for 2010 corresponds with the Town of Proctor's decrease in population. Since 1990, the number of total housing units and total occupied units has decreased by 10%, however, the number of owner-occupied units has remained constant. It is the renter population that has decreased by 8% since 1990, suggesting that the loss in total housing and occupied units has corresponded with a smaller rental population. According to the 2010 Proctor Community Survey, housing (especially the lack affordable rental housing) was not an issue.

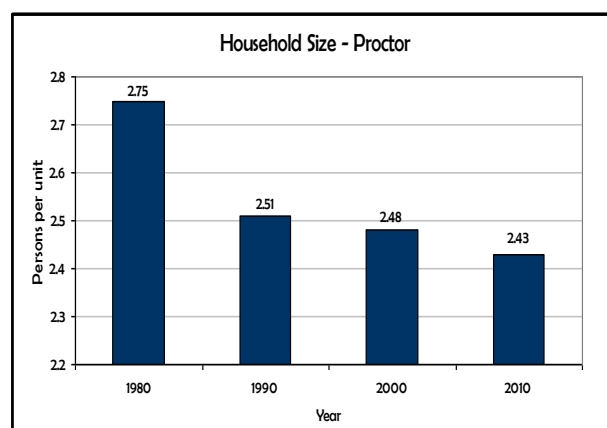
**Table IX-3: Year Householder moved-in**

Household size in Proctor continues to decline, reflecting statewide and national trends. This is attributed to many factors including aging of the baby boomer generation, relocation of young adults due to lack of employment opportunities and lower birthrates among whites, which is the largest ethnic group in Proctor.

### 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

Vacant housing units have remained constant. Seasonal, recreational or occasional use structures increased significantly. Although owner occupied households have remained constant, the distribution of when a householder moved into a unit has remained steady over the last fifty years. This suggests that while homeownership is strong in Proctor, there are not as many long-term householders.

**Table IX-4: Household Size**  
**Source: VT Indicators, 2011**

US Census Bureau uses three measures to gauge housing condition:

- Overcrowding – units where there are more than one person per room
- 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.
- 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 2013 census, reported that 99.5% of housing units had complete kitchen and plumbing facilities, , indicating that the vast majority of housing units in town are not substandard.

### Housing Market and Affordability

Housing real estate markets drive residential land use settlement and land use planning. Proctor's low housing values combined with the reduction in supply, suggest that demand for housing is low. Only 6% of the total housing stock in Proctor has been constructed since 1980. There are assets which will provide constant demand for housing such as proximity to a job center (Rutland Region is the 2<sup>nd</sup> largest employment region in the state [dept of taxes]; small town feel, which residents value and attractive school system.

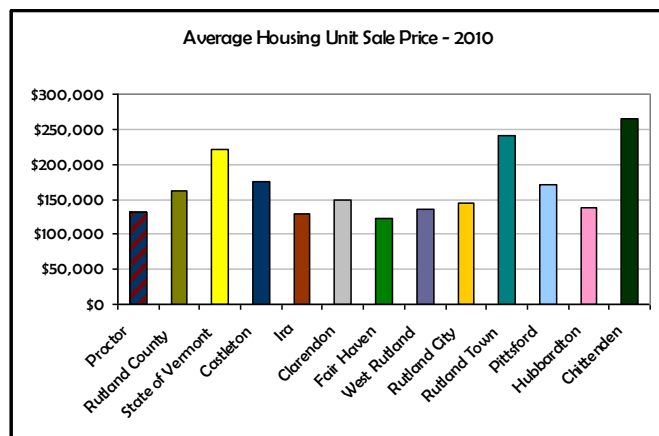


Table IX-4: Average Household Size  
Source: VT Indicators, 2011

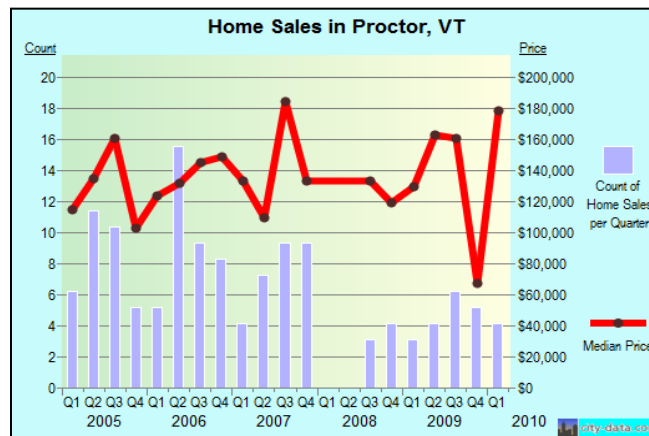


Table IX-5: Recent Home Sale Information  
Source: City-Data.com, 2011

Lower real estate values also provide opportunity for private sector investment and redevelopment of new and existing properties. The town is interested in redevelopment of OMYA properties in the village center, which would provide opportunities for mixed-use development with strong residential components.

Existing housing values have also served to physically preserve the original settlement pattern of the town, which is a unique asset. This could come under pressure if the areas in the Rural Residential Zones are developed to their maximum for residential uses. New residential development should be directed towards the village center, not the working and natural lands which surround.

Detracting from housing demand is the transportation costs to access job centers. Since commercial activity is low in the Proctor Village center, residents must drive to employment. The average commuter time is 22 minutes [US Census]. Without public transportation available, increasing fuel costs could further reduce the rental population.

Affordable housing in Proctor remains an issue and has land use planning implications, as all Vermont towns must ensure the availability of safe and affordable housing. The generally accepted standard for housing affordability defines housing as “affordable” if the household is paying no more than 30% to 35% percent of its income for rent and utilities or for mortgage, taxes and insurance. This standard may be too high when considering the rising costs of other necessities, such as health care, fuel and child care.

Affordability is determined by the cost of housing and the ability of people to pay that cost. As home prices and rents rise at a faster rate than wages, housing becomes less affordable for an increasing number of people. According to the 2009 “Between a Rock and a Hard Place” report published by the Vermont Housing Council and Vermont Housing Awareness Campaign, the State of Vermont has the tightest rental housing market in the nation. The rental vacancy rate was 3.5%. The homeownership vacancy rate was 1.6%, the fourth lowest in the nation. A healthy, stable housing market will have vacancy rates of about 3% in the homeownership market and about 5% in rental.

The average fair market rent for a modest two-bedroom apartment in Rutland County in 2011 was \$851. In order to afford this, the household would have to earn \$16.37 per hour (\$34,040 per year) or 201% of state minimum wage (80 hours per week).

The percentage of renters paying more than 30% on rent in Proctor is 53%. This is well above the Rutland County average of 45% and the State of Vermont average of 51%. The percentage of renters paying more than 50% on rent is 24%, which is higher than the Rutland County average of 19%, however, the same as the State of Vermont average. 34% of home owners in Proctor pay more than 30% on housing, which is below the county and state average and could be a reason why the homeownership rate is high [VT Indicators, 2011].

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. The following tables detail conditions of the rental housing market in Proctor, the Rutland Region and Vermont.

<b>Fair market rent (HUD), 2011</b>	<b>Proctor and Rutland County</b>	<b>Vermont</b>
... 0 bedroom unit (40%)†	\$559	\$704
... 1 bedroom unit (40%)†	\$732	\$808
... 2 bedroom unit (40%)†	\$851	\$990
... 3 bedroom unit (40%)†	\$1,125	\$1,287
... 4 bedroom unit (40%)†	\$1,440	\$1,481
<i>†County and town/village figures are identical, because HUD calculates county values only.</i>		

Table 7 & 8: Fair Market Rents and Housing Wage Source: National Low Income Housing Coalition

<b>Housing wage, 2011</b>	<b>Proctor and Rutland County</b>	<b>Vermont</b>
... 0 bedroom unit†	\$10.75 or \$22,360 annually	\$13.55
... 1 bedroom unit†	\$14.08 or \$29,280 annually	\$15.53
... 2 bedroom unit†	\$16.37 or \$34,040 annually	\$19.04
... 3 bedroom unit†	\$21.63 or \$45,000 annually	\$24.75
... 4 bedroom unit†	\$27.69 or \$57,600 annually	\$28.47
<b>Housing wage as % of state minimum wage (\$8.06), 2011</b>		
... 0 bedroom unit†	132%	166%
... 1 bedroom unit†	173%	191%
... 2 bedroom unit†	201%	234%
... 3 bedroom unit†	265%	304%
... 4 bedroom unit†	340%	349%

### 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. 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 2010 Census indicated that Proctor had 175 householders living alone. The 2013 data also indicated that 17% of occupied housing units were female-led households, with no husband present. 8.3% of Proctor's Census 2013 households were headed by individuals aged 65 years and older.

It is important to note that each of these figures represent increases from 1990, indicating that Proctor's special needs population was growing, and could likely result in an increased demand for lower rent housing. The twelve-unit "Proctor Place", currently the only subsidized housing available in town, is predominantly occupied by elderly individuals living alone.

Proctor does not have any mobile home parks; however, 19 housing units are considered mobile homes.

### **Future Regional Housing Needs**

According to the *Rutland Regional Plan*, "Changes in the Regions population structure and an ongoing need for additional housing units will continue to shape housing needs in the future." Among the key trends:

- In the next 15-20 years, a significant proportion of the County's population will retire. The result will be a need for assisted living facilities and accessible apartments.
- The availability of underutilized lots, both within existing urban and village centers, is limited throughout Rutland County and will continue to be redeveloped due to higher transportation and infrastructure cost associated with suburban development.
- The Region's population will continue to grow slowly, both in terms of year-round and seasonal residents. These influxes will add additional competition for homes and house sites and may inflate purchase and rental costs in certain communities.
- Household sizes have declined steadily over the past 30 years and are expected to do so into the future. The number of 1 and 2 person households will rise, making for a glut of larger homes and a need for smaller units.
- New construction in all towns will place additional burdens upon municipal services and continue to challenge town officials with how and where to accommodate housing.

## Housing Goals and Action Items

### Goal 1

Provide a variety of housing types that meet the needs of diverse social and income groups and is located conveniently to the village center and other services and necessary facilities, while protecting existing development patterns and natural resources.

#### Action Items:

- Maintain zoning regulations that allow dense residential development in the village center.
- 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).
- Improve bicycle access from the residential areas to the village center
- Secure a public transportation link to the job centers in Rutland
- Utilize “Complete Streets” transportation principals in all road projects to link and encourage pedestrian and bicycle travel
- Increase minimum lot sizes in the Forest/Residential District to discourage sprawl.
- Minimize the negative impact of new housing development of the town’s natural resources, municipal services and tax burden.
- Promote energy efficiency in new construction and rehabilitation of existing facilities and homes.

### Goal 2

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.

#### Action Items:

- Establish working relationships with non-profit housing development organizations such as Rutland Housing Trust, Neighborworks of Western Vermont, Rutland Housing Authority and Housing Vermont
- Inventory potential affordable housing sites in the village center.
- Identify in more detail the level and type of new development acceptable to Proctor residents.
- Work to create mixed-income and mixed-use housing development.
- Inform community residents of the availability or future availability of housing in Proctor across the entire price spectrum.

### Goal 3

Ensure that 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.

#### Action Items:

- Increase public awareness of the critical need for a variety of housing that meets the needs of all of Proctor’s residents.
- Continue to allow accessory apartments within or attached to single-family residences.
- Promote the development of commercial or private senior housing.



- Locate affordable and special needs housing in areas with access to appropriate services.
- Promote single-family cluster housing, for example, town houses, condominiums and apartments.

**Goal 4**

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

Action Items:

- Perform a detailed inventory of the condition of Proctor's historic housing units.
- Increase public awareness outside of Proctor of the historic nature of the town's housing stock and unique heritage.



*View from West Mountain*

## XII. ECONOMIC DEVELOPMENT

Economic development is a critical component of a town's planning goals. Once the sole province of the private sector, economic development 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, Proctor 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.

Proctor, like other Vermont communities, will need to be active in managing economic growth to ensure the future of its tax base and quality of life. Economic growth should be targeted for certain areas of the town and discouraged in others to promote a vibrant village center, maximize existing infrastructure, utilize multi-modal transportation means and preserve the rural, working and forest lands that surround the town. This is why the Town supports Village Center designation.

Due in large part to the presence of the local school system, Proctor's tax rate is the highest in the county and places a considerable burden on residents. It was cited frequently as a major concern in the Community Survey and one of the top survey themes was for the town to augment economic development by encouraging small commercial and light industrial uses to reduce the tax burden. Residents also overwhelmingly desire the Planning Commission to place economic development as the highest priority.

### Proctor Workforce Characteristics

86% of Proctor residents work outside of the town, however, only 5% work outside of Rutland County. Combined with an average commute time of 22 minutes, the data suggests that many Proctor residents work in the Rutland area. Below is a table of industries that employ Proctor residents.

<b>Educational Services</b>	<b>11%</b>
<b>Health Care</b>	<b>10.2%</b>
<b>Accommodation and Food Services</b>	<b>7.9%</b>
<b>Construction</b>	<b>6.7%</b>
<b>Professional, Scientific and Technical Services</b>	<b>5.2%</b>
<b>Transportation Equipment</b>	<b>4.7%</b>
<b>Utilities</b>	<b>4.4%</b>
<b>Finance and Insurance</b>	<b>4%</b>
<b>Public Administration</b>	<b>3.9%</b>
<b>Administrative and Support and Waste Management Services</b>	<b>3.1%</b>
<b>Motor Vehicle and Part Dealers</b>	<b>2%</b>
<b>Department and Other General Merchandise Stores</b>	<b>2%</b>

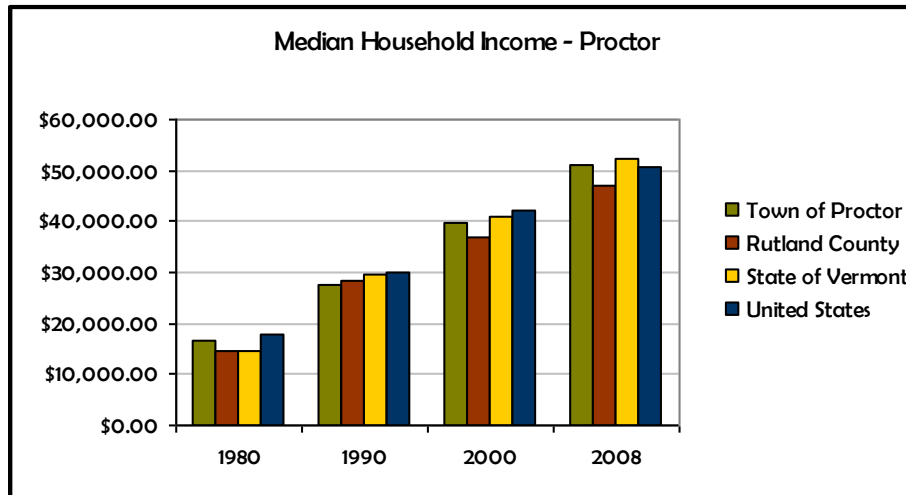
**Table X1-1: Employment by Industry.**

**Source: VT Indicators, 2011**

## Household Income

Proctor household incomes are higher than those in the Rutland Region, however on par with state and national levels. The Median Household Income for Proctor residents was \$50,981, in 2008.

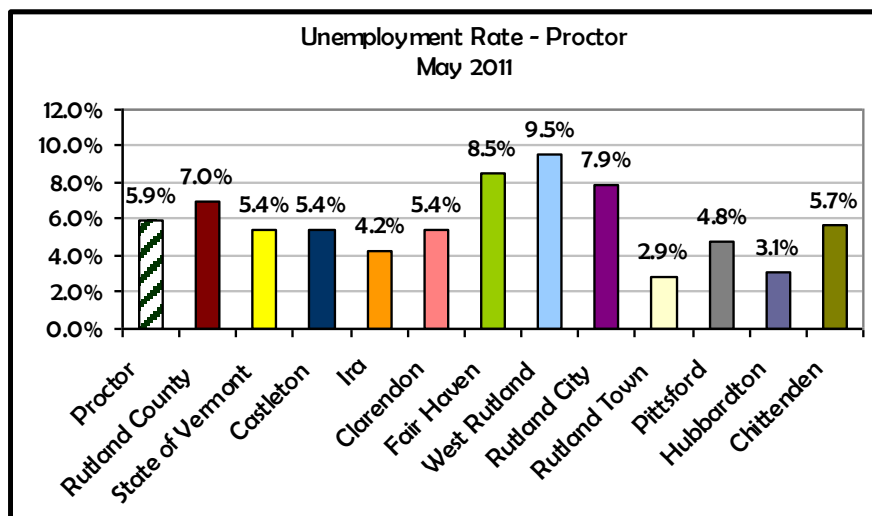
Table XI-2: Median Household Income. Source: US Census, City-Data.org



## Unemployment

The unemployment rate in Proctor is 5.9%. This is slightly above the state rate (5.4%), however, below the Rutland County rate (7%). The chart below compares unemployment rates of municipalities in the region.

Figure XI-3: Unemployment Rate. Source: VT Dept. of Labor, 2011



## Residential Characteristics

The average selling price of housing is an indicator of market strength. In Proctor, the average price of a single-family unit was \$131,000 in 2010. This compares to the Rutland

County average price of \$162,000 and State of Vermont average price of \$222,000 [VT Indicators, 2011].

### **Economic Development Opportunities**

There are relatively few businesses located within the town. According to the Vermont Department of Taxes, there are 9 commercial properties, 2 commercial apartment properties, 5 farms and 5 industrial properties. While most Proctor residents commute out of town for employment, there are significant factors which make the town of Proctor ripe for commercial development in the village center:

- land zoned for commercial and industrial uses
- a State of Vermont Village Center Designation for the village core
- zoning that allows for mixed-use (residential/commercial) development
- a town plan that supports compact mixed-use development in the village center surrounded by rural, working countryside.
- quality infrastructure in place
- availability of large parcels
- available skilled local workforce
- beautiful scenic, recreational and historic resources within walking distance

The relocation of OMYA staff to Ohio has had significant land use implications in the Town of Proctor. The reallocation of OMYA staff has reduced the use of many properties in town and caused the sale or lease of a considerable portion of its current land holdings either to the town or private property owners. Transfer of this land will open up new areas for development in the town and possibly help to stimulate additional commercial activity in the future. OMYA properties in the village center should be targeted for redevelopment.

Town of Proctor officials have been working with the Rutland Regional Planning Commission's Brownfields Program to conduct several environmental assessments on targeted properties in the village center, including properties owned by OMYA. The environmental site assessments (ESA) set the stage for redevelopment as environmental issues are documented and remediation strategies (including costs) are analyzed. Town officials have also been working with the Rutland Regional

Planning Commission to acquire a planning grant from Vermont Community Development Program to analyze possible development in underutilized village center properties.



*One of the many beautiful historic structures in the Proctor Village Center which houses commercial and residential uses.*

## Economic Development Goals & Action Items

### Goal

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

### Action Items:

- Promote clustering of related and compatible businesses and industries and discourage strip development.
- Apply for and maintain a State of Vermont Village Center designation.
- Support existing businesses and industry.
- Encourage the growth of the “informal economy” including home occupations, local artisans, craftspeople, and seasonal businesses.
- Encourage commercial architecture design that is consistent with the town’s character.
- Review the zoning regulations to ensure that higher-intensity mixed-uses are permitted uses.
- Support Agriculture and Forestry in outlying areas.

### Goal

Encourage new businesses to locate in Proctor that will add jobs and help reduce the tax burden without requiring significant investment in additional infrastructure in the town or school system.

### Action Items:

- Collaborate with REDC to find new businesses for the community.
- Collaborate with the RRPC to continue enrolling properties in the Brownfields Program, which will clear up many uncertainties regarding underutilize properties or properties with perceived or actual environmental issues.
- Collaborate with the Vermont Marble Museum in the identification of suitable businesses to occupy office space available in vacant areas of the museum building.
- Collaborate with OMYA on the feasibility of the sale or lease of land holdings for potential private development.
- Explore options to recruit businesses to occupy space vacated by companies that have recently relocated or plan to do so.

### Goal

Attract and retain businesses that will not negatively impact sensitive natural or cultural resources.

### Action Items:

- Pursue jobs and businesses which are compatible with a small, rural community.
- Retain and expand businesses which maintain the working landscape, especially agriculture and forestry.

### Goal

Encourage reasonable, functional, orderly development of facilities, utilities, services and infrastructure to encourage economic growth in targeted areas.

### Action Items:

- Encourage mixed use development in the village center to maximize existing infrastructure.
- Public investments should provide for orderly and fiscally responsible growth.
- The rate of growth should not exceed the ability of the residents of the town to pay for services and facilities.
- Encourage development which can be accessed by multi-modal transportation means such as pedestrian and bicycle.
- Apply for and maintain a State of Vermont Village Center designation.



## **XIII. RECREATION, HISTORIC AND CULTURAL RESOURCES**

Recreation provides an important contribution to the health and quality of life enjoyed by the people of every community. A town's historic and cultural resources are often linked as history informs culture and many cultural activities in Vermont communities center around historical appreciation or remembrance.

Proctor residents have countless outdoor recreational opportunities available within a short drive including downhill and cross country skiing, hundreds of snowmobile and hiking trails and several excellent golf courses including the 18 hole Proctor-Pittsford course located a couple of miles northeast of the village. Proctor'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. According to the 2010 Community Survey, Proctor residents are happy with recreation opportunities.

The Proctor School District's baseball, softball, basketball and soccer teams provide athletic opportunities for many Proctor teens. In addition, Proctor maintains two primary recreation areas: The Olympus Pool, a small pond staffed by lifeguards during the summer months, and a skating area and warming hut in operation during the winter. Swimming lessons are offered at the Olympus Pool and the skating rink plays host to numerous ice hockey games. Volunteer run youth baseball, soccer, and basketball programs operate in town during the summer utilizing a playing field located north of the town center and the basketball courts at both the elementary and high schools. An active snowmobile group in Proctor maintains many miles of trails in the winter that become hiking trails during summer months. Finally, the Otter Creek, meandering right through the heart of Proctor, is enjoyed by canoeists, kayakers, and anglers of all ages.

Proctor's legacy as the former center of the global marble industry, the industrial expansion that accompanied Vermont Marble's rise to prominence, and the resultant wealth amassed by the Proctor Family combined to endow the town with an abundance of historic resources that form the basis of the cultural experience of Proctor today.

Published by the State Division of Historic Preservation, *The Historic Architecture of Rutland County*, details all of the historic districts and structures in Proctor. Listing over 100 sites, and providing



*Park Gazebo*

photographs and detailed descriptions of many, this reference is highly recommended to anyone interested in finding out more about Proctor's cultural heritage and historic architecture.

The Proctor Library, maintaining an archive of letters, photographs and several books written by Proctor residents is also a great source of information about the town's history.

While only Proctor's Marble Bridge is listed on the National Register of Historic Places, the Proctor Village Historic District, the Northwest Village Historic District and the Williams Street Historic District are listed on the Vermont State Register. In addition to these sites, an effort is currently underway by a group of Proctor area residents to get the Crown Point Road, an historic pathway created in 1759 by British forces during the French and Indian War, listed on the National Register of Historic Places. The road, which runs north to south directly through Proctor, features many original sites of historic interest including cellar holes, stonework abutments, encampments and cemeteries. If added to the National Register, easements will be established on lands that abut the road so that it may be protected, enhanced, and visited in perpetuity.



*Proctor's magnificent Marble Bridge is one of the most recognized landmarks in Vermont.*

Although historic buildings in Proctor are far too numerous to list in these pages, no discussion of Proctor's historic and cultural resources would be complete without further detailing the town's most well known historic and cultural resources, the Marble Bridge, Wilson Castle, St. Dominic's, Proctor Union, and St Paul's Lutheran Churches, and the Vermont Marble Museum.

**The Marble Bridge** - A gift to the town from Mrs. Emily J. Proctor in memory of her son Fletcher Proctor, no other structure better personifies Proctor's history and enduring scenic beauty than the Marble Bridge. Spanning the Otter Creek, the bridge links the east and west section of the village center. Designed by New York architect Harry L. Walker, the triple arched bridge was built in 1915 of reinforced concrete and faced with marble.

**St. Dominic's Roman Catholic Church, the Proctor Union Church and St. Paul's Lutheran Church** - Built in 1925, the exterior of St. Dominic's Roman Catholic Church is random ashlar marble and the structure is in Neo-Gothic Revival Style, reminiscent of English village churches. Located on South Street near the east bank of Otter Creek the abundant



handsome marble adornment of the brick interior is a reflection on the many skilled marble workers that were among St. Dominic's early parishioners. The first service in the Proctor Union Church was held on December 31, 1890. While the church edifice is constructed of an attractive rough-faced blue-gray marble, its sanctuary is well known for its four pairs of Tiffany windows. The windows, *Spring, Summer, Winter, and Fall* commemorate Minnie R. Proctor, Redfield Proctor, Sr., Fletcher D. Proctor and Mr. and Mrs. Redfield Proctor, Jr. respectively. In 1890 the Swedish residents in Proctor joined to build a Lutheran church. The Church burned down in 1912 and was replaced in 1914 by, St. Paul's Lutheran Church, a splendid white clapboard structure with pointed arch windows. Each of these churches bring year round visitors and are a source of great pride in the Proctor community.

**The Wilson Castle** - In the mid 1880s John G. Johnson, a doctor from England and New York, commissioned the Boston architectural firm of Wentworth and Company to design this elaborate brick mansion and several equally imposing out buildings on his recently acquired "Woodside" estate. With its towers and turrets, arcades and balconies, and many imported building materials, the "castle" combined elements of several late 19<sup>th</sup> century styles. As he bred expensive cattle and horse stock, Johnson rapidly went through his wife's fortune and by 1890 had lost all his holdings. "Johnson's Folly" was then sold. It was acquired in 1936 by Col. Herbert Wilson, who opened the house as a museum.

**The Vermont Marble Museum -**

Located in the Proctor Village center, the Vermont Marble Museum is the World's largest Museum devoted to the display of marble and marble works. Established in 1933, the museum features 17 rooms, a wide range of fascinating exhibits, and has become an attraction of international significance. The museum's web site (<http://www.vermont-marble.com/home.htm>) features

an interactive map summarizing each of the 17 major exhibits and provides ticket information, directions and updates on recent gallery additions. The museum also houses a small café and large gift shop featuring hundreds of marble creations including chessboards, cutlery, and even assorted golf putters. The Preservation Trust of Vermont purchased the Vermont Marble Museum in 2014 and is planning to redevelop the site.



*The fascinating and bizarre Wilson Castle is a must see for anyone visiting central western Vermont.*

## Community Organizations

Proctor today is a quiet bedroom community attracting residents with its scenic beauty, convenient proximity to Rutland City, low crime rate and a well-regarded local school system. While amenities such as the Vermont Marble Museum, the Wilson Castle, and the Marble Bridge are cultural resources attracting outside visitors, cultural activities in town are centered largely around local organizations including the Historical and Audubon Societies, the Volunteer Fireman's Association, Boy Scouts, Girl Scouts and Brownies and several church groups.

These organizations promote fundraising, ancestral heritage, religion, economic development, youth, social service and education. As with so many small towns, it is groups like these that provide opportunities for Proctor residents to interact and maintain the lifeblood of the community. Proctor's unique history, active community groups, and abundant recreational opportunities make this town a compelling place for its residents to live and visitors to explore.



*Vermont Marble Museum Exhibit Entrance*

# **Recreation, Historic and Cultural Resources Goals and Action Items**

## **Goal**

Contribute to Proctor's quality of life and visitor-based economy through the maintenance, improvement and promotion of the town's unique recreation, cultural and historic resources.

## **Recreation**

### **Goal**

Maintain, enhance, and expand recreational resources and opportunities for all ages.

### **Action Items:**

- ❖ Prioritize development of additional recreational amenities
- ❖ Create a Recreation Committee dedicated to improvement and maintenance of recreational opportunities in Proctor.
- ❖ Identify resources for funding of selected recreational development projects.
- ❖ Recruit the participation of community residents and organizations to assist with the fundraising for selected recreational development projects.
- ❖ Encourage commercial enterprises that provide or support recreational opportunities for Proctor residents and visitors.

### **Goal**

Conserve prime recreational resources and protect their scenic qualities.

### **Action Items:**

- ❖ Enforce the requirements of the designated recreational areas (districts) as set forth in Proctor's Zoning Regulations.
- ❖ Provide information to boaters and anglers instructing them, as per state law, to clean gear thoroughly between outings to prevent the spread of aquatic nuisance species.

## **Historic Resources**

### **Goal**

Protect, preserve, and promote historic sites, structures and artifacts important to the history and cultural heritage of Proctor.

### **Goal**

Places of outstanding historical or educational value should be protected from development that would unreasonably impair their character or quality.

### **Action Items:**

- ❖ Enforce the requirements of the Historical District as set forth in the Proctor Zoning Regulations and consider expanding the area to other portions of the town.
- ❖ Develop and maintain a complete inventory of historic structures

- ❖ Support the efforts of the Crown Point Road Association to get the Road listed on the National Register of Historic Places, acquire development rights to adjacent land, and enhance the quality of the road as a visitor attraction.
- ❖ Support the efforts of the Proctor Historical Society to identify a location for the display of their collected letters, photographs and other artifacts from Proctor's history.
- ❖ Support the protection and preservation of prehistoric and significant archeological sites.

**Goal**

Rehabilitation of historic structures should be encouraged and adaptive uses should be considered where economically feasible.

**Action Items:**

- ❖ Continue to encourage OMYA to consider the lease or sale of their unused building space for adaptive reuse by the Town of Proctor or a private interest.

**Cultural Resources****Goal**

Support the expansion and promotion of Proctor's cultural resources.

**Action Items:**

- ❖ Collaborate with the Historical Society, Marble Museum, Crossroads Council and other partners to expand Proctor's cultural and historic attractions out into the community and further promote the town's image as a compelling visitor attraction.
- ❖ Increase the number visitors to Proctor's Historic and Cultural resources by 20 percent over the next five years.
- ❖ Encourage community projects, art and cultural events, festivals and cultural tourism
- ❖ Utilize public facilities and space as venues for artists, historical exhibitions and cultural events.
- ❖ Support the Proctor Library



*4<sup>th</sup> of July Celebration*