

The Proctor Town Plan



2002

Proctor Town Plan
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Section B: Town of Proctor Housing Data

INTRODUCTION AND OVERVIEW

Purpose

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

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

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

Statutory Authority and Requirements

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

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

In addition to containing all the required elements, plans must also be consistent with a series of statutory goals listed in 24 VSA 4302. Consistency with the goals means that the goals have been considered and addressed in the process used to prepare the Plan, not that the Plan include all the goals. Furthermore, where any of the goals do not apply to the town or are incompatible with it, the Plan need only document the goal's inapplicability or incompatibility with local desires.

Preparation of the Plan

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

Work began on the current update in March 2001. In the course of developing the Plan, the Proctor Planning Commission and Town contracted for technical assistance with the Rutland Regional Planning Commission. The Proctor Planning Commission distributed a Community Survey in May to every resident and business in Proctor. A total of 210 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 Proctor Town Plan update came the evening of October 24 when the Planning Commission hosted a "Community Fair" at the Vermont Marble Museum. The purpose of the Fair was to share the progress made on the Plan update and learn more about Proctor residents' views on their community's future. With over 100 Proctor residents in attendance, the Fair proved to be greatly informative and a lot of fun for everyone involved. The final draft Proctor Plan was completed in March 2002.

BRIEF HISTORY OF PROCTOR

Proctor Yesterday¹

The town of Proctor was created in 1886 by the Vermont legislature for Redfield Proctor and the Vermont Marble Company. Prior to then, the land in the town was a part of the farm districts of Rutland and Pittsford. Early settlement proceeded along two roads (now VT Route 3 and West St. (a.k.a. West Proctor Road)) on either side of the Otter Creek, with a milling village developing at Sutherland Falls. A rich bed of marble in a low ridge on the west side of the creek was recognized as a valuable resource prior to the Civil War, and the village soon became a quarrying and stone milling center. Under the guidance of Redfield Proctor, Sr., his son Fletcher, and others, this marble industry experienced a period of tremendous expansion from 1880 through the 1920s. With its industrial milling complex, workers' housing, and executives' homes, Proctor offers a fascinating glimpse of the years of corporate industrial expansion in Vermont.

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 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

¹ Excerpted from *Historic Architecture of Rutland County*, Vermont Division of Historic Preservation. Used by permission.

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 three Governors, Redfield Proctor, Fletcher Proctor and F. Ray Keyser.



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.

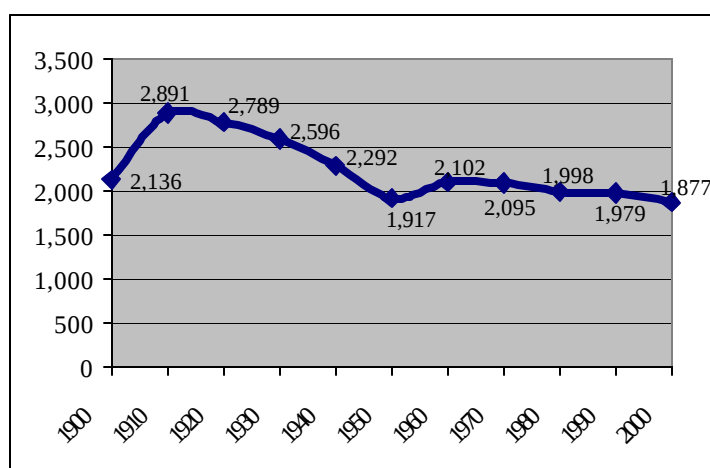
Proctor today retains much of the flavor of a company town. The Vermont Marble Company grouping of early 20th century mill buildings remains largely intact and has great historical value as the heart of what was the largest marble company in the world. The Proctor Village Historic District, listed in 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.

COMMUNITY PROFILE

Population

Proctor's 1,877 residents place the town 11th among Rutland Region towns. That figure represents a five percent drop from ten years earlier, when the town had 1,979 people. See Figure 1 below.

Figure 1:
Town of Proctor Population (1900 – 2000)



Proctor's population peaked in 1910 at the height of the Vermont Marble Company's operations in town. Several decades of population decline took place following that peak until settling at approximately 2,000 residents in the 1950s. Only very modest fluctuations in the town's population occurred for the next 40 years.

With the hey-day of Marble processing behind it, Proctor's character became one of a residential community with a strong school system. A recent survey of Proctor residents suggests that a high tax rate may be a contributing factor to the town's decline in population over the past several years. Twenty percent of the 210 respondents to the survey mentioned high taxes as a problem and future challenge for the community.

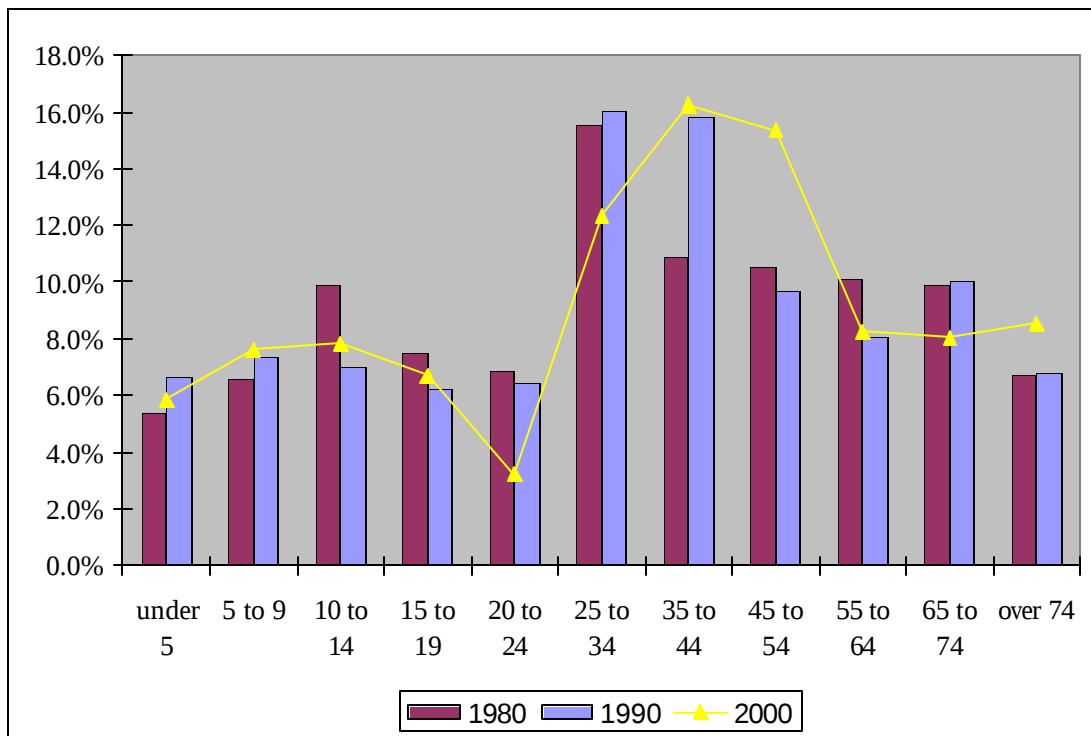
Age Distribution

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. In 2000, the majority of baby boomers were between 35 and 54 years old. Figure 2 below shows the significant demographic shift over the last two decades. The proportion

of residents over 65 has also increased in recent years. In 2000, residents over age 65 represented 13 percent of the total. The town has witnessed a significant decline among people aged 20 to 25. More teenagers appear to be leaving Proctor following high school than they did 10 and 20 years ago.

Unless there is a renewed influx of young adults (25 to 34 years old) in the near future, the town is likely to begin to see a drop in the number and proportion of children. Fewer young families could begin to have effects on the school system.

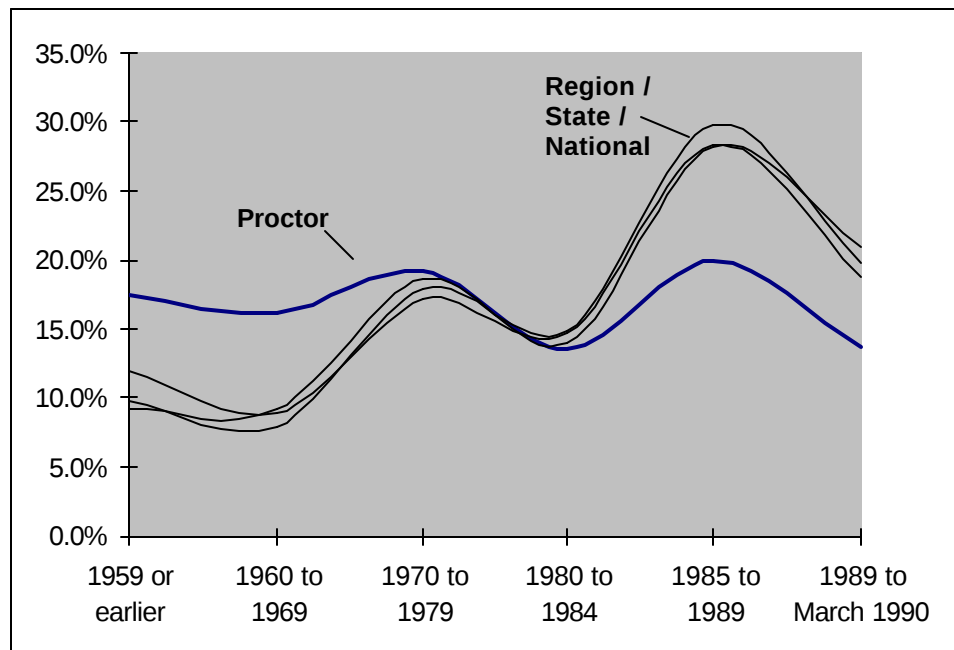
Figure 2:
Town of Proctor Age Distribution (1980-2000)



Year moved in

Proctor has a stable population compared with the Region, the State, and the Country. Figure 3 below shows clearly that while the region, state, and national trends follow a parallel pattern, Proctor residents have moved significantly less in recent years and have been more inclined to be in the same homes for 20 or more years. This is representative of the town's stable population and its significant number of residents-for-life.

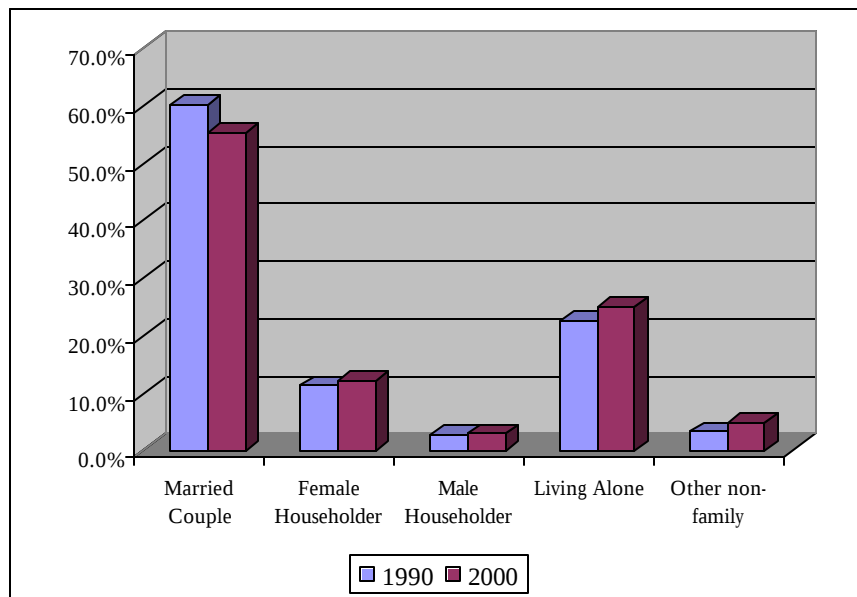
Figure 3:
Town of Proctor Year Moved In (1990)



Households

Householders, or primary residents of a home, are predominantly married couples in Proctor. However, the overall number and proportion of married couples in the town dropped between the years 1990 and 2000 from 460 to 418 and from 60 to 55 percent of the total. The most significant jumps took place among female-led households and among people living alone. See Figure 4 below.

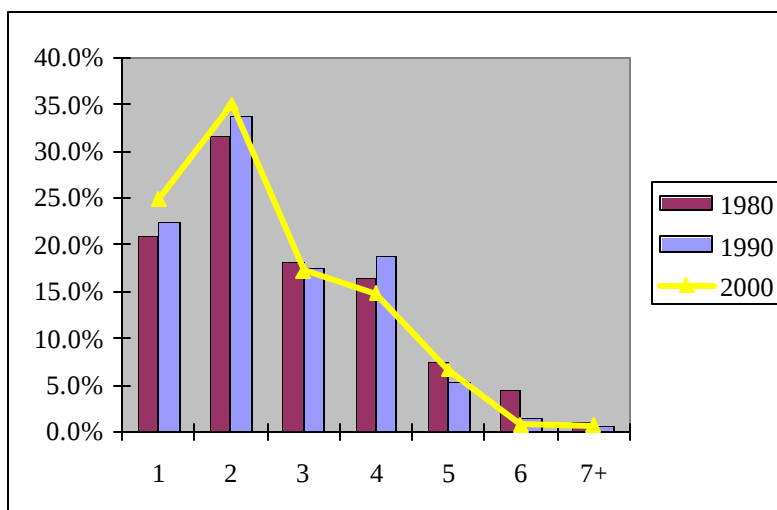
Figure 4:
Town of Proctor Householders (2000)



Household size

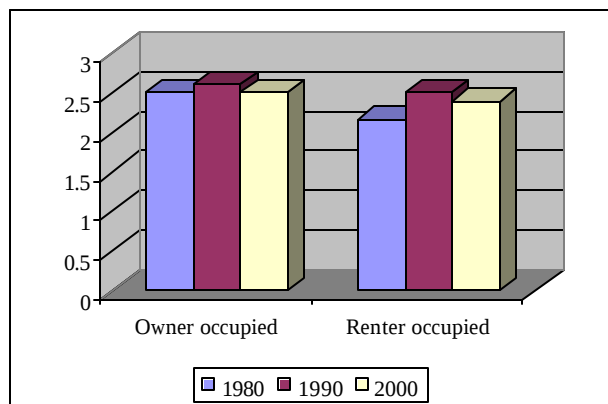
The distribution of household sizes in Proctor stayed relatively consistent from 1990 to 2000. The only significant change was in the number and percentage of one-person households (consistent with the previous section on household types). Four-person households accounted for a smaller portion of the total in 2000 compared with 1990.

**Figure 5:
Town of Proctor Household Size (1980-2000)**

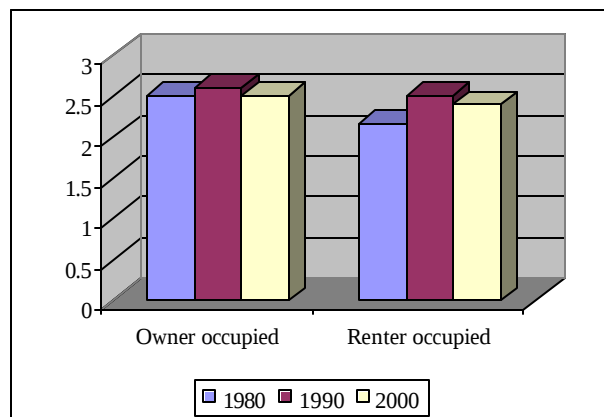


As Figure 6 indicates, Proctor's average household sizes have not changed significantly in the last 20 years. While Proctor has a comparable average of persons per unit to the rest of the region among owner-occupied housing units (2.51), Figure 7 shows that it is higher among renter-occupied units (2.40 compared with 2.09 for the region).

**Figure 6: Town of Proctor
Persons per Unit (1980-2000)**



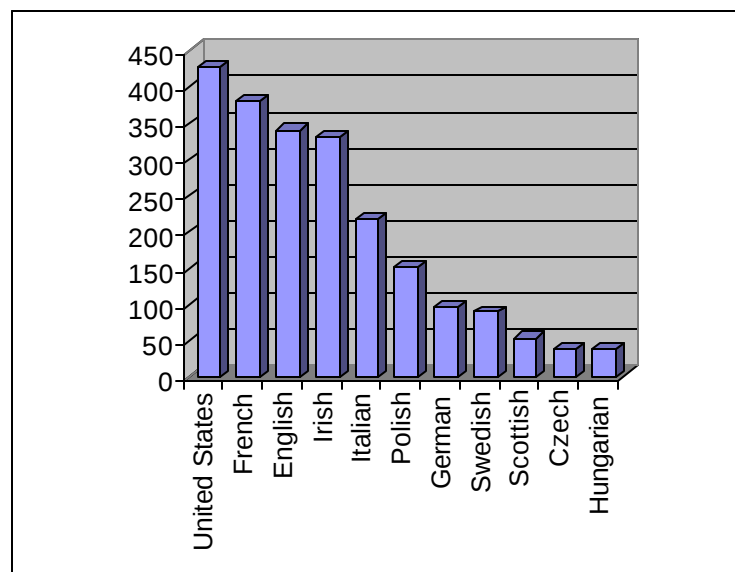
**Figure 7: Proctor Compared
Persons per Unit (2000)**



Ancestry and Race

The majority of Proctor residents listed their ancestry as either “American,” English, French, or Irish in 1990 (Figure 8). Although these groups accounted for nearly 70 percent of the town’s population, the remainder of Proctor’s residents come from a wide variety of ethnic origins. Most of Europe is represented by significant numbers, a reflection on Proctor’s history as a multi-ethnic industrial town. In terms of race, Proctor’s population is overwhelmingly white. 2000 Census data reported that 99 percent of the town’s residents were white.

Figure 8:
Town of Proctor Ethnic Ancestry (1990)

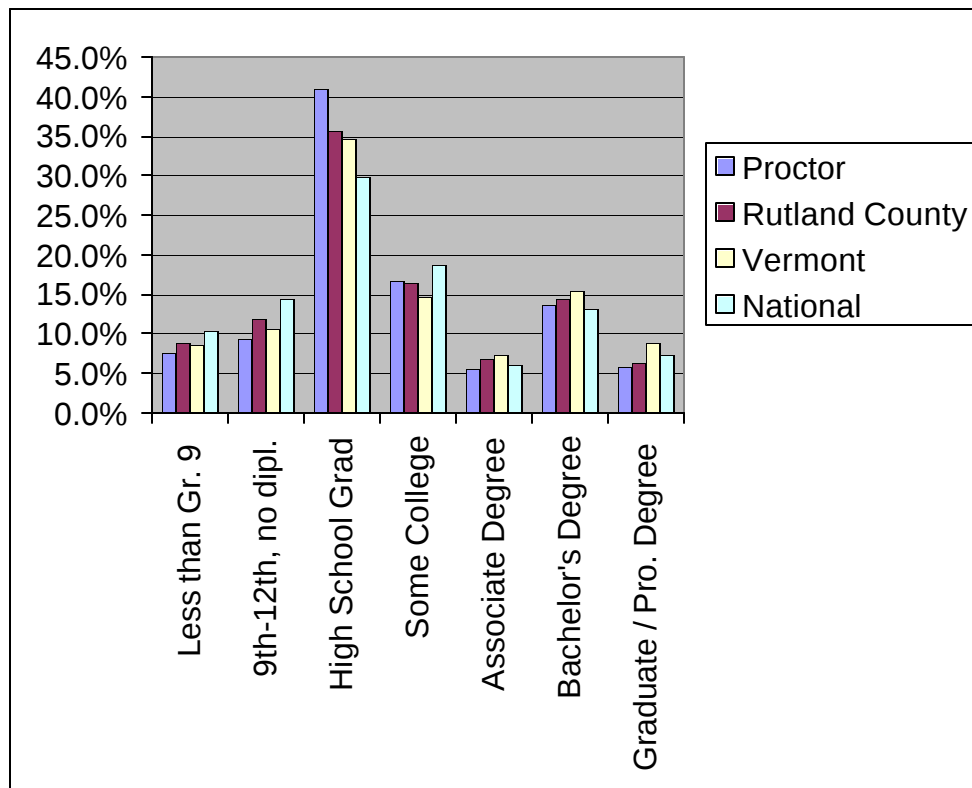


Education

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 but chose not to pursue further education than the rest of the region, state, and country (Figure 9). In brief, the town has:

- ? A greater proportion of residents who completed high school than the region, state, and country (41 percent compared with 36 percent for the region).
- ? A slightly lesser proportion of residents who continued past high school (41.7 percent compared with 43.7 percent for the region)

Figure 9:
Town of Proctor Education – Persons over 25 (1990)



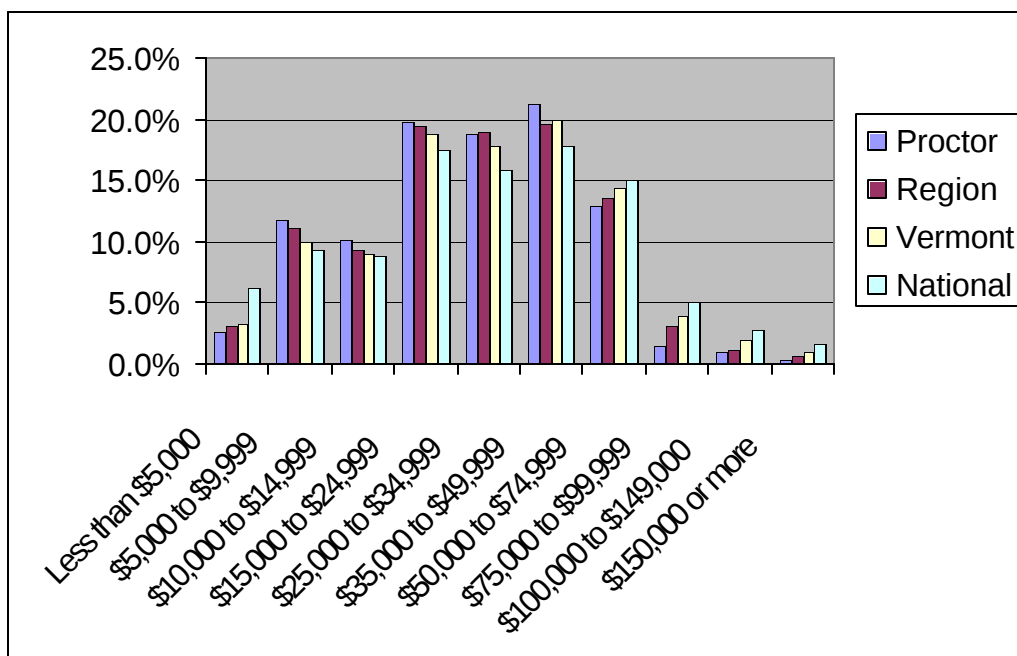
Household Income

Proctor household incomes are more closely bunched together than those in the rest of the region, the state, and the country. A lesser proportion of households fall into either the lowest income bracket or the highest three; just over 70 percent of all households made between \$15,000 and \$49,999 in 1990. See Table 1 and Figure 10 below.

Table 1:
Percentage of Households Earning Annual Income between \$15,000-\$49,999
Proctor, Rutland County, State, National (1990)

Proctor (%)	Region (%)	State (%)	National (%)
70.1	67.3	65.5	60.1

Figure 10:
Town of Proctor Household Income Distribution (1990)



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. A map of all structures in Proctor is found at the end of this document.

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

Fire Protection



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

The Proctor Volunteer Fire Department was formed in 1898. Its goal is to Provide the town with progressive and proficient fire protection. Department membership totaled 21 in the year 2000 with one member inactive. 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. All members carry pagers so they may be reached immediately. 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 now fully in place enabling residents to report all emergencies via this universal number.

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.

**Table 2:
Proctor Volunteer Fire Department's Major Equipment Inventory and
Planned Vehicle Replacement Schedule**

Vehicle	Year to Replace
Engine 1 – 1993 E-One Pumper	2013
Engine 2 – 1998 Freightliner, Pumper	2002 (refurbish)
Engine 3 – 1974 Dodge, Mini-pumper	2004
Tanker 1 – 1985 Chevrolet/Dept. Built	2006 or tank/chassis as required
Truck 1 – 1981 Toyota pickup	2001 extended indefinitely

In addition to the items listed in Table 2, related equipment and turn out gear, such as pumps, air packs, radios, and a generator, are also maintained. In 1999 the department obtained a thermal imaging camera, which allows firefighters to determine if anyone is inside a blazing building without having to actually enter. In fiscal year 2001/2002 the Department modified its protective equipment budget in order to begin a three-year replacement schedule for turnout gear. Several modifications to the fire station were also completed in fiscal year 2001/2002 including renovations to the in house kitchen, expansion of the Chief's office for record storage space, and replacement of the shingled roof with a standing seam metal roof.

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.

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 responded to 5,664 ambulance calls and 1,295 paramedic intercept calls in fiscal year 2000. Regional Ambulance Service, Inc. offers monthly C.P.R. classes at their facility in Rutland.

Public Safety/Police

The Rutland County Sheriffs Department and Vermont State Police provide public safety services in Proctor. The constable and / or the County Sheriffs Department respond to calls pertaining to fire, rescue, animal problems, thefts, agency assists, accidents and general patrol. The constable responds to an average of 72 calls annually in Proctor. The 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. Proctor's Part I crime rate in 1999 was 11.1 crimes per thousand population (22 crimes committed) while Part II crime rates stood at 31.3 crimes per thousand (62 crimes committed). Rutland

County's Part I and Part II crime rates for 1999 were 29.6 (1,859 crimes) and 77.8 respectively (4,889 crimes).²

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.

Proctor's Transfer Station is open Saturday's from 10:00 a.m. to 3:00 p.m. Summer hours are Friday 4:00 p.m. to 6:00 p.m. and Saturday from 8:00 a.m. to 12:00 p.m. A Transfer Station Sticker is required. Curbside pick up of garbage and recycling is every Wednesday starting at 7:00 a.m.

Water Supply and Sewerage Disposal

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.

In the West and Gibbs Street areas 10" mains are in place. An 8" main is in place on Ormsbee Avenue, Warner Avenue and Olympus Road. A 10" line is in place from Tower Road Tank to Chatterton Park Extension and from that point an 8" line runs to a portion of Park Street and to the East Proctor Road.

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

² The 1999 Vermont Crime Report http://www.dps.state.vt.us/cjs/crime_99/proctor_99.html The category of Part I crimes includes homicide, rape, robbery, aggravated assault, burglary, larceny, auto theft, and arson. Part II crimes include simple assault, forgery, fraud, embezzlement, harboring of stolen property, drug offenses, crimes against family or children, liquor violations, and disorderly conduct.

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.

Public Works – Roads³

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.

Emergency Management

Working in conjunction with the Rutland Regional Planning Commission, Proctor completed work on an Emergency Rapid Response Plan (RRP) in 2000. The RRP documents all the steps that need to be taken in the event of an emergency and includes a complete listing of contacts, selected methods for alerting the public, locations that are to be used as shelters and emergency operations centers, emergency equipment available, and a map of evacuation routes. The RRP will be a valuable asset in the event of an emergency and provides the basis for more detailed emergency management planning at some point in the future.

Local Government

The town government consists of a three member Selectboard. A Town Clerk employed by the Board provides day-to-day administration. The Town Clerk administers the budget, 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. Proctor has an annual operating budget of approximately \$1.14 million. Property tax is the major source of town revenues.

³ Also refer to the Transportation section on page 59

**Table 3:
Town Owned Property in Proctor**

Property	Map	Address	Acreage
Town Forest	3	Florence Road	235.00
Road Row	5	West St.	0.79
4 Parcels	21	Elm St.	5.80
Vacant Land	23	North St.	0.52
Vacant Land	23	High St.	0.80
Elementary School	23	School St.	3.33
Town Office	23	Main St.	0.17
Waste Water Pump Station	23	Electric Ave.	.002
Town Common	23	Main St.	1.60
Fire Station	23	Main St.	0.23
Library	23	Main St.	1.00
Waste Water Pump Station	23	South St.	0.17
Vacant Land	23	South St.	0.51
Waste Water Treatment Plant	23	Patch St.	17.0
Well House	24	Field St.	0.07
Waster Water Pump House	24	Field St.	0.02
Vacant Land	25	Taylor Hill	1.80
Waste Water Pump House	23	Willow St.	0.50
Waste Water Pump House	24	Columbian Ave.	0.02
Waste Water Pump House	26	Pine St.	0.05
Proctor Cemetery	26	South St.	9.00
High School	26	Park St.	9.00
Swimming Pool	26	Holden Ave.	13.8
Swimming Pool Parking	26	Holden Ave.	0.21
Recreation Land	26	Holden Ave.	13.12
Library Forest	5	South St.	551.00
Riverside Cemetery	26	South St.	8.50

Source: Proctor Town Listers, 2002

Senior Citizens

Proctor has an active senior citizen organization that meets regularly at the Proctor library. On Wednesday of each week a nutritional dinner funded entirely through donations is provided. “Meals on Wheels” are provided six days a week for those unable to get out. There is also a free blood pressure clinic and an osteoporosis program that meets twice a week. Proctor Place provides living accommodations for senior citizens as well as for handicapped and other qualified individuals.

Proctor Free Library



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

The Proctor Free Library has approximately 17,000 volumes of books available and its catalogue system is now fully automated. In 1999 the library purchased five personal computers, three of which are available for public use, and one is Internet ready. 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. 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.

Proctor Post Office

The Proctor Post Office, located in the village center, is open M-F from 8:00 a.m. to 5:00, p.m. and 8:00 a.m. to 12:00 p.m. on Saturdays. The Office closes each weekday between 11:30 a.m. – 12:30 p.m. Proctor Post Office employees include 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. Approximately 30 Proctor residents keep P.O. boxes at the Office while the rest of the town receives their mail via daily street delivery service. 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 Town Hall

Built in 1836 as a school by William Humphrey, the Proctor Town Hall, is one of Proctor's oldest and most significant marble 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. This first floor office area lacks windows, however, and is no longer large enough to adequately house the town clerk and assistant. The Proctor Town Hall also houses war memorial's listing those Proctor citizens who served their country during World Wars I & II.

Telephone and Television Services

Verizon and Adelphia 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.

Rutland Region Community Television is a non-profit corporation governed by a nine member Board of Directors who are elected by the subscribers of Adelphia Cable Communications in Rutland. 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. At the time of this writing it was anticipated that local communities could expect an influx of at least six different wireless services providers into their towns over the next several years.

The town of 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.

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

Community Facilities and Services Goals, Policies, and Programs

Goal

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

Rationale

The 2001 Proctor Community Survey (see Technical Appendix section A) asked Proctor residents to rate their satisfaction with 11 different municipal services. Solid waste disposal and fire protection both received 90 percent approval ratings while only Public Transit received below a 60 percent approval coming in at 55 percent. Road maintenance, police protection, and snow removal drew the highest percentages of dissatisfied responses at approximately 25 percent each. While these figures indicate that respondents to the survey were generally satisfied with the quality of municipal services, the Town of Proctor recognizes that there is room for improvement in certain areas. The following Policies and Programs reflect the Town's commitment to the continued improvement of municipal services in Proctor.

Policy 1

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

Programs

- ✍ Encourage the Selectboard to explore the feasibility of hiring an administrative assistant.
- ✍ 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.

Policy 2

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

Programs

- ✍ 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.

Policy 3

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

Programs

- ✍ 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.

Policy 4

Encourage all municipal organizations and employees to emulate the quality of service provided by the Proctor Volunteer Fire Department and the Rutland County Solid Waste District, each of which received a 90 percent approval rating in the 2001 Proctor Community Survey.

Program

- ✍ Distribute information on the policies and programs of these two organizations to all Proctor municipal employees.

Policy 5

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

Programs

- ✍ 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.
- ✍ Review the Model Personal Wireless Telecommunications Bylaw distributed by the Rutland Regional Planning Commission and other available bylaws in order to inform the adoption of an interim bylaw regulating towers facilities and toward the addition of a permanent section regulating towers facilities in Proctor's Zoning Bylaws by the spring of 2003.
- ✍ Create an inventory of existing and future telecommunications facilities within the town and, to the greatest extent possible, chart their coverage within the community.

ENERGY

The plan shall encourage energy efficiency, recycling, innovative house siting where applicable, and encourage renewable and alternate power and fuel sources within the Town of Proctor and in cooperation with other organizations. The residents of Proctor use a variety of energy sources. According to the 1990 Census, 83 percent of the housing units in Proctor used fuel oil or kerosene for heat. The second most common heating source was wood at 7 percent; electricity was used by 5 percent, followed by bottled, tank, or LP gas at 3.6 percent, and coal or coke at 2.6 percent.

Electricity

The hydro-powered central generating system of the Vermont Marble Power Division of OMYA, Inc. serves the majority of Proctor's electricity needs. The system has the generating capacity of about 7000 kilowatts and provides a stable and inexpensive rate structure. Small scale (up to approximately 20 MW), instate hydropower currently is Vermont's largest renewable, non-emitting source of electricity. 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.⁴ Taking advantage of Sutherland Falls on the Otter Creek, Vermont's largest waterfall, the OMYA power facility in Proctor is ideally located for water driven power. The Central Vermont Public Service Corporation (CVPS), an investor owned electric utility also provides a portion of Proctor's electricity needs.

Natural Gas

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

Solar Energy and Conservation

Solar energy is the most commonly used source of alternative energy. Passive solar design can save up to 10 percent for home heating costs. Solar energy can be actively used for water and space heating. A voluntary program or required protection of solar access as part of review of development projects could be implemented to encourage residential and commercial use of solar power. CVPS has developed programs to further electricity conservation by the company's residential customers. The State of Vermont also recently formed an organization known as "Efficiency Vermont" with the purpose of providing technical and financial assistance to Vermont electrical consumers to improve the efficiency of existing and new facilities.

⁴ Vermont Department of Public Service, *Fueling Vermont's Future 1998 Vol. 1*, page 4-14

Energy Goals, Policies, and Programs

Goal

Promote efficiency and conservation in the use of local and outside energy sources.

Rationale

As the cost of fuel oil, gasoline, and electricity continues to rise, Proctor is committed to helping its residents and businesses improve the efficiency of their homes, offices, and buildings in an effort to reduce overall consumption as well as costly energy bills. The Town encourages residents to learn more about programs on improving energy efficiency and recognizes that the best way to lead is through example. Toward this end, Proctor is committed to improving the energy efficiency of all municipal buildings and operations.

Policy 1

Improve energy efficiency of town buildings and operations.

Programs

- ✍ Encourage all eligible organizations to participate in either the Vermont State or Rutland Regional Planning Commission Fuel Oil Purchasing Program.
- ✍ Conduct an energy audit to evaluate potential energy savings.
- ✍ Insure that new construction will incorporate energy efficiency.

Policy 2

Improve energy efficiency in residential and commercial buildings.

Programs

- ✍ Publicize and encourage residents to take advantage of Rutland West Neighborhood Housing Services programs for energy efficient testing and loans for insulation, windows, etc.
- ✍ Encourage residents to utilize the resources of energy efficient programs such as “Efficiency Vermont” and contact Vermont Marble Power Co. for more information on resources to help improve home energy efficiency.
- ✍ Encourage installation of outdoor lighting in accordance with the guidelines in the *Outdoor Lighting Manual for Vermont Municipalities*.
- ✍ Encourage the use of renewable sources of energy such as wind, solar, wood, methane and hydro.

Policy 3

Promote more energy efficient methods of land use and transportation.

Programs

- ✍ Encourage siting of buildings so as to reduce energy costs, such as solar orientation, use of natural windbreaks and shade trees, and intensive development located near the Proctor Village center.
- ✍ Flexibility in the siting of solar energy systems in the Proctor zoning regulations.
- ✍ Encourage the use of car, vanpools, and public transit for commuters and others.

EDUCATION

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' enables the faculty to focus on the individual learning needs of each of the 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. The Proctor School District is a member of the Rutland Central Supervisory Union, which also serves the Rutland Town and West Rutland School Districts. Both schools in the Proctor District are accredited by the New England Association of Secondary Schools and Colleges and are in full compliance with Vermont's Public School Approval.

Proctor Junior Senior High School

Mission Statement

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 1999-2000 enrollment of 205 students served by a faculty of 20 classroom teachers.⁵



In addition to daily classroom activities, The Proctor High School is frequently used for town meetings and events.

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

⁵ All statistics in this section were obtained from the Vermont Department of Education JR / Sr. High and Elementary School Report. This information is available on line through the Vermont Department of Education Website.

Student Council, Peer Leaders, and Peer Mentors. Proctor High School had nine National Honors Society inductees in 2000. The school's website (www.proctorhs.org) is an excellent source of information concerning all of the school's activities and events.

Statistical Indicators

Table 4 provides a summary of several statistical indicators of trends at Proctor High School since the 1996-97 school year. Most recent available figures for the State are also provided for comparative purposes.

Table 4:
Proctor Junior Senior High School Statistical Indicators (1996-2000)

Indicator	1996- 1997	1997- 1998	1998- 1999	1999- 2000	Vermont (most recent)
School Participation Information					
Total School Enrollment	204	215	213	205	104,559
Student/Teacher ratio	11.3	11.6	10.2	9.3	12.3
Attendance Rate	95.3 %	94.9 %	95.0 %	N/A V	94.7 %
9-12 Dropout Rate	2.2	0.7 %	2.6 %	N/A V	4.5 %
Technology					
Number of Students per Computer	4.9	4.9	4.1	N/A V	3.6
Number of Students per "New Generation" Computer	5.3	4.3	6.5	N/A V	13.8
Internet Access	Yes	Yes	Yes	Yes	98 %
Type of Internet Connection	Direct Link	Direct Link	Direct Link	Direct Link	50 % Direct
Personnel					
Classroom teachers	16.3	17	19.3	20.1	N/A
Other teachers	3.6	3.2	3.3	3	N/A
Instructional aides	5.5	4.9	2.4	4.9	N/A

Source: Vermont Department of Education

As Table 4 indicates enrollment at Proctor High School has been relatively stable since the 1996-97 school year. The student/teacher ratio of 9.3 in 1999-2000, three fewer students per teacher than the statewide average of 12.3, indicates that the school has ample faculty to address the individual learning needs of the students. Proctor High's average attendance rate between the 1996-97 and 1998-99 school years of 95.1 percent was slightly better than the most recent statewide average of 94.7 percent while its average drop out rate for the same period of 1.8 percent was well below the state average of 4.5 percent. Both of these trends are positive indicators of a school system that is keeping students actively engaged in the learning process. As the table indicates, Proctor High's students' access to computers is slightly behind the state average, but the school has stayed well ahead of the curve in maintaining an inventory of "New Generation" (Pentium PC's) computers. The Jr. / Sr. High School has had Internet access for the last five years.

Proctor Elementary School

Mission Statement

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!"

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 1999-2000 enrollment of 179 students served by a faculty of 9.5 classroom teachers.

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 equipped with nineteen Pentium machines. Each machine is Internet capable via a 56K connection. The computers are networked to a server so that files are available from each of the lab machines as well as the multiple workstations in each classroom. The lab is also equipped 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 Pentium computers as well as a scanner and color printer. The Proctor Elementary Website located at 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.



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

Statistical Indictors

Table 5 provides a summary of several statistical indicators of trends at Proctor Elementary School since the 1996-97 school year. Most recent available figures for the State are also provided for comparative purposes.

Table 5:
Proctor Elementary School Statistical Indicators (1996-2000)

Indicator	1996- 1997	1997- 1998	1998- 1999	1999- 2000	Vermont (most recent)
School Participation Information					
Total School Enrollment	180	180	169	179	104,559
Student/Teacher ratio	12.4 %	12.7 %	11.2 %	12.8 %	12.3
Attendance Rate	95.0%	96.4 %	96.7 %	N/A	94.7 %
Technology					
Number of Students per Computer	8.2	8.2	6.2		
Number of Students per "New Generation" Computer	24.6	8.0	DNR		13.8
Internet Access	Yes	Yes	Yes	Yes	
Type of Internet Connection	Dial-up	Direct Link	Direct Link	Direct Link	50% Direct
Personnel (FTEs):					
Classroom teachers	10.0	9.0	10.0	9.5	
Other teachers	5.0	6.7	6.6	5.0	
Instructional aides	4.5	3.3	5.5	2.5	

Source: Vermont Department of Education

As Table 5 indicates trends at Proctor Elementary in student / teacher ratio and attendance have been fairly consistent with the most recent state figures. The dramatic improvement in Number of Students per "New Generation" Computer between the 1996-97 and 1997-98 school years reflects the school's significant upgrade of its technology resources discussed above. "Other teachers" and instructional aids provide important support to the classroom teachers as elementary school students often need a greater level of supervision and personal attention than students at the Jr. / Sr. High School level.

School District Facilities Improvements

In November of 2000 the Townspeople of Proctor approved a \$4 million bond measure for the implementation of a Proctor School District Facilities Improvement Plan. The renovations, completed during the summer of 2001, included \$1.2 million in health and safety improvements at the Jr. / Sr. High School which brought wiring, plumbing, ventilation and other building mechanics up to standards as well as Americans with Disabilities Act compliance.

The bond measure also included a \$2.8 million allocation for the Proctor Elementary School to renovate and expand space, fix roofs, and make the building safer and more accessible. Specific improvements to the elementary school included:

- ✍ Removal of two temporary additions
- ✍ Creation of five new classrooms, a new gym and stage space
- ✍ Addition and renovation of offices and support space for services including guidance, nursing, special education and the library
- ✍ Improvement of emergency exits.

The Proctor School Board estimates that no additional major improvements will be needed to the District's facilities for the next several years.

Funding

Funding for education comes from a mix of state and local sources. Since the last Plan update, Act 60 was passed, radically changing the way towns receive school funding. Act 60 was first implemented in the 1998/99 school year and reallocated state funding for education. A statewide property tax for education was implemented and distributed according to the number of students per district and their demographic needs. The local share of funds is raised predominately through the local property taxes to cover tuition, special education, transportation and administration

For Proctor residents, this change has continued the trend towards an increasing local tax burden levied to finance the school's operations has caused some Proctor residents to feel that the cost of maintaining the school is making the town an unaffordable place to live.

Proctor School District Action Plan

The Proctor School District Action Plan 2000-2001 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.

Education Goals, Policies and Programs

Goal

In collaboration with the community and families and utilizing a dynamic curriculum with diverse learning opportunities, develop socially responsible students who embrace high standards, are motivated to invent, dream, explore, and rise to the challenges of an ever-changing world. (Excerpted from the mission statement of the Proctor School District)

Rationale

The Proctor school district continues to provide a very high quality learning experience with an emphasis on giving extra attention to the individual needs of its students. The expense of maintaining such a unique school system and the schools important role in town life, create a level of scrutiny of the District's operations and administration likely exceeding that which would be found in a larger city or town. Every school system needs to have a positive feeling of cooperation and a shared agenda between itself and the community it serves. This is particularly true in a community such as Proctor in which many residents chose to live because of the unique educational opportunities afforded by a small local school system.

Policy 1

Improve the quality of communication between the School Board and the residents of Proctor.

Programs

- ✍ 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.

Policy 2

Improve the financial stability of the Proctor School District.

Programs

- ✍ 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.

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. Maps depicting general natural features in Proctor, as well as septic suitability of soils and geologic resources 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.

Geology and Soils

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.

Kame terraces in the vicinity of Proctor and adjacent to U.S. Route 7 southeast of Pittsford have considerable reserves of good gravel. The largest reserves of sand are along the Castleton River between Hydeville and Castleton, the Proctor-Pittsford area, the region around Brandon and the kame terraces north and south of East Clarendon.⁶

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

⁶ *Geology for Environmental Planning in the Rutland-Brandon Region, Vermont*, David P. Stewart, 1972

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-Stauber, the Swiss parent company of the more familiarly 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 headquarters in the town and owns nearly 25 percent of the town's land area as well as several industrial era buildings.

Agriculture and Forest Resources

Agriculture and silvaculture 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 silvaculture, a Vermont tradition, as well as providing wildlife habitat, and places for recreation.



Despite a significant decline in farming in Vermont over the last several decades, there are still four active small farms in Proctor.

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 2001 there were still four small farms actively operating in Proctor and 18 individuals residing in Proctor listed their primary occupation under "agriculture, fisheries, and forestry".

Wildlife Habitats and Fragile Areas

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

Wildlife habitats and other natural and fragile areas are mapped generally by the state and include deer wintering areas (commonly known as deer yards), bear habitat, migratory staging areas for waterfowl, fisheries, and sites of rare plants and animals. Other types of

wildlife habitat include large forested tracts capable of supporting larger mammals and "wildlife corridors" such as streams and windows that help connect the habitat areas together.

As much of Proctor's land area is undeveloped, and un-developable, the town has considerable acreage that provides suitable habitat for Vermont's abundant wildlife. 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.

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.⁷ 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.

Surface Waters

Surface water resources, which include lake, ponds, rivers, streams, and wetlands, provide many important benefits. For example, surface waters support economic activities such as agriculture, manufacturing and processing; residential activities such as drinking and cleaning, and recreational activities such as swimming and boating. They also serve as habitat for wildlife and as an important component of the hydrologic cycle.⁸



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

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.

⁷ *A Glossary of Zoning, Development and Planning Terms*, APA , page 255

⁸ *Rutland Regional Plan*, Rutland Regional Planning Commission, page 82

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.⁹ The hydro-powered central generating system of the Vermont Marble Power Division of OMYA, Inc 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.

Wetlands

Wetlands are land areas that are saturated with water at least part of the year and include marshes, swamps, sloughs, fens, mud flats and bogs. Wetlands provide important wildlife habitat, but also provide other benefits such as storing stormwater runoff, purifying surface and groundwater supplies, recharging aquifers, controlling erosion, and providing areas for recreation. Proctor has approximately 400 acres of wetlands. The majority of these wetlands are located along the banks of the Otter Creek within the Floodplain protection area.

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. 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.¹⁰

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

⁹ *Vermont Marble Exhibit Self Guided Tour Booklet* - History Section, page 2

¹⁰ *Rutland Region Natural Environment Technical Report*, Rutland Regional Planning Commission, pages 36 & 37

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.

Air Quality¹¹

Air quality has a great impact on the quality of life and the ecology of an area. Due to relatively low emission densities and relatively favorable meteorological conditions, ambient concentrations of locally generated pollutants are relatively low in Vermont by national standards. However, the Air Pollution Control Division has reported the Rutland area's particulate matter levels to be among the highest in the state, while 24 hour sulfur dioxide levels are higher than the Burlington area's. Nitrogen dioxide levels are comparable to or lower than other parts of Vermont. Overall, the Rutland Region's air pollution levels have not violated EPA standards for air pollutants. Small town's 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. 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.

11 *Rutland Regional Plan*, Air Resources pgs. 94-97 RRPC June 2001

Natural Resources Goals, Policies, and Programs

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.

Rationale

Clean air and water, as well intact forests and working farms are essential to the health and quality of life of all living things that inhabit a community. Proctor is blessed with abundant natural amenities that remain largely unscathed by the polluting forces of the industrial world. Over 70 percent of respondents to the 2001 Proctor Community Survey stated that they support the efforts of the Vermont Land Trust to conserve important farmland and open space. This figure indicates that protection of natural resources is important to Proctor residents and vital to the continued welfare of the town.

Water Resources

Objective

Protect and retain the present amount (no net loss) of significant surface waters, wetlands, and groundwater resources in Proctor and enhance the opportunities for access, recreation, education and natural beauty in these areas.

The Selectboard and Planning Commission do, however, recognize that existing hydroelectric power plants are very important assets to the town.

Policy 1

Prohibit any development that will degrade water quality in Proctor.

Programs

- ✍ Establish and enforce setback and vegetative buffer requirements in Proctor zoning regulations for development along lakes, rivers, and streams.
- ✍ Prohibit through Proctor's zoning regulations any permanent habitation where depth to groundwater is less than 18 inches.
- ✍ Consider large lot zoning adjacent to water bodies in Proctor zoning regulations.
- ✍ Act 250

Policy 2

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

Programs

- ✍ Discourage application of lawn fertilizers and pesticides along lakeshores and streambeds.
- ✍ Establish 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.

Agriculture and Forest Resources

Objective

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

Policy 1

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

Programs

- ✍ Enforce the requirements of the agricultural and forest districts as set forth in Proctor's zoning regulations.
- ✍ Ensure that conventional on site septic systems are constructed in accordance with Chapter 5 of the Vermont Health Regulations through enforcement of the Proctor Municipal Sewer and Private Wastewater Disposal Ordinance.
- ✍ Preserve farm and forest lands and maintain the working landscape through conservation, agricultural easements, and land acquisition.
- ✍ 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.

Policy 2

Control development within flood plains of major rivers or smaller streams subject to periodic flooding.

Programs

- ✍ Enforce the provisions of the Flood Hazard District as set forth in Proctor's zoning regulations.

Policy 3

Preserve Proctor's rare and irreplaceable natural areas and scenic resources.

Programs

- ✍ Document Proctor's primary scenic resources and require that view shed analysis be performed on all future development.
- ✍ Inventory Proctor's rare and threatened plant species and post notices to hikers and cyclists if these species occur near a trail.

Air Quality

Objective

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

Policy 1

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

Programs

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

RECREATION, HISTORIC AND CULTURAL RESOURCES

Recreation

Recreation provides an important contribution to the health and quality of life enjoyed by the people of every community. 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 just 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.

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. Although Beaver Pond, located in the northwest corner of town on land owned by OMYA, is in need of a considerable clean-up and a commitment to its continued maintenance, it remains a popular recreation area, particularly for Proctor teens. Finally, the Otter Creek, meandering right through the heart of Proctor, is enjoyed by canoeists, kayakers, and anglers of all ages.

As Table 6 documents, funding for the two recreation areas maintained by the town comes from a combination of the town budget and the Minnie Proctor and Mortimer R. Proctor Trust Funds.

Table 6:
Proctor Recreation Areas Budget and Expenditures 2000-2001

Facility	Location	Total Operating Budget 2000-2001	Minnie Proctor Fund	Mortimer Proctor Fund
Olympus Pool	Holden Avenue	\$22,305	\$3,000	\$12,000
Skating Rink	Olympus Road	\$6,856		\$4,250
Little League Fields	Elm Street	Volunteer Maintained	N/A	N/A

Historic and Cultural Resources

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. Indeed, the town's history and culture are so intertwined that it is difficult to separate one from the other. A map detailing Proctor's cultural and historic resources can be found at the end of this document.

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 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.

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.



For a town of its size, Proctor has many compelling visitor attractions.

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. The bridge is scheduled to undergo much needed structural renovations in 2002 – 03.



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

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 19th 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.

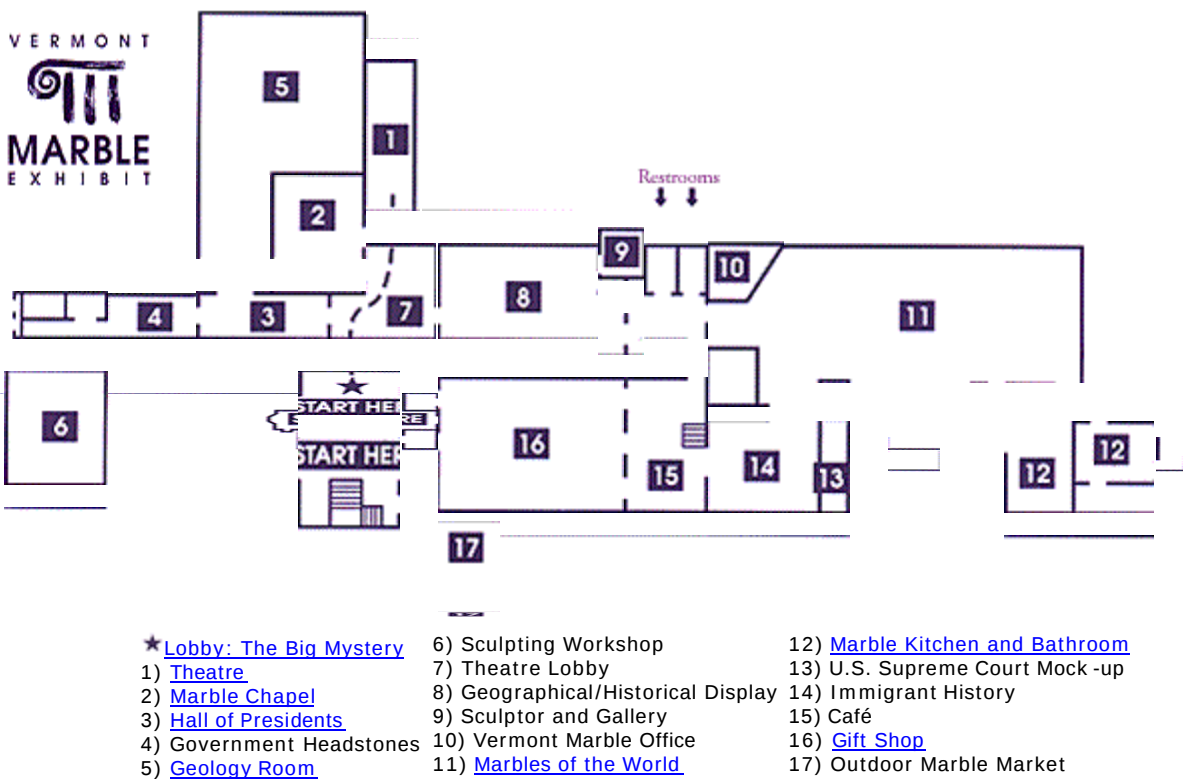


The fascinating and bizarre Wilson Castle is a must see for anyone visiting central western Vermont.

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. Figure 11 depicts the museum's layout and provides a summary of its major exhibits.

Figure 11:
The Vermont Marble Museum Layout and Summary of Exhibits



Community Organizations

Proctor today is a quiet bedroom community attracting residents with its scenic beauty, convenient proximity to Rutland City, low crime rate and 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.

Recreation, Historic and Cultural Resources Goals, Policies and Programs

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.

Rationale

Proctor's character and quality of life are deeply embedded in its recreation, cultural and historic resources. In addition, the town's unique cultural heritage and abundant historic buildings, structures and locations present promising opportunities as visitor attractions. Visitors represent a lucrative and low impact form of revenue that can benefit many enterprises including restaurants, B & B's, museums and retail stores. Promotion and enhancement of recreation, cultural, and historic resources need not be dependent on large funding sources as much can be achieved through the commitment of time and energy of Proctor's resident community.

Recreation

Objective

Develop three new recreational amenities in Proctor by 2006.

Policy 1

Maintain, enhance, and expand recreational resources and opportunities.

Programs

- ✍ Prioritize development of additional recreational amenities according to the preferences listed in the 2001 Proctor Community Survey.
- ✍ Support the creation of an organized recreation committee dedicated to improvement and maintenance of recreational opportunities in Proctor.
- ✍ Assist in the identification of 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.

Policy 2

Conserve prime recreational resources and protect their scenic qualities from unnecessary despoliation.

Programs

- ✍ Enforce the requirements of the designated recreational areas (districts) as set forth in Proctor's Zoning Regulations.

Historic Resources

Objective

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

Policy 1

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

Programs

- ✍ 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.
- ✍ 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

Policy 2

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

Programs

- ✍ 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

Objective

Increase the number visitors to Proctor's Historic and Cultural resources by 20 percent over the next five years.

Policy 1

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

Programs

- ✍ 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.

HOUSING

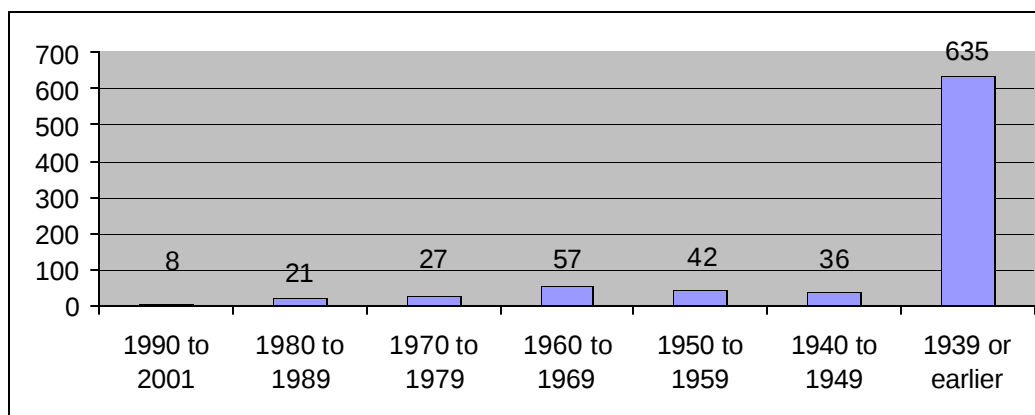
A sufficient supply of quality housing is necessary for any community that expects to have strong, healthy families and a stable workforce. Housing in Rutland County and the State of Vermont, particularly affordable housing, is becoming an increasingly critical concern. A 2000 report by the National Low Income Housing Coalition entitled *Out of Reach*, found that just under half of Vermont's renters cannot afford a two-bedroom apartment and over 60 percent cannot afford a three-bedroom apartment.¹² This makes Vermont the least affordable state in the nation (tied with New York and Alaska) in these two key rental categories. Homeownership in Vermont is also difficult for many credit-worthy households due to the high up-front costs of purchasing a home and the increase in median home sales prices in recent years.¹³ Nationwide, a trend toward fewer persons per household has changed the type of housing needs and increased the demand for housing, especially affordable housing, in many towns, even with stable or declining populations. Proctor has housing needs that are congruent with state and national trends in some respects, but are also heavily influenced by the town's unique history and location near one of the largest cities in Vermont.

Existing conditions

Age of Housing

Proctor is a predominantly residential community with most of its houses located within a ½ mile radius of the village center. Many of these homes were built by the Vermont Marble Company between 1890-1910 in order to house their employees. In fact, only 191 new homes have been built in Proctor since 1940 (see Figure 12). With very little developable land remaining, Proctor today is virtually built-out. According to the 2000 Census, only eight new homes have been added to the community since 1990.

Figure 12¹⁴:
Town of Proctor Year Structure Built (2000)



Source: US Census 1990 and 2000

12 A unit is considered affordable if rent plus utilities cost no more than 30 percent of the renter's income.

13 *Joint Housing Committee 1999 Report*. Prepared by the Legislative Council – State of Vermont

14 Please review Technical Appendix Section B, for housing data records compiled by the Town of Proctor lists. While this data differs in some areas from the US Census data, the Proctor Planning Commission decided to present the Census data in the Town Plan for the purposes of consistency.

Housing Stock and Occupancy Status

According to the 2000 Census, 756 of Proctor's 791 (95.6 percent) total housing units were occupied in the year 2000. This figure is down slightly from 1990 in terms of actual occupied units when 765 of Proctor's 818 units were occupied, but up slightly in terms of the *percentage* of units occupied (93.5 percent, 1990) reflecting the net decrease of 27 units available overall. The vacancy rate in Proctor in 2000 was 1.6 percent for homeowners and 3.9 percent for rental units indicating a high demand for housing in town.

Of the 756 occupied units in 2000, 558 (73.8 percent) were owned and 198 (26.2 percent) were rented. While the 2000 data was not yet available as of this writing, Proctor's 1990 housing stock included 511 single-family residences, nine duplexes, 272 multi-family units, 23 mobile homes, and three "other" or unspecified units.¹⁵ In 2000 only six (0.8 percent) units in Proctor were for seasonal, recreational, or occasional use. Table 7 provides a summary of Proctor's housing stock and occupancy status in 1990 & 2000.

Table 7:
Proctor Housing Stock and Occupancy Status (1990, 2000)¹⁶

	1990	1990 Percent of Total	2000	2000 Percent of Total
Total Housing Units	818	100	791	100
Total Occupied Units	765	93.5	756	95.6
Owner Occupied	558	72.9	558	73.8
Renter Occupied	207	27.1	198	26.2
Vacant Housing Units	53	6.4	35	4.4
Seasonal, recreational or occasional use	6	.7	6	.8
Housing Stock				
Single Family	511	62.4	N/A	
Duplex	9	1.1	N/A	
Multi-family	272	33.3	N/A	
Mobile Home	23	2.8	N/A	
Other	3	0.7	N/A	

Source: US Census 1990 and 2000

Households

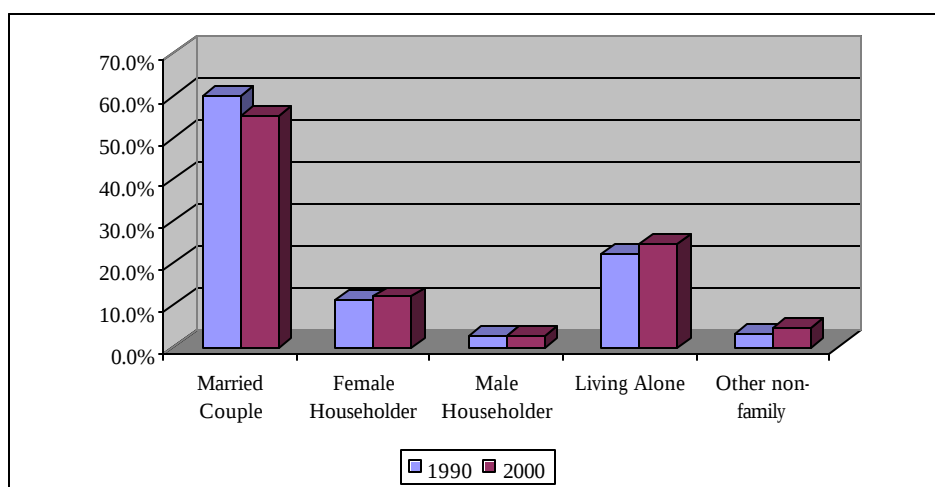
Householders, or primary residents of a home, were predominantly married couples in Proctor in 2000. However, the number of married couples and their proportion of all households in the town declined between 1990 and 2000 from 460 to 418 (60 percent to

¹⁵ The US Census Bureau released a preliminary set of statistics on Vermont towns from the 2000 Census in the spring of 2001. As of this writing the more detailed data sets on housing and many other categories were scheduled for release between March and May of 2002.

¹⁶ Please review Technical Appendix Section B, available at the Proctor Town Offices, for housing data records compiled by the Town of Proctor listers. While this data differs substantially in some areas from the U.S. Census data, the Proctor Planning Commission decided to present the Census data in the Town Plan for the purposes of consistency.

55 percent). The number of young families in Proctor also appears to be in decline. In 1980 there were 113 households in Proctor comprised of married couples aged 25-34 and 115 such households in 1990. While the 2000 Census age of householder data was not yet available as of this writing, the number of *individuals* between the ages of 25-34 has declined considerably since 1990 (317 to 232 in 2000) and will likely have a related effect on the number of young families in 2000. While the number of school age children living in Proctor increased slightly between 1990-2000 (407 in 1990 to 416 in 2000) that number will likely decline in the next 10-20 years unless there is a renewed influx of young families. Notable *increases* took place among female-led households (86 in 1990 to 91 in 2000) and among people living alone (172 in 1990 to 188 in 2000) (see Figure 13). The average household size in Proctor in 2000 was 2.48, down from 2.59 in 1990, and keeping with the state and national trends toward decreasing household size.

Figure 13:
Town of Proctor Householders (2000)



Condition of Housing

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

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

Overcrowding is not a problem in Proctor as only two owner and three renter occupied units were designated as such in 1990. There were four units lacking complete plumbing facilities and six units lacking complete kitchen facilities in Proctor in 1990 indicating that the vast majority of housing units in town are not substandard. Since detailed data on aged housing must be inventoried on site, and limited time and resources usually prevent it, an assumption is sometimes made in a housing analysis that 50 percent of those structures 50 years or older are considered physically unsafe. A windshield survey (driving around the community) performed in the summer of 2001 indicated that the exteriors of most of Proctor's historic residences have been maintained or renovated by their owners and that a 50 percent substandard assumption seemed unreasonably high. The most recent housing condition inventory performed in 1989 by Proctor's town listers also indicated that Proctor's housing stock was generally in good condition, categorizing only 17 units as substandard at that time. The town of Proctor was planning to perform another housing condition inventory sometime in 2002 or 2003 depending on what the town budget would allow.

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.¹⁷ In addition to requiring certain services that differ from typical single-family households (i.e. physical accessibility, assisted living) these groups also tend to be in the lower income category. The 2000 Census indicated that Proctor had 188 householders living alone. The 2000 data also indicated that there were 52 female-led households, with no husband present, which had children less than 18 years of age residing with them. 224 of Proctor's Census 2000 households included individuals aged 65 years and older, 98 of who lived alone. It is important to note that each of these figures represent slight increases from 1990, indicating that Proctor's special needs population is growing which 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.

Housing Affordability

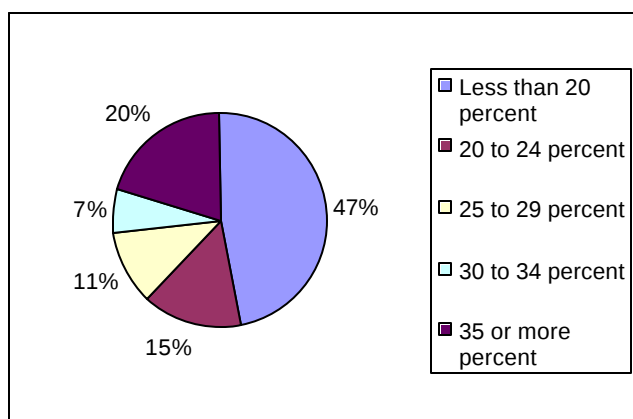
Affordable housing is an average priced new home or older home in good condition that a person with an average income ought to be able to buy or rent. In order to be considered affordable, housing costs should be no more than 30 percent of a household's income. For rental housing this includes: rent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

¹⁷ *Planning for affordable Housing*. Department of Housing and Community Affairs, Feb. 1990, pg. 11

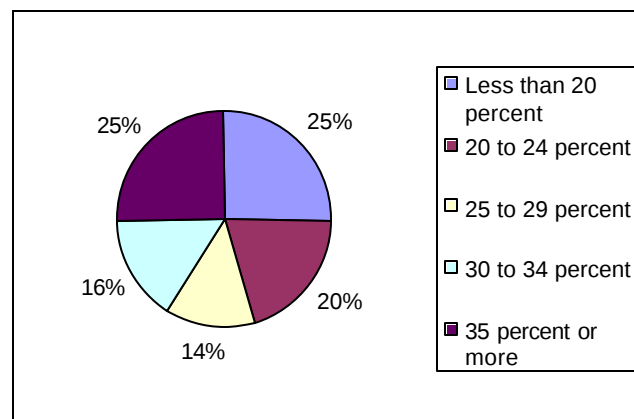
expect to pay no more than \$850 per month for rental housing or home ownership expenses.¹⁸

1990 Census data for Proctor indicated that 41 percent of all renters and 27 percent of all owners spent more than 30 percent of their household income on housing. At the other end of the spectrum, 25 percent of renters and 47 percent of homeowners spent less than 20 percent of their household income on housing costs (see Figures 14 and 15 below).

**Figure 14: Town of Proctor
Housing Costs as a Percentage of
Owners Income (1990)**



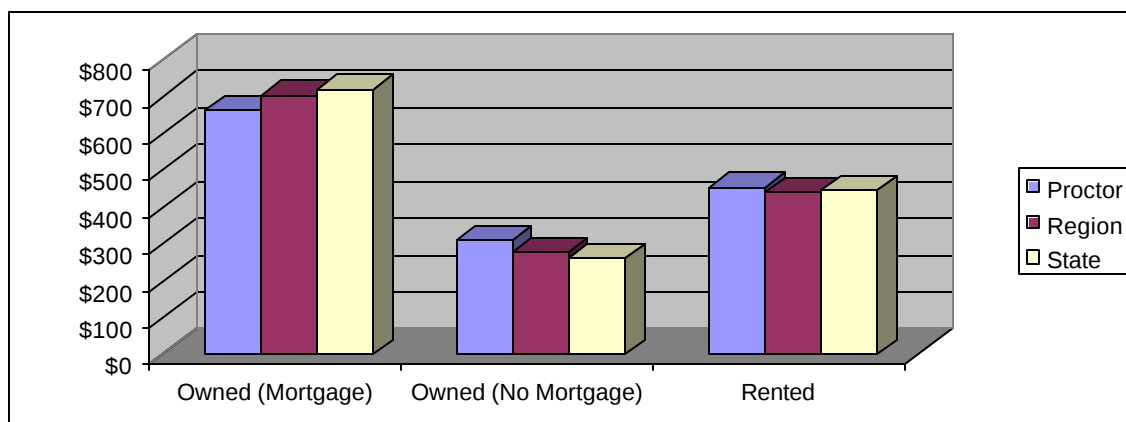
**Figure 15: Town of Proctor
Housing Costs as a Percentage of Renters
Income (1990)**



It should be noted that costs for renters tend to consume a larger percentage of household income, as renters generally tend to have lower incomes than homeowners. These statistics are also influenced by the high proportion of residents in Proctor who have lived in the same house for more than 20 years (53 percent), paid off their mortgages and therefore have significantly reduced housing costs. Figure 16, however, which depicts the average monthly housing costs for renters and owner-occupied households with and without mortgages does further indicate that compared with the region and the state, as of 1990, Proctor was more affordable to own and less affordable to rent.

¹⁸ *Supporting Housing in Vermont Communities*, Vermont Association of Planning and Development Agencies, February 2001, pgs. 4-5

Figure 16:
Average Monthly Housing Costs for Renter and Owner-occupied Households with and without Mortgages – State, Region, and Proctor (1990)



Affordable Housing Cost Index

Another method of evaluating the housing affordability of a community is by comparing the median income for the community with its average cost of housing. Based once again on the premise that in order to be affordable, a household should spend no more than 30 percent of its income on housing an “affordable housing cost index” may be calculated for a given community by taking 30 percent of the median annual income and dividing that number by twelve (monthly income available for housing).

Table 8 provides a summary of the Median Annual Income and Monthly Affordable Housing Cost Index for Proctor in 1990 and 2000.

Table 8:
Proctor Monthly Affordable Housing Cost Index (1990, 2000)

Year	Median Income	Monthly Affordable Housing Cost Index (c)
1990	\$27,679 (a)	\$691.97
2000	\$25,577 (b)	\$638.92

a) Bureau of the Census – 1990

b) Vermont Department of Taxes, 1999 Vermont Tax Statistics, Median Adjusted Gross Income by School District

c) 30 percent of Median Income divided by 12

While data for 2000 was not available as of this writing, Table 9 provides a summary of the average housing costs for owners with and without mortgages and renters in Proctor in 1990.

Table 9:
Average Monthly Housing Costs for Renter and Owner-occupied Households with and without Mortgages State, Region, and Proctor (1990)

	Owned (Mortgage)	Owned (No Mortgage)	Rented
Proctor	\$661	\$309	\$453
Region	\$703	\$275	\$440
State	\$719	\$262	\$446

A comparison of Proctor's affordable housing cost index from 1990 (\$691.97) with the data from Table 9 indicates that average housing expenses for each of the three categories were affordable for the average household in Proctor in 1990. Of these categories, housing expenses for the average household were most affordable for the owner with no mortgage (average monthly surplus of \$382.97), followed by renters (average monthly surplus of \$238.97), and finally owners with a mortgage (average monthly surplus of \$30.97).

In summary, housing was affordable for a majority of owners and renters in Proctor in 1990. Despite a greater average monthly surplus based on the affordable housing cost index and average monthly expenses for housing, renters in Proctor spent a greater *proportion* of their income on housing in 1990 than owners. This is not uncommon as renters generally tend to have lower household incomes than owners and average monthly rental costs in Proctor were slightly higher than those of the region (+\$13.00) and the state (+\$7.00). With the 2000 Census data unavailable as of this writing, it was not possible to draw any firm conclusions about housing affordability in Proctor in 2001. However, as Proctor's median income and affordable housing cost index have declined by \$2,122.00 and \$53.05 respectively and property taxes and average rents have increased it is likely that Proctor has become less affordable for average owners and renters in the last decade. The town of Proctor is encouraged to revisit these figures as the detailed data sets from the 2000 Census are released in the summer or fall of 2002 in order to gain a more detailed picture of recent trends in housing affordability for Proctor residents.

Future Housing Needs

Proctor currently has an acceptable variety of housing options for a community its size and housing was affordable for the majority of owners and renters in 1990. However, while detailed housing data from the 2000 Census was unavailable as of this writing, a decline in the median annual income, increased property taxes, and escalating fair market rents suggest that housing in Proctor has become less affordable for the average owner

and renter in the last decade. The decrease in average household size and increase in special needs groups, particularly single female householders with children and elderly householders living alone, also indicates that the affordability gap for renters has likely increased since 1990.

The declining number of young families in Proctor (aged 25-34) will likely result in a reduction of school aged children over the next several years. While the school district has been successful so far in recruiting tuition students from neighboring towns, a continued decline in young families will eventually have negative effects on the housing market, school system, and overall health of the community unless the trend is reversed. With a large majority of its housing stock over 60 years old, Proctor should closely review its periodic site inventory of historic homes in order to maintain an accurate picture of the condition of housing in the community. Proctor's appeal as a visitor destination relies heavily on the aesthetic quality of its historic structures. It is especially important, therefore, that homeowners in Proctor be encouraged and assisted in the maintenance and renovation of their homes.

Proctor appears to be at something of a crossroads in terms of the makeup of its housing stock and consequent social stratification. The town's increasing property tax rate, aging housing stock, lack of land for residential development, reduction in available rental properties, and decline in overall population, particularly in individuals aged 20-34, suggest that the town, already a bedroom community, is running the risk of becoming increasingly exclusive. In addition, 81 percent of respondents to a community questionnaire distributed in the Spring of 2001 indicated a preference toward single-family homes as the most desirable form of new housing in Proctor while low income and multi-family housing were selected as most desirable by less than 20 percent of respondents and mobile homes by only 4 percent.

While these trends might be particularly disturbing for a more geographically isolated town, they are, perhaps, less problematic when considered in the context of Proctor's close proximity to Rutland City, with its abundant mix of goods and services and diversity of housing options, as well as Proctor's expensive commitment to maintaining its own school system, very rare among towns in Vermont. However, if Proctor wishes to maintain its diversity of housing options available to the full spectrum of income levels and special needs groups, the town should closely monitor trends in its housing market and affordability through an analysis of the detailed Census 2000 data upon its release, maintain open communication with community residents on the need for low and moderate income housing, and carefully consider options for the addition and maintenance of affordable units in town.

Housing Goals, Policies, and Programs

Goal

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

Policy 1

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

Programs

- ✍ Identify potential sites that meet affordable housing criteria.
- ✍ Inform community residents of the availability or future availability of housing in Proctor across the entire price spectrum.

Goal

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.

Policy 1

Continue to allow accessory apartments within or attached to single-family residences.

Policy 2

Locate affordable and special needs housing in areas with access to appropriate services.

Goal

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

Policy 1

Encourage home ownership and property upkeep efforts of Proctor residents.

Policy 2

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).

Programs

- ✍ 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.

- ✍ Increase public awareness of the critical need for a variety of housing that meets the needs of all of Proctor's residents.

TRANSPORTATION

A transportation network is comprised of all the forms, or “modes”, of transportation that provide mobility to residents of an area. 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 automobile or truck. Passenger air, rail and long distance bus service are available in nearby Rutland City. The results of the Proctor Community Survey indicated that nearly 70 percent of the respondents were satisfied with the road maintenance in Town. However, road maintenance also received among the highest percentage of dissatisfied responses (25 percent) indicating that there is room for improvement at least in certain areas of Proctor’s road maintenance service.¹⁹ The Town shall provide a safe, efficient transportation system for residents and businesses in the community.

Regional Overview²⁰

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

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

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

Class 1 town highways are those town 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 town 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

¹⁹ See also page 11, Public Works – Roads.

²⁰ “Regional Overview” section excerpted from the Rutland Region Transportation Plan, adopted June 26, 2001. Pages 11-12.

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. Selectboards determine which highways are Class 4 town highways.

Proctor's Highway System

The most significant component of the transportation system in Proctor is its roads. The highway system provides vehicle circulation to all parts of the town and between neighboring communities. The highway system is necessary to facilitate travel to benefit the inhabitants of the town for commerce, safety, and leisure travel. A map of Proctor's transportation system can be found at the end of this document.

Like most towns in the region, Proctor has road segments in all four classes described above. The connecting link between Newton Street South and Old Route 3 comprises Proctor's 1.48 miles of class 1 roads. 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 and 11.88 miles of Class 3 roads providing access to outlying homesteads and farms. Proctor has only .35 miles of Class 4 roads. These are abandoned former Town roads that are now used in the winter by snowmobiles and are privately maintained. Proctor's Road Supervisor maintains a systematic plan for the maintenance and repair of the entirety of the town's 22.23-mile road network.

The major highway corridor 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 only other roads by which to access Proctor are West St. from the south and Florence Rd. from the north. Both roads run north / south just west of the Otter Creek. The existing highway network has not changed significantly in recent decades.

Due to its location as a link between Routes 4 and 7 west of Rutland City, the Proctor Selectboard recognizes that Route 3 is the recipient of a considerable amount of traffic seeking to avoid the city and the inadequacy of Route 7. 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.

The Proctor Planning Commission and the Selectboard feel that the state has neglected Route 3 to the point where the condition of the highway is border-line acceptable for the

amount of heavy traffic and number of vehicles to which this road is subjected. As a result of the significant deterioration of the road's surface condition, in summer of 2000 the Selectboard made the decision to pave a portion of Route 3 in order to save the town's infrastructure. This was done at a cost of nearly \$33,000 to the town and is not reimbursable. 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.

Bridges

The Marble Arch Bridge, which connects the eastern and western portions of Proctor Village across the Otter Creek, is scheduled for improvement by VTrans in the spring of 2002. As part of the project the town and VTrans agreed that a waste water force main located beneath the north sidewalk of the bridge should be relocated to the south side of the bridge along the creek bottom prior to the rehabilitation. This project was completed in October of 1999. Additionally, the State has completed the right of way work while the contract for the fabrication of the marble railing was awarded to Granite Importers of Barre. In anticipation of the closing of the Marble Bridge for the period of improvement, VTrans installed a single lane temporary bridge north of Proctor Village in the summer of 2001. Total project costs are estimated at \$1.3 million, 5 percent of which will be paid by the town of Proctor, with the remaining 95 percent to borne by the State.

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. Rehabilitation of the bridge has been scheduled by VTrans, but no work is anticipated on the project until at least 2005. If and when the Gorham Covered Bridge project is initiated, Proctor will pay 2.5 percent, Pittsford will pay 2.5 percent, and the remainder will be funded by the State.

Access Management

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

Towns in Vermont may regulate private access to local highways through "curb cuts", places where a private driveway or road cuts through curb (even though there may not be an actual curb in place) to gain access to town roads and highways. Authority to approve the proposed location of curb cuts 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.

Bicycle/Pedestrian Transportation

As previously mentioned, Proctor's compact settlement pattern and sidewalk network lend themselves well to bicycle and pedestrian traffic. The flat and scenic nature of Route 3 as it

parallels the Otter Creek also makes it a popular bicycle route. The Town should work, in cooperation with the State, to improve the roads to accommodate bicycle and pedestrian uses as well as explore options for recreational trails, both of which were high priorities for survey respondents.

Rail

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.

Bus

The Bus provides public transportation four times a day to and from Rutland City. While over 50 percent of survey respondents indicated satisfaction with the quality of the public transit service in Proctor, several respondents expressed concerns that “The Bus” was underutilized and therefore not worth taxpayer expense. Other respondents felt that more runs were needed in order to make it effective for commutes to Rutland City. The Planning Commission feels that Proctor should continue to support “The Bus”, but recommends that the town consider the possibility of adjusting the scheduling or frequency of trips to better serve the needs of Proctor residents who use it. Interviews with passengers over several days could help to clarify the true nature and extent of concern over current service.

Air Transportation

Rutland State Airport, located in Clarendon, is one of ten state-owned and operated public use airports in Vermont. The next nearest airport to the Rutland market is Burlington International, located 67 miles to the north, followed by Albany County Airport in New York State, 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, Colgan Air, and is newly affiliated with US Airways. 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.

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.

Transportation Goals, Policies, and Programs

Goal

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

Rationale

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

Policy 1

Ensure that VTrans provides adequate funding and / or a satisfactory maintenance schedule for Proctor's bridges and highways.

Programs

- ✍ Maintain regular communication with the VTrans Regional Planning Coordinator as to the condition and maintenance requirements of Proctor's transportation infrastructure.
- ✍ Participate in the Rutland Region Transportation Council's efforts to prioritize transportation infrastructure projects in the region.

Policy 2

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

Programs

- ✍ Continue to require that the road supervisor maintain a road surface improvement schedule as part of his regular responsibilities.

Policy 3

Identify those locations or road maintenance services which Proctor residents feel are in need of improvement.

Programs

- ✍ Survey Proctor residents at town meeting as to the quality of road maintenance and service and specific locations in which service is currently inadequate.
- ✍ Consider options for more efficient snow removal during heavy winter storms.

Policy 4

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

Programs

- ✍ Consider bicycle and pedestrian safety and uses when upgrading existing roads.
- ✍ 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.

Policy 5

Consider access management when reviewing all new development proposals.

Policy 6

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

Programs

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

Policy 7

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.

Programs

- ✍ Participate in the rail yard relocation / expansion planning effort and monitor the potential for its effects on land use and transit in Proctor.
- ✍ 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.

ECONOMIC DEVELOPMENT

Economic development, despite the challenges in a small village community such as Proctor, is an important part of a town's planning goals. Economic development, once the sole province of the private sector, is the process by which the community sets out to improve the climate for retaining old and attracting new businesses that support jobs and sustain tax revenues. Like many other municipalities in Rutland County, 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 more active in managing economic growth to ensure the future of its tax base and quality of life.

Proctor Workforce Characteristics

The overall workforce in Proctor increased between 1980 and 1990 by 42 persons. Manufacturing, retail trade and educational services were the principal occupations held by Proctor residents in 1990. While these were also the primary employment sectors in 1980, the number of residents working in manufacturing declined considerably from 347 to 228 during that period while residents working in retail trade and educational services increased from 138 to 163 and 81 to 103 respectively. While 2000 Census data on Proctor residents' employment by industry was not available as of this writing, town policy makers are strongly encouraged to review this data upon its release in the spring or summer of 2002. Table 10 below summarizes employment sectors for the Proctor workforce in 1980 and 1990.

Table 10:
Proctor Workforce Employment Sectors (1980, 1990)

Industry	1980	1990
Agriculture, forestry, and fisheries, mining	18	38
Construction	16	51
Manufacturing, non-durable goods	64	69
Manufacturing, durable goods	283	159
Transportation	28	27
Communications and other public utilities	30	39
Wholesale trade	25	17
Retail trade	138	163
Finance, insurance, and real estate	36	62
Business and repair services	22	38
Personal services, entertainment and recreation services	50	34
Health services	69	55
Educational services	81	103
Other professional and related services	24	45
Public administration	32	36
Employed persons 16 years and over	916	958

Source: US Bureau of the Census 1980, 1990

Commercial Activity in Proctor

There are relatively few businesses located within the town, and 80 percent of residents are employed in neighboring communities. The Town of Proctor 2000 Grand List indicated that 5.3 percent of the town's properties were commercial. Table 11 below lists the commercial enterprises that were located in Proctor in 2000. It should be noted that one major contributor to the local tax base, Alderman's Toyota, was scheduled to relocate to Rutland City in the Spring of 2002.

Table 11:
Proctor Commercial Enterprises 2000

Name	Address	Comment	Assessed Valuation (U.S. \$)
Reginald Baker	21 North St.	Vacant	26,900
Luisa's Deli	48 East St.		148,800
West St. Market	36 West St.		117,000
Wilson Castle	2872 West St.		502,200
John Jones	226 South St.		55,000
Lafond Auto Body	98 South St.		146,900
Alderman's Toyota	99 South St.	(Will Vacate 2002)	300,100
Pluess-Staufer Inc.	49 Main St.		590,000
Owner Services	41 School St.		218,400
Proctor Gas Inc.	2 Market St.		129,000
Proctor Gas Inc.	25 Market St.		19,800
The 45 Club Inc.	25 North St.		112,600
Vermont Marble	61 Main St.		825,000
Company Division of OMYA			
Elizabeth Jones	6 Green Sq.	Apartments	85,200
SCI Group	25 Main St.	Apartments	641,000

Source: Proctor Town Offices

Table 12, Demographic-Economic Comparison of Rutland County Towns, lists a number of key economic indicators for area communities and Proctor's relative relationship to them. While Proctor is the 11th largest town in the County in terms of population it is the smallest town in terms of geographic size. As mentioned elsewhere in the Plan, the lack of developable land in town has long been considered a major limiting factor to the development of new commercial enterprises. Discussions with OMYA during the development of this Plan indicate that the company is very willing to consider the sale or lease of a considerable portion of its current land holdings in Proctor either to the town or private property owners. Transfer of this land might open up new areas for development in the town and possibly help to stimulate additional commercial activity in the future. Additionally, the Vermont Marble Museum expressed an active interest in working with the community to expand the visitor economy in Proctor and expressed a desire to recruit

Table 12:
Demographic – Economic Comparison of Rutland County Towns

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

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

artisans and professionals to occupy several spaces available in the unused portion of the Museum.

Due in large part to the presence of the local school system, Proctor's property tax rate is the highest in the county (and, in fact, the state) and places a considerable burden on residents and cited frequently as a major concern in the Community Survey. The average value of a residential property in Proctor ranked 20th in the region at \$83,806 in 2000. The median residential property value in Rutland County in 1998 was \$88,001. The 2000 median adjusted income for a Proctor resident, \$25,577 placed the town 10th in relationship to other communities. The 1990 unemployment rate in Proctor stood at 4.1 percent compared with 5.6 percent in the region and 6.3 percent in Vermont.

Eighty percent of respondents to the Proctor Community Survey favored recruiting businesses as the most desirable form of revenue expansion. Respondents generally did not want to encourage certain larger types of businesses such as heavy industrial, strip malls, and lumber mills, reflecting the desire for the community to retain its peaceful, village qualities. Establishments that residents did express a desire to see developed were light industry, small artisan shops, professional offices, and home based businesses. Community residents also expressed an interest in the expansion of the tourism economy in Proctor, which may be among the most promising ventures in town given the established presence of the Vermont Marble Museum, the Wilson Castle, and numerous historic amenities such as the many Vermont Marble era homes, the Marble Bridge and St. Dominic's Church.

Economic Development Goals, Policies, and Programs

Goal

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

Rationale

A balance of public and private investment is necessary to provide a sound economic base for Proctor. While Proctor is not suitable for, nor desirous of, significant industrial development, a number of options are available for the continued economic growth of the community. Proctor is particularly well suited for small, non-retail businesses, professional offices seeking a quiet, scenic location in close proximity to Rutland, and for continued expansion of the burgeoning visitor economy. While land available for development has been limited for some years, the relocation of existing businesses and the possibility for the transfer of certain tracts currently held by OMYA may offer new opportunities for growth in the near future. The cost of the provision of services for new or expanding businesses must be made based on the available tax revenues and reasonable public and private investment. Proctor’s government is charged with providing for orderly growth and services at a rate that does not unduly tax the residents, yet protects the health, safety, and welfare of the those same citizens.

Policy 1

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

Programs

- ✍ Encourage businesses to locate in Proctor that will help reduce the tax burden without requiring significant investment in additional infrastructure in the town or school system.
- ✍ Collaborate with the Vermont Marble Museum in the identification of suitable businesses to occupy office space available in vacant areas of the museum.

Policy 2

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

Programs

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

Policy 3

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

Programs

- ✍ Collaborate with OMYA on the feasibility of the sale or lease of land holdings for potential private development that are not scheduled for use by the company.
- ✍ Explore options to recruit businesses to occupy space vacated by companies that have recently relocated or plan to do so in the near future.

LAND USE AND GROWTH

Future Land Use Districts

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 chapter, together with the previous chapters of this plan, provides guidance for future growth and development. This is not a zoning plan, although it provides guidance for zoning changes and updates. The future land use map, designating the boundaries of each district, is an integral part of the Future Land Use Plan and can be found at the end of this document.

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 and which can develop the necessary infrastructure to more readily support development than other sections of town.

Existing Conditions

The Town of Proctor contains a distinct, historic downtown or "village" area that straddles the Otter Creek. As previously mentioned elsewhere in this Plan, due to the limited developable land available in Proctor, the town is essentially built-out with the exception of a handful of parcels potentially developable for residential use in the more rural areas of town. The village 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 occupied by the offices and laboratories of OMYA comprise the village core. Residential streets lined with mostly historic homes form a radial pattern in each direction off the village center. The entire village area, comprising the majority of development in Proctor occupies just over one square mile of land.

Residential

The residential district in Proctor is essentially the primary village area described above and serviced by the municipal water and sewer system. While this 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 development.

Rural Residential District

This district is intended to provide land area for low-density residential development, farming, forestry, recreation and other rural land uses. Proctor does not have municipal sewer or water service in these areas, which necessitates low-density development. Growth should be managed and consistent with the rural character of the area and site conditions. Despite the limitations on clustered development, conservation of open spaces and natural resources should be a high priority to maintain Proctor's rural atmosphere.

Commercial District

As previously discussed in the Economic Development section of this Plan, Proctor does not have a high concentration of commercial establishments. Most businesses are located in the commercial district that parallels Route 3 for approximately 300 feet just before the village area and the small commercially designated area in the village center. The anticipated relocation of Alderman's Toyota to Rutland City will open up a substantial parcel in the aforementioned area along Route 3. 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 rural nature of Proctor and the adjacent commercial and residential structures.

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 the Proctor Community Survey indicated residents' preference for the development of low-impact commercial / industrial activities in the future.

Historic District

While Proctor has three state designated historic districts, the Northwest Village, Proctor Village, and Williams Street districts, located in the heart of the locally designated residential district, 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.

Recreational Area

The two parcels comprising Proctor's recreational areas include the Olympus Pool and skating rink in the southeast quadrant of the village and the volunteer maintained ball fields in the northwest portion of town. Permitted uses in these areas include only public outdoor recreation, wildlife refuges, and natural areas while public utility stations are permitted subject to conditions. 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 safety and insurance reasons. Several small farms are still in operation in Proctor's Agricultural District and this land comprises some of the most scenic real estate in town.

Forest Areas

Proctor's Forest District comprises more total land area than the rest of the town's land use districts combined. The 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 single-family dwellings may be not less than 25 acres. This requirement helps to preserve the rural integrity of the forest areas and reduces the threat of development on habitat fragmentation, erosion, and aesthetic blight to the forest resources.

Land Use and Growth Goals, Policies and Programs

Goal

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

Policy 1

Maintain a land use pattern of a densely settled village with future development radiating from the town center that may be efficiently served by community facilities and services.

Policy 2

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

Policy 3

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

Programs

- ✍ Collaborate with OMYA in an effort to revitalize the Beaver Pond area as a viable recreational resource.
- ✍ Support the efforts of the Vermont Marble Museum and OMYA, in conjunction with the community, to convert the Sutherland Falls Quarry into a public park and visitor attraction and promote other areas of the community as visitor sites.
- ✍ Assess the legal implications of the transfer of OMYA land adjacent to residential parcels to the private owners of those adjacent parcels.

PUBLIC PARTICIPATION AND REGIONAL COORDINATION

Proctor Community Survey 2001

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

Survey Summary

Sample Size

Nearly all of Proctor's residents are year round, permanent residents. 798 surveys were sent out in the community of 756-estimated households. 210 surveys were completed and returned to the Town Office for a response rate of 26%.

Future development

Overall, respondents enjoy and appreciate the current village and rural lifestyle offered in Proctor, and most residents anticipate that the community will stay much the same way over the course of the next 20 years. Of greatest concern is the development of heavy industry, mobile home parks and high-density forms of housing. Conversely, most respondents feel that small crafters and artisans should be encouraged as well as professional offices, home-based businesses, tourism and recreation.

Land Use, Zoning and Public Participation

70 percent of respondents supported the Vermont Land Trust's efforts to conserve important farmland and open space. Nearly two-thirds of respondents felt that existing zoning was on target while just under 50 percent felt that it should be enforced as strictly as possible. Over 35 percent of the respondents (approximately 75 respondents) indicated that they either were involved or would like to be involved in local government issues. 69 percent of respondents indicated that they would be interested in attending growth and development meetings in Proctor.

Services

Survey respondents generally considered all services including schools, road maintenance, fire and police protection, recreation opportunities, transfer stations, library, snow removal and parks to be satisfactory. The highest level of dissatisfaction with municipal services was expressed toward the quality of snow removal, road maintenance, and police protection, but as indicated above, each still received a majority of satisfied respondents. There were strong and repeated concerns, articulated mainly through write in comments, that local taxes had become exorbitantly high and are increasingly causing long time residents to move away from the community.

Summary

Overall, survey respondents were happy with Proctor and the lifestyle it offers. Consequently, there is a strong desire to maintain the current village and rural character of the area. Many respondents expressed an interest in participating in community activities as well as the decision-making process concerning issues important to the future of the community. The high tax rate in Proctor was the primary concern of most survey respondents wishing to remain in the community, but finding it increasingly expensive to do so. The original survey is included in the Technical Appendix along with a detailed analysis of the results.

The Proctor Community Fair

A high point of the hard work put into the Proctor Town Plan update came the evening of October 24th when the Planning Commission hosted a “Community Fair” at the Vermont Marble Museum. The purpose of the Fair was to share the progress made on the Plan update and learn more about Proctor residents’ views on their community’s future. The format of the Fair was different from previous town meetings in several ways. The Fair featured 10 resource tables pertaining to different elements of the Plan. Each resource table was attended by two Proctor community members who discussed the proposals in the draft plan with the attendees. As community residents moved from one table to the next they learned about each of the elements of the draft Plan from community members like themselves. Participants were encouraged to ask questions, submit comments, and join groups that would be responsible for implementation of the Plan beginning in the spring of 2002. A Power Point presentation was run every half hour in the Marble Museum’s theater, parents were encouraged to bring their children, and the fair was “open-ended” meaning participants could come and go freely as best fit their schedules. With over 100 Proctor residents in attendance, the Fair proved to be greatly informative and a lot of fun for everyone involved.

Additional Public Outreach

A downloadable draft of the Proctor Town Plan will be available in “pdf” or Adobe Acrobat format on the Rutland Regional Planning Commission website (www.rutlandrpc.org) as well as prior to the public hearings on the approval of the Plan.

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 generally compatible with neighboring communities and also is consistent with the Rutland Regional Plan, adopted in June 2001. Proctor continues to have community representatives serve on regional committees such as the Regional Planning Commission and the Rutland Region Transportation Council.

IMPLEMENTATION PROGRAM

The Proctor Town Plan is based on specific objectives concerning the manner in which the town desires to accommodate future growth. To achieve these objectives, planning goals and recommendations have been described in the areas of prospective land use, preservation of scenic and historic features, transportation, and utilities and facilities. Implementation of the Town 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.

Adoption of the Town Plan

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

Maintenance of the Plan

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

Town Plan Bylaws

Zoning Regulations

Zoning bylaws are the most common method of implementing and enforcing the policies and programs set forth in a town plan. Zoning determines the type and density of development allowed, directly influencing future land use patterns. The revised Town Plan provides direction for zoning changes and the Planning Commission intends to apply for a municipal planning grant to begin this process early in the year 2003.

Subdivision Regulations

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

Act 250 Review

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

Public Education

Regulation is neither the only nor necessarily the best way to implement a Town Plan. Successful implementation of a Plan also depends on the voluntary actions of residents and landowners. Public education regarding the Town Plan helps to convey the importance of local resources, facilities, and services and increases peoples' understanding of the need to plan for the future. The Proctor Community Fair was a successful starting point for the real integration of the community into the implementation of the Plan. To continue this momentum and capitalize on the success of the Fair, it is recommended that the Town hold a similar event in the spring of 2002 that will focus more specifically on implementing the Goals, Policies, and Programs set forth in the adopted Plan.

Public Investment

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

ACKNOWLEDGEMENTS

Proctor Planning Commission

James Hall, Chairman
Bonnie Kelleway
Joan Keyser
Peter Rimsa
Hurley Cavacas

Proctor Selectboard

Richard Horner, Chairman
Carol Grace
Raymond Beyette, Sr.

Proctor Zoning Board of Adjustment

Raymond Beyette, Sr.
Bonnie Kelleway
Peter Rimsa

Town of Proctor

Sid Jones, Town Clerk
Mary Dahlin, Assistant Clerk and Treasurer

Proctor Representative to the Rutland Regional Planning Commission

Hurley Cavacas



Rutland Regional Planning Commission Staff

Mark Blucher, Executive Director
Paul Conner, Regional Planner I
Kit Cottrell, Regional Planner II
Judy Holcomb, Sec./Bookkeeper
Susie Leonard, Senior Planner
Steve Schild, GIS Manager
Mary Trombley, GIS Technician

