

# TOWN OF PROCTOR

## 2020 Municipal Plan



Adopted June 8, 2020

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The Proctor Town Plan is funded in part by a Municipal Planning Grant administered by the Vermont Department of Housing and Community Development, Agency of Commerce and Community development. Prepared by the Proctor Planning Commission with technical assistance provided by the Rutland Regional Planning Commission.



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# INTRODUCTION

## **Purpose**

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

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

The Plan is based on specific objectives concerning the manner in which the town desires to accommodate future growth. Because it is not able to address every important local issue fully, the Plan should also be looked at as a source of topics for further study. Some aspects of the Plan are based on limited evaluations and should be periodically updated. To achieve these objectives, planning Goals and Action Items are included.

## **Statutory Authority and Requirements**

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

24 VSA §4382(a) requires that all plans contain elements including: a statement of objectives, policies, and programs; a land use plan and map; a transportation plan and map; utility and facility plan and map; a statement of policies on the preservation of rare and irreplaceable natural areas; an educational facilities plan and map; an implementation program; a statement indicating how the Plan relates to development trends in adjacent communities; an energy plan; a housing plan; an economic development plan; and a flood resiliency plan.

In addition to containing all the required elements, plans must also be consistent with a series of statutory goals listed in 24 VSA §4302. Consistency with the goals means that the goals have been considered and addressed in the process used to prepare the Plan, not that the Plan include all the goals. The town plan must also be consistent with local zoning regulations.

### **Preparation of the Plan**

The Proctor Planning Commission has responsibility for the preparation of the Plan. With the award of a Municipal Planning Grant, the Town of Proctor was able to contract with the Rutland Regional Planning Commission and begin work on the current update in 2019.

The Proctor Planning Commission presented new town maps at the Proctor Fall Festival in September 2019 and invited residents to review the updated maps and share their interests or concerns for their town. Concerns shared included noise from Route 3 traffic and Otter Creek water quality. Enthusiasm was shared for the improved water quality of Beaver Pond and the recent approval of a hemp processing facility and the potential job opportunities it will produce. Interest was expressed for the presence of cycling facilities in the town with the hope that it would attract increased cycling traffic.

### **Adoption of the Municipal Plan**

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

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

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

### **Implementation**

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

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

### **Maintenance of the Plan**

The Proctor Town Plan must be periodically reviewed and, if necessary, amended to reflect new legislative requirements and changed conditions affecting the town. In accordance with Section §4387 of the Act, the Plan shall expire five years from the date of its adoption, unless the Selectboard readopts it.

### **Regional Coordination**

Proctor is part of Rutland County and the relationship between this Town Plan and the development trends in the area and plans for the surrounding communities have been considered during the planning process. Towns adjacent to Proctor include Pittsford, West Rutland, Rutland and Rutland City.

Review of the land use plans of surrounding municipalities indicates that the future land use pattern proposed in Proctor's Plan is compatible with neighboring communities and also is consistent with the Rutland Regional Plan, adopted in 2018, which supports the broad state goals of maintaining dense village centers surrounded by rural/working areas. Proctor continues to have community representatives serve on regional committees such as the Regional Planning Commission and the Rutland Region Transportation Council.

# **COMMUNITY PROFILE**

### **Town History**

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

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

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



Image: St. Dominic's Roman Catholic Church.

Source: Dale Christie

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

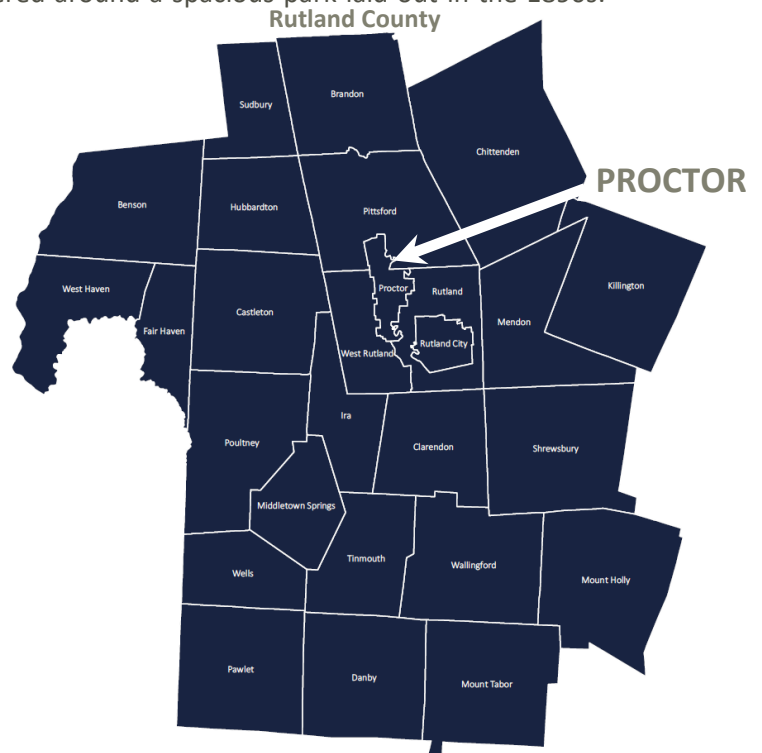
The Vermont Marble Company's business continued to expand rapidly as Proctor marble became the material of choice for many monumental buildings throughout the United States. The company-owned railroad, the Clarendon and Pittsford, begun in 1886, was completed in 1891, linking Vermont Marble properties 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. Fletcher's mother – 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 D.C 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 – materials for the headquarters of the United Nations in New York City. 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 project.

The Vermont Marble Company grouping of early 20<sup>th</sup> century mill buildings remains largely intact and have 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. Circa 1905, housing for workers was built in what is now known as the Williams Street Historic District, featuring modest full front Queen Anne porches. 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.



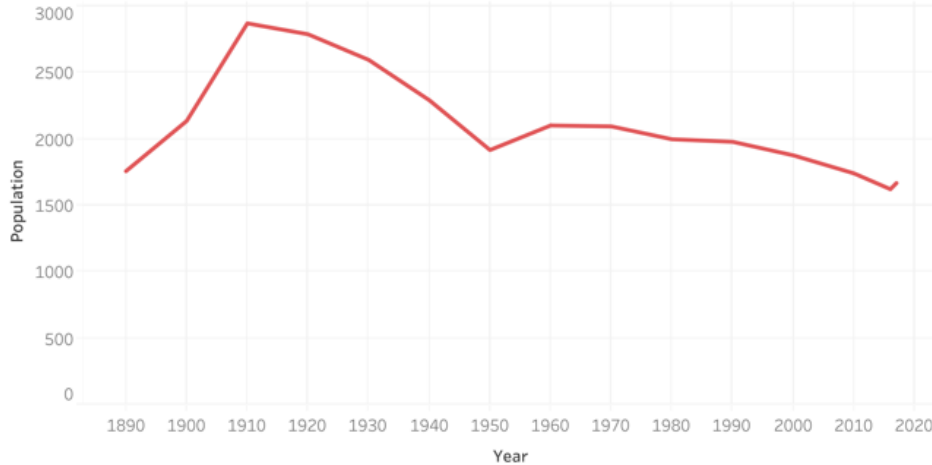
### Physical Characteristics

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

### Demographics

Proctor’s population as estimated by the 2013-2017 American Community Survey for 2017 was 1,668 residents. That figure represents a four percent decline from 2010, when the total was 1,741.

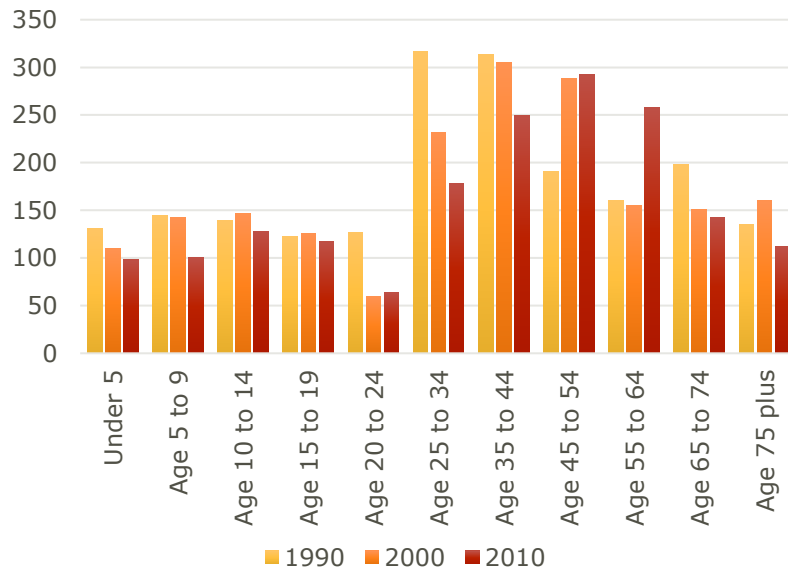




| Year | Population |
|------|------------|
| 1890 | 1,758      |
| 1900 | 2,136      |
| 1910 | 2,871      |
| 1920 | 2,789      |
| 1930 | 2,596      |
| 1940 | 2,292      |
| 1950 | 1,917      |
| 1960 | 2,102      |
| 1970 | 2,095      |
| 1980 | 1,998      |
| 1990 | 1,979      |
| 2000 | 1,877      |
| 2010 | 1,741      |
| 2017 | 1,668      |

Population (1890 – 2017). Source: VT Housing Finance Agency Housingdata.org, US Census, American Community Survey.

Proctor’s population peaked at 2,871 in 1910, at the height of the Vermont Marble Company’s operations. The population has been steadily declining since VT Marble became OMYA and personnel were relocated. Looking specifically at the years 1990, 2000, and 2010 the population of individuals between the ages of 45 to 74 has increased whereas the general population aged under 5 to 44 has declined. This decline is not across the board though. Between 2000 and 2010 the Census shows a slight population increase in ages 20 to 24 – from 3.2% to 3.7% – and a consistent population for ages 15 to 19 – maintaining at 6.7%.



Town of Proctor Age Distribution. Source US Census

# LAND USE

The Land Use section analyses existing land use patterns and plans for future development in harmony with the natural capabilities of the land and the ability of the town to adequately provide municipal services. The land use goals of maintaining Proctor’s compact town center surrounded by rural/working lands is supported in this section and linked by the following sections including transportation, economic development and energy.

As new development opportunities present themselves, the Town of Proctor must balance preservation of its community and character with support of opportunities for economic growth. This section is designed to correspond with the Future Land Use Map, which provides guidance for future growth areas. As required by state statute, the Land Use Map must be consistent with Proctor’s Zoning Regulations and the State of Vermont’s Village Center Designation. The Land Use Section also serves as an important component of State of Vermont regulatory review of development projects in Act 250 hearings.

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

|   |   |
|---|---|
| Elevation   | 484 feet  |
| Density   | 220 per square mile   |
| Total Land Area   | 4,849 acres   |
| Private and Public Conserved Land   | 807.2 acres (16.64%) 235 acres – Proctor Town Forest; 572.2 acres – Proctor Free Library Forest |
| Total Number of Parcels   | 823   |
| Number of Parcels with Dwelling Unit  | 655   |
| Total Area of Parcels with Dwelling Unit  | 1,349.77 acres (27.84% of total town acreage)   |
| Total Number of Parcels in State of Vermont Use Value Appraisal Program (Current Use) | 13 (1,642 enrolled acres; 33% of total town acreage)  |
| Number of Parcels greater than 50 acres in Size                                       | 19 (3,300.2 acres)  |
| Percentage of Private Land in Parcels greater than 50 acres                           | 93.75% (18 privately owned parcels at 3,093.99 acres)   |
| Percentage of Total Land in Parcels greater than 50 acres                             | 68.06%  |

### Existing Conditions

The Town of Proctor contains a distinct historic downtown or “village” area that straddles the Otter Creek. The historic downtown of Proctor has approximately 9 acres with potential for commercial and residential uses and does have a State approved Village Center Designation achieved in 2015.

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

The town center area includes three churches, three cemeteries, several municipal buildings including the Town Office, Library, Fire Department, Post Office as well as the Proctor Elementary and Junior Senior High Schools, and several businesses – all of which are included in the State of Vermont Village Center Designation. Outside the town center, Proctor lands are predominantly in agricultural and forest use.

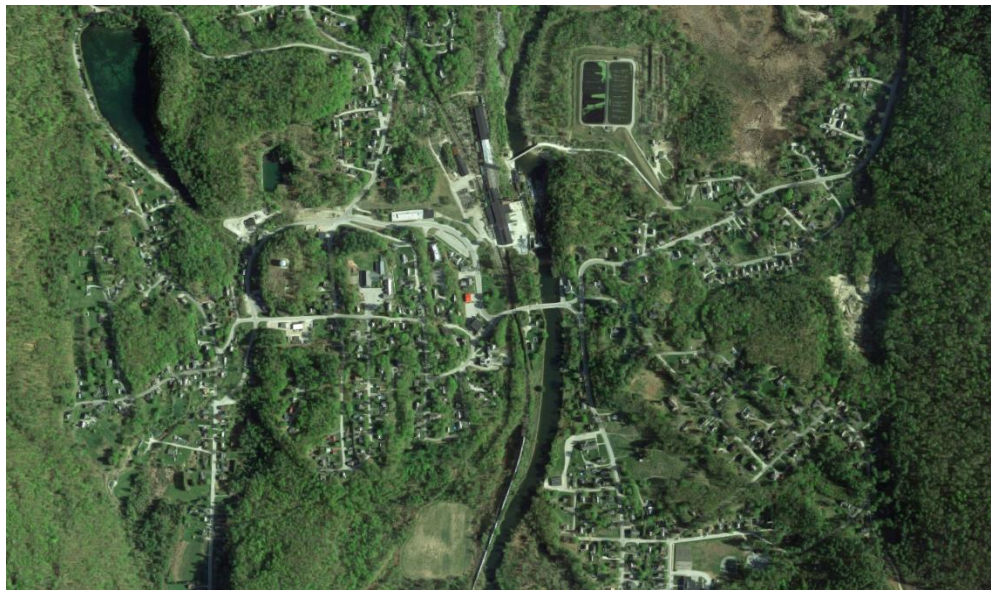


Image of the Town of Proctor showcasing a compact town surrounded by working and rural landscapes.

### Land Use - Structure by Use

| Type of Property            | # of Parcels |
|-----------------------------|--------------|
| Residential 1 (R1)          | 618          |
| Residential 2 (R2)          | 19           |
| Mobile Home (MHU)           | 5            |
| Mobile Home with Land (MHL) | 14           |
| Vacation 1 (V1)             | 1            |
| Vacation 2 (V2)             | 1            |
| Commercial                  | 11           |
| Commercial Apartment        | 2            |
| Industrial                  | 6            |
| Utility                     | 5            |
| Farm                        | 6            |
| Woodland                    | 11           |
| Miscellaneous               | 36           |

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

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

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

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

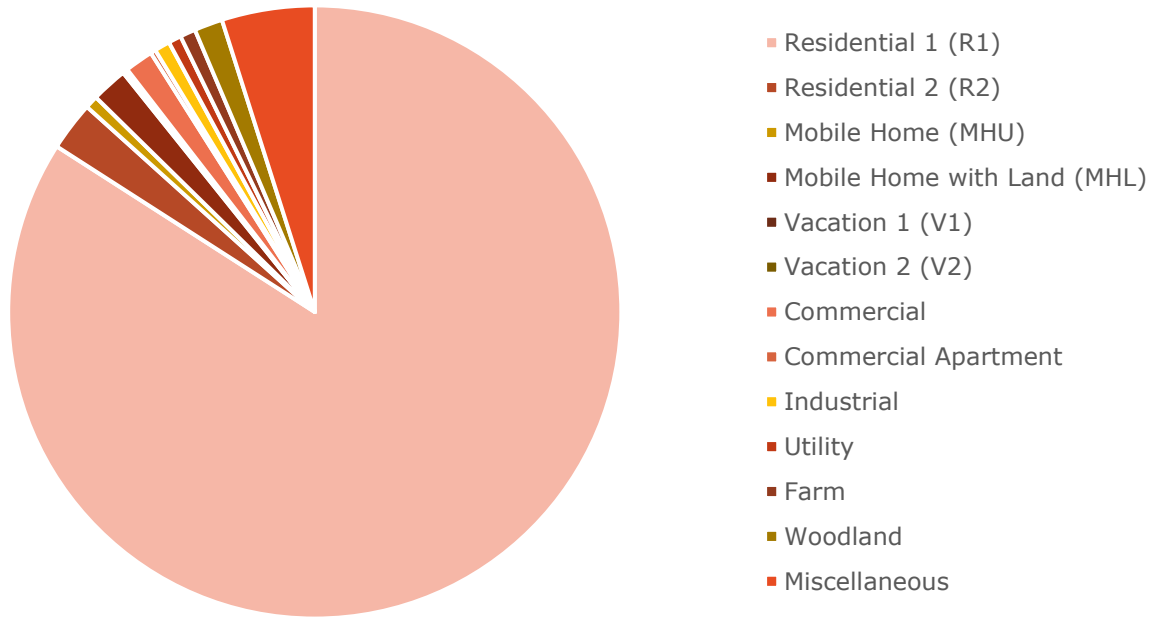
**Vacation 1** – vacation property with under six acres of land.

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

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

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

Structures by Use, 2018



Source: VT Dept. of Taxes

### **Zoning Regulations**

Zoning regulations is the most common method of implementing and enforcing the policies and programs set forth in a town plan. Zoning determines the type and density of development allowed, directly influencing future land use patterns. The Town of Proctor Zoning Regulations were last updated in 2017. Proctor does not have Subdivision Regulations.

### **Act 250 Review**

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

### **Use Value Appraisal Program (Current Use Program)**

In an effort to encourage conservation and sound management of farm and forestlands, the state instituted the Current Use Program, where enrolled parcels are taxed according to use rather than fair market value. Through this program, the state reimburses municipalities for the balance in tax revenue, negating any fiscal municipal impacts for conserving the town's working and natural resource lands. Thirteen (13) properties in Proctor are enrolled, totaling 1,642 acres or 33% of the total town acreage.

Approximately 79% of parcels in Proctor have at least one dwelling unit, but these parcels only take up a total of 1,349 acres, which is 27% of the total town acreage. Combined with the fact that approximately 49% of total town acreage is either conserved land or in the Current Use Program and the percentage of total land in parcels greater than 50 acres is about 68%; it is clear that Proctor has maintained a development pattern characterized by a compact town center surrounded by rural and working lands.

### **Land Use - Districts**

The Land Use Districts, defined in the following paragraphs, are a guide for the growth and development of the Town of Proctor. The eight land use districts in Proctor are: Residential, Rural Residential, Commercial, Industrial, Agricultural, Historical, Recreational Area and Forest Area. These land use areas provide for a variety of residential, commercial, and recreational opportunities for the future while considering local environmental constraints as well as existing land use patterns.

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

## **Residential**

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

While the district is almost entirely built-out it contains the vast majority of Proctor's historic structures, districts, municipal service buildings, and cultural amenities. Should additional land become available for development in the future through the acquisition of privately held parcels, changes in state land use regulations, or through other means, the residential district's compact development pattern and municipal infrastructure make it the most suitable area for future residential development and commercial home occupations. This Plan encourages any new development in this district be in harmony with surrounding uses.

## **Forest/Residential District**

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

Due to the permitted uses and minimum lot size outlined in the Zoning Regulations, the area is susceptible to sprawling residential development which may have adverse effects on the area. Growth should be managed and consistent with the rural character of the area and site conditions and prioritize: maintaining and enhancing Proctor's walkable compact town center; the conservation of open spaces and natural resources; and advocate for mixed-use development.

## **Commercial District**

Most Proctor businesses are located in the small commercially designated area in the town center and part of the district that follows Route 3 for approximately 300 feet just before the historic town center area. Types of businesses located here include energy companies, fabrication, restaurants, a museum, local contractors, and an auto shop. One and two-family residential dwellings are permitted in this district. Multi-family dwellings should be allowed in this district if the Town wants to encourage compact town center development and relieve residential development pressure in outlying areas.

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

## **Industrial District**

Proctor's Industrial District owes its existence primarily to the former manufacturing operations that thrived in town during the hey-day of the Vermont Marble Company. There is no longer any heavy industrial activity in Proctor and this land is suitable for low-impact commercial / industrial activities in the future. One, two and multi-family residential dwellings are permitted in this district.

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

### **Recreation District**

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

### **Agricultural District**

Proctor's Agricultural District essentially mirrors the town's flood hazard area along the banks of the Otter Creek. Federal, state, and local regulations severely restrict development in these areas due to natural resource protection, safety and insurance reasons – anything other than agricultural development is discouraged in this area. There is a total of 6 active farms in Proctor as per the Vermont Department of Taxes.

### **Forest District**

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



Image: Beaver Pond. Source: Dale Christie

### **State of Vermont Village Center Designation**

As authorized by 24 V.S.A. §2793a, a Village Center Designation recognizes and encourages local efforts to revitalize Vermont's traditional village centers. In accord with the land use goals of the State of Vermont, the designation encourages compact village centers surrounded by working rural lands. A Village Center Designation is an important tool used to protect and enhance the characteristics of the areas that are valued by the community. The designations can improve Proctor's vitality and livability by supporting the goals of this plan, including those regarding land use. The benefits of a Village Center Designation include tax-incentives to maintain and enhance buildings as well as priority consideration for various state grants and programs such as Municipal Planning Grants and the Community Development Block Grant Program (CDBG). The Village Center

Designation is shown on the Future Land Use Map. Proctor's initial designation was received June 22, 2015. The designation must be renewed every eight years and, as such, is up for renewal in 2023.

### **Historic Areas**

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

### **Development Opportunities**

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

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

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

- Intermediate Slopes and Terraces

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

- South-Facing Slopes

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

- Forest/Open Field Edge

Maintaining Proctor's open fields, wildlife corridors and unbroken productive forests are all top priorities of this plan. It is also important for residents and landowners to have room for future



development. Building along the border between these open and forested areas will have the least impact on the community's economic potential and natural habitat and will give all residents and visitors the opportunity to share the scenic beauty of the town. Development is strongly encouraged to take place on the border between open fields and forested land to avoid the loss of either important resource.

- **Areas Sensitive to Development**

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

- **Open Space and Scenic Resources**

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

- **Agriculture and Forestry**

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

## **Land Use Goals and Action Items**

### **Goal**

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

### **Action Items**

- Maintain a land use pattern of a compact town center surrounded by working and natural areas, by targeting new residential, commercial and industrial uses to the town center.
- Discourage development in areas not served by municipal sewer and water.
- Recognize the link between land use and transportation and encourage all forms of travel in the town center, specifically, pedestrian and bicycle.

- Maintain orderly and attractive development of commercial uses.
- Ensure that future development provides for adequate infrastructure (streets/utilities), open space and preservation of the character of existing development.
- Avoid development which adversely affects natural areas identified on the Town of Proctor Future Land Use Map.
- Maintain a State of Vermont Village Center Designation.



Image: View from West Mountain. Source: Dale Christie

# 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, water, sewer, solid waste disposal, recreational opportunities, and general town administrative services. Community facilities and services have a significant effect on the municipality's ability to grow in an orderly and healthy way. Adequate, well maintained, and efficient services enable the community 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.

### Town Owned Property

In addition to the Town Office, the Town owns a number of properties throughout the town. These properties are listed in the table below.

| Property                         | Address         | Acreage |
|----------------------------------|-----------------|---------|
| Town Forest                      | Florence Rd.    | 235     |
| Road Row                         | West St.        | 1.58    |
| 2 Parcels                        | Elm St.         | 3.1     |
| Vacant Land                      | North St.       | 0.68    |
| Town Recreation Area             | Elm St.         | 6.99    |
| Elementary School                | School St.      | 4.2     |
| Town Office                      | Main St.        | 0.14    |
| Wastewater Pump Station          | Main St.        | 0.02    |
| Town Common                      | Main St.        | 1.6     |
| Fire Station                     | Main St.        | 0.23    |
| Wastewater Pump Station          | South St.       | 0.17    |
| Vacant Land                      | South St.       | 0.59    |
| Wastewater Treatment Plant       | Patch St.       | 17      |
| Booster Pump House               | Cain St.        | 0.1     |
| Wastewater Pump House/Well House | Field St.       | 0.26    |
| Vacant Land                      | South St.       | 0.51    |
| Wastewater Pump House            | Willow St.      | 0.1     |
| Wastewater Pump House            | Columbian Ave.  | 0.09    |
| Wastewater Pump House            | Pine St.        | 0.05    |
| High School                      | Park St.        | 7.1     |
| Swimming Pool                    | Holden Ave.     | 13.8    |
| Swimming Pool Parking            | Holden Ave.     | 0.24    |
| Recreation Land                  | Holden Ave.     | 13.12   |
| Riverside Cemetery               | South St.       | 8.5     |
| Town Garage                      | Reynolds St.    | 0.55    |
| Vacant Land                      | North St.       | 0.68    |
| Reynolds Reservoir               | South St.       | 6.8     |
| Vacant Land                      | Williams St.    | 25      |
| Beaver Pond                      | Beaver Pond Rd. | 38      |

Town Owned Property in Proctor

Source: Town of Proctor and Vermont Center for Geographic Information.

## Local Government

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

### Proctor Town Hall

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



Image: Proctor Town Clerk's Office. Source: Dale Christie

## Emergency Management

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

**Mitigation** – Mitigation means acting before the next disaster to reduce losses of life and property. Proctor's Local Hazard Mitigation Plan is updated every five years and was last updated in 2017. The Plan identifies the highest risk natural hazards facing the community – floods, severe winter storms, ice storms, high winds – and their corresponding impacts on public safety, property, and the natural environment. The Plan includes goals and actions designed to reduce the risks from future incidents.

**Preparedness** – Preparedness involves activities and measures – such as training, plans, procedures, and equipment – taken in advance of an incident to ensure effective response. Proctor's Town Manager also serves as the local Emergency Management Director. The position is responsible for coordinating the various components of the Town's emergency management program, including working with town officials and first responders to maintain an up-to-date Local Emergency Management Plan (LEMP). The LEMP is an all-hazards plan to guide municipal emergency management operations and is adopted by the Selectboard annually.

**Response** – Response activities address the short-term, direct effects of an incident and seek to save lives, protect property, and meet basic human needs. In Proctor, response services include fire protection, rescue, and public safety/police. Proctor is served by the Proctor Volunteer Fire Department (Proctor VFD). The Proctor VFD was formed in 1898 and takes pride in its proficiency and maintains high standards for its membership. The Fire Station is located in the center of the town on Main Street. The average response time is four to five minutes. Proctor is part of the statewide Enhanced 911 system, 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 Fire Department to call for men and equipment from towns in Rutland County should the need arise. The Department is also a member of the Rutland County Firefighters Association and the Vermont State Firefighters Association. The Proctor Fire Department is funded from a variety of sources including the overall town budget, state and federal grants, donations from area businesses and organizations, and periodic fundraising events put on by the Department.



Image: Proctor Town Fire Station. Source: Dale Christie

Rescue services are provided by the Regional Ambulance Service, based in Rutland, on a contractual basis.

**Recovery** – Recovery is the process of rebuilding, restoring, and rehabilitating the community following an emergency. Proctor maintains records of cost incurred in the recovery from disasters, including road and culvert repairs. This information is critical to ensuring the Town receives the fullest amount of government financial assistance legally allowed during a federally declared disaster.

### **Water Supply and Sewerage**

The public water supply is fed by the Field Street well. The well, named for its location, supplies the Proctor municipal distribution system and two water storage tanks – the Eastside and Westside Water Storage Tanks.

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

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

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

### **Solid Waste Disposal**

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

In 2012, Act 148—Vermont’s Universal Recycling Law—was passed. The intent of the law is to divert recyclable items, leaf and yard debris, and food scraps from landfills. By July 1, 2015 recyclables will be banned from landfills; by July 1, 2016 leaf and yard debris and clean wood waste will be banned from landfills; and by 2020 food scraps will be banned. Facility owners and trash haulers will need to collect and manage these wastes accordingly. However, in 2018 the Legislature amended Act 148 removing the requirement for commercial haulers to collect leaf and yard debris and postponing the hauler requirement to collect food scraps.

### **Public Works – Roads**

A Public Works Foreman and two full-time employees maintain the Proctor town roads. This includes snow removal and salting in the winter months and brush cutting, limb and tree removal from the right-of-way in the summer months as well as resurfacing projects, guardrail installations, bridge repairs, and sign installation. Maintenance of the equipment and purchase of supplies are a large part of the effort. Funds are set aside in the Equipment Replacement Fund and Bridge Repair Reserve Fund to anticipate such costs.

### Proctor Post Office

The Proctor Post Office is located in the town center.

### Proctor Free Library

The Proctor Free Library has approximately 17,000 volumes of books. 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.



Image: Proctor Free Library.

Various groups also use the library for their meetings in the ground floor Community Room, 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.

### Senior Citizens

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

### Childcare

In 2003, the Vermont Legislature amended the Municipal and Regional Planning and Development Act (24 V.S.A. chapter 117) by adding a thirteenth state planning goal (§ 4302(c)(13)), which reads as follows: *To ensure the availability of safe and affordable childcare and to integrate childcare issues into the planning process, including childcare financing, infrastructure, business assistance for childcare providers, and childcare work force development.*



Image: The Children’s Center participating in the Memorial Day Parade. Source: Dale Christie

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

According to the Vermont Bright Futures Childcare Information System, as of 2019 Proctor has four licensed childcare providers and two registered home providers.

### **Telecommunication Services and Facilities**

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

Rutland Region Community Television is a non-profit corporation governed by a ten member Board of Directors. Cable companies are obliged to provide Public Educational and Governmental (P.E.G.) access to their systems by federal regulations. RRCTV administers P.E.G. access for the ruled systems, which is cablecast on Channel 15. Town Selectboard meetings are aired each month on P.E.G. for those who are unable to attend meetings but want an option to be involved.

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 zoning regulations, 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.

The Town of Proctor is committed to the protection of the quality of its aesthetic, natural, historic, and cultural resources as well as, above all else, the health, safety and welfare of Proctor residents. Given this paramount commitment, the Proctor Zoning Board of Adjustment will closely scrutinize all telecommunication tower and facility applications and utilize all means at its disposal to ensure that the applicant is in compliance with all applicable federal, state and local requirements and can adequately demonstrate the necessity for siting of the telecommunications facility in the Town of Proctor. In accordance with the Town of Proctor Zoning Regulations, the Zoning Board of Adjustment reserves the right to deny any wireless telecommunications facility application that unduly jeopardizes the aesthetic, historic, cultural, or natural value of any town resources or poses a similarly undue burden on any Proctor residents.

### **Community Facilities and Services Goals and Action Items**

#### **Goal**

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

#### **Goal**

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



### **Action Items**

- Identify Proctor residents willing to assume the responsibilities of any unfilled positions that may arise in town government.
- Assure that the position of Emergency Management Director is always filled.
- Work with the schools to develop a use agreement for these buildings as emergency shelters.
- Work with the American Red Cross to update the Shelter Agreement for the Proctor Jr./Sr. High School every three years.
- Implement the actions identified in the Local Hazard Mitigation Plan.
- Update the Local Emergency Plan every year and the Local Hazard Mitigation Plan every five years.

### **Goal**

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

### **Action Items**

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

### **Goal**

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

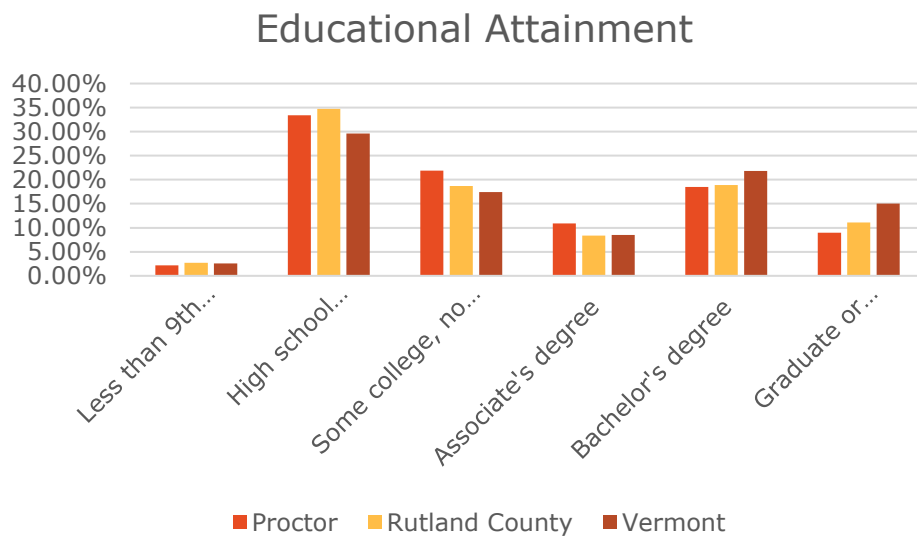
# **EDUCATION**

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 enable the faculty to focus on the individual learning needs of students. Both schools offer a wide range of activities and programs and have been repeatedly recognized for their high-quality curriculum and outstanding student achievements over

the years. Both schools are in the Quarry Valley School District and are accredited by the New England Association of Secondary Schools and Colleges. The Quarry Valley School District is a member of the Greater Rutland County Supervisory Union, which also serves the Rutland Town, Wells-Springs, and Ira School Districts.

**Educational Attainment**

Proctor residents compare closely with the rest of the Region and State with respect to educational attainment. However, the town does have a greater concentration of residents who finished high school, some college, or received an Associate’s Degree than is estimated for the State of Vermont population overall as recorded by the 2013-2017 American Community Survey.



Proctor Residents’ Educational Attainment as of 2017. Source: <https://factfinder.census.gov/>

**Quarry Valley School District**

The Quarry Valley School District includes schools in Poultney, Proctor, and West Rutland; the merger of which occurred in July 2018. The schools and the District are continually finding ways to share resources and improve student opportunities. This merger happened at the same time the Greater Rutland County Supervisory Union formed – a voter approved unified governance structure and the system which includes the Quarry Valley School District.

**Proctor Junior Senior High School**

Built in 1952 of locally-mined marble, The Proctor Junior / Senior High School (PHS) is located on Park Street and serves grades 7 – 12.



Image: Proctor Junior Senior High School. Source: Dale Christie

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, and softball teams. The high school also works in conjunction with other area schools to allow students to compete in wrestling and track. Musically inclined

students may participate in the PHS ensemble band or chorus. Additional activities and clubs include Student Council, Peer Leaders, and Peer Mentors. The school's website (<http://prhs.grcsu.org/>) is an excellent source of information concerning all of the school's activities and events.

Proctor Junior/Senior High School has also been ranked by U.S. News & World Report as the 8<sup>th</sup> best high school in the State and the highest ranking high school in the county as of 2019 (Source: <https://www.usnews.com/education/best-high-schools/vermont/rankings>). The ranking is based off factors such as college readiness, academic proficiency, and graduation rates.

### **Proctor Elementary School**

Built in 1917, the Proctor Elementary School is located on School St. Serving grades K-6, 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 Parent Teacher Organization, Room Parents, curriculum committees, volunteer coaches, student council advisors, Peer Mediators Program, and a variety of fundraising activities are all made possible by the volunteer efforts of committed parents.



Image: Proctor Elementary School. Source: Dale Christie

The Proctor Elementary Website, <http://pres.grcsu.org/>, provides a great deal of information about the school's activities, school portals, and additional resources.

## Education Goals and Action Items

### Goal

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

### Action Items

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

### Goal

Support the financial stability of the Quarry Valley School District and control the cost of education.

### Action Items

- Continue to actively recruit tuition students through publicizing the 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.
- Continue capital budgeting for future need.

### Goal

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

# TRANSPORTATION

## Overview

The Transportation Section of the Proctor Town Plan is a guide to help focus transportation planning efforts in Proctor. Effective transportation planning can increase a Town's capacity to manage

growth, foster community and economic development, improve health and safety, and assure accessibility, efficiency, and mobility. The Town will benefit greatly from implementing various planning resources and tools to help manage and grow an efficient and equitable transportation system. From managing assets such as culverts and roads to performing traffic and pedestrian studies, the Town will find that effective planning leads to cost effective town improvement.

**Highway System**

Town highways constitute the most substantial component of the transportation network in Proctor. According to the 2019 VTrans Town Highway Data, Proctor has a total of 20.77 road miles represented in all four town highway road classes. The distribution of highway by class is included in the table below and maps of Proctor’s transportation system can be found at the end of this document. Route 3, a Class 1 Highway, is the major thoroughfare in Proctor, which runs from Business Route 4 in Rutland Town, through Proctor, to Route 7 in Pittsford. Route 3 has the most significant impact for development and access management within the Proctor. Class 2 and 3 roads constitute more than 90% of the transportation network. Proctor is responsible for maintenance of all the

The Town Capital Improvement Budget is an effective planning tool for the Town of Proctor to manage highway maintenance and upgrades. Capital Improvement Planning can provide structure for routine maintenance, target upgrade projects, and allocate adequate annual funding. Proctor has adopted the VTrans Town Road and Bridge Standards for maintenance.

| TOWN OF PROCTOR HIGHWAY BY CLASS |         |         |         |         |       |
|----------------------------------|---------|---------|---------|---------|-------|
| (Vtrans Data)                    | CLASS 1 | CLASS 2 | CLASS 3 | CLASS 4 | TOTAL |
| MILES                            | 1.47    | 7.07    | 11.88   | 0.35    | 20.77 |
| PERCENT TOTAL                    | 7.07%   | 34.04%  | 57.19%  | 1.70%   | 100%  |

**Bridges & Culverts**

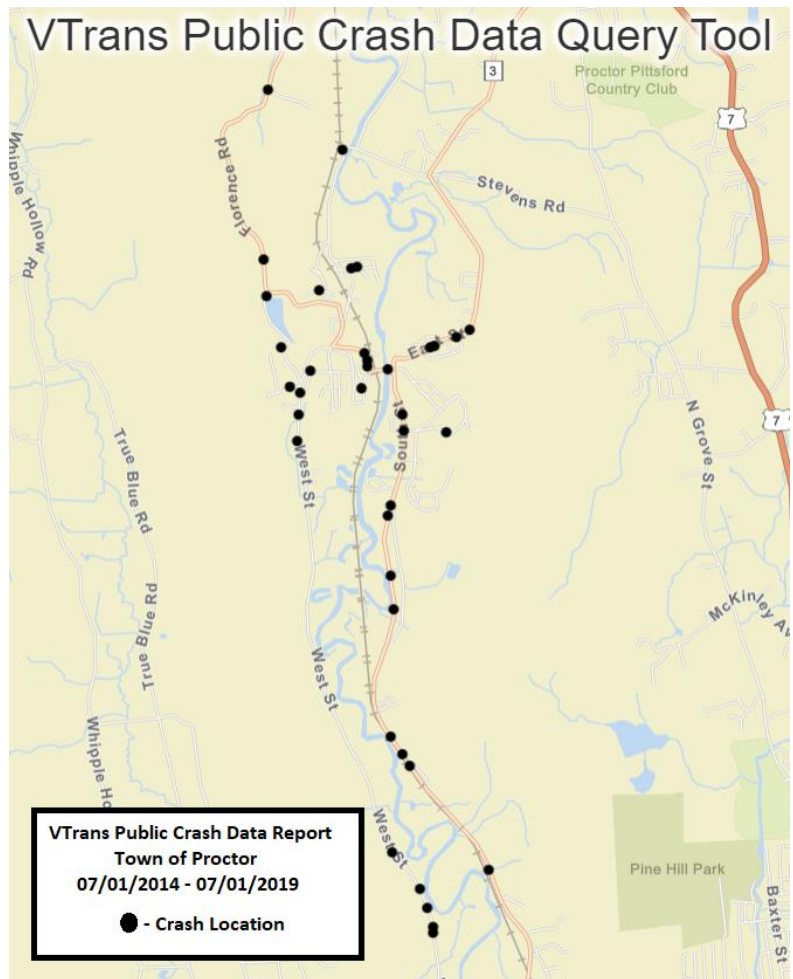
Proctor has a total of 4 roadway bridges, all of which have a span greater than 20 feet and are eligible for federal funding. Routine bridge inspection and maintenance are critical to ensure effective connectivity and safe travel within Proctor. Prioritizing town bridge projects is the responsibility of the Rutland Regional Transportation Council and VTrans. Bridge #1, located on Main Street over the Vermont Railway, was inspected in June 2018 and found to need major rehabilitation of the deck and fascia. The bridge repairs should be made a Town priority. Bridge #2 and #4 were reconstructed in 2002 and 2004 and are in satisfactory condition. Bridge #3, located on North Street over the Vermont Railway, is on the VTrans Capital List and a full replacement is scheduled to be completed in 2021. .

Proctor has a total of 369 culverts, all of which were inventoried in 2018. The full list of culverts, sorted by condition, material, size, and type can be accessed on VTrans online culvert inventory - [vtculverts.org](http://vtculverts.org). The online inventory is an important planning tool for the Town Capital Improvement Budget and can provide structure for routine maintenance, target upgrade projects, and allocate adequate annual funding.

### Traffic Volume & Traffic Safety

Proctor's geographic location between the major arterial highways of Route 4 and Route 7 in Towns of Rutland and Pittsford creates a blend of local traffic on town highways and non-local through traffic on Route 3. The most recent VTrans traffic counts in Proctor, taken in 2017, indicate an Annual Average Daily Traffic (AADT) of 1,500 to 3,000 vehicles along Route 3, 990 vehicles along West Street, 1,400 vehicles along Main Street, 250 vehicles along North Street, and 170 vehicles along Beaver Pond Road.

Due to a mix of traffic type, travel speed, and road configuration, Proctor has experienced a fair number of traffic accidents. According to the VTrans Public Crash Data Report, from 7/1/2014 to 7/1/2019, Proctor experienced 37 vehicle accidents with seven resulting in injury. According to the data, the highest accident location is on Route 3 with 13 crashes and five resulting in injury during the same time period. The locations of these accidents can be viewed in the image provided above.



Source: <http://apps.vtrans.vermont.gov/CrashPublicQueryTool/>

## Bicycle & Pedestrian Transportation

Bicycle and pedestrian travel are critical elements in creating a balanced and sustainable transportation system. Health, safety and energy conservation are just a few benefits of these non-vehicular modes. As previously mentioned, Proctor's compact settlement pattern and sidewalk



Image: Bicyclists in front of St. Dominic's Church.  
Source: Dale Christie

network lend themselves well to bicycle and pedestrian traffic. The flat, scenic nature of Route 3 with its wide shoulders as it parallels the Otter Creek also makes it a popular bicycle route. The linkage of trails from Pine Hill Park in the City of Rutland to the Proctor Skating Rink on Olympus Rd has been agreed upon and is expected to be used by mountain bikers and hikers, expanding the regional network. Ideally, all significant future development will incorporate bike and pedestrian infrastructure.

In 2017, Proctor received a VTrans Bicycle and Pedestrian Program Grant for the Proctor Bicycle and Pedestrian Scoping Study. The study identified several potential bicycle and pedestrian improvement projects throughout the Town of Proctor. Since 2017, the Town has used the study to guide future projects and support grant applications and received grant funding for the Beaver Pond Shared-Use Path. The shared-use path will run from the Town Green to Beaver Pond and is expected to be completed in 2023. The Town of Proctor was also awarded an additional sidewalk grant in 2019 for the Town Green sidewalk, which will upgrade pedestrian facilities and connect Main Street to the Beaver Pond Shared-Use Path.

## Public Transportation

Proctor can capitalize on its traditional town center and effort to concentrate density into this area to further the success of transit. Consideration should be given to creating development in patterns and locations (such as along major transit routes) where people can be close to bus stops. This will maximize transportation choices for those living and working in these areas and is especially important for the more public-transit dependent population, such as the elderly and low-income and disabled.

Marble Valley Regional Transit District (MVRTD or "The Bus") provides public transportation to Proctor. The "Proctor Route" runs four times a day, five days a week, with seven fixed route services stops in Proctor. The route originates and terminates at the MVRTD Transit Center in Downtown Rutland. The route travels from Business Route 4 up Route 3 to Main Street and back down West Street to Business Route 4. MVRTD will also make "Flag Down" stops along the "Proctor Route" if the driver determines it is safe to stop. The "Tripper" service is also available during the calendar school year for those originating in Proctor and traveling to Stafford Technical School.

In addition to public transportation provided by MVRTD, air and rail passenger travel is available in surrounding Towns. Passenger rail service is available through Amtrak with locations in nearby

Rutland City and Castleton. In addition, the Rutland Southern-Vermont Regional Airport, located in nearby Clarendon, offers commercial passenger air service to Boston through the carrier Cape Air. 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 opens the region to long distance travel.

### **Complete Streets**

Complete Street are streets built to accommodate all forms of human travel—humans on bikes, humans in cars and buses, and humans on foot. Complete streets also are good for local businesses because people need to be out of their cars to go into shops and because motorists notice businesses more when moving at a slower speed. Complete streets include things like narrow vehicle travel lanes, bike lanes, crosswalks, intersection bulb-outs, liner buildings (buildings that line the street), street furniture, trees, lighting, and on-street parking.

Complete streets are also a Vermont State law. The law states that the needs of all users are to be considered when road projects and updates are done. The benefits of Complete Streets include improved safety (fewer car accidents, especially involving pedestrians and bicyclists) and economic development. Complete Streets promote “walkability”, which is a key economic development ingredient. Walkability means making it easier for more people to visit more businesses to spend more money. People are more likely to walk around-- and into stores-- if the streets are aesthetically pleasant, accessible to all users, and feel safe.

### **Municipal Roads General Permit**

The Municipal Roads General Permit (MRGP) is intended to achieve significant reductions in stormwater related erosion from municipal roads, both paved and unpaved. In order to comply with the MRGP, towns implement a customized, multi-year plan to stabilize their road drainage system. Proctor, with the help of the RRPC, has conducted by a road erosion inventory to identify problematic road segments, develop mitigation strategies, and target potential sources of funding.

The full road erosion inventory can be accessed online through the MRGP Implemental Table Portal. The online portal is an important planning tool to ensure compliance with the MRGP. The online portal can help prioritize road segments and identify sources of funding. Currently, the Town has only 10 low to moderate road segments that need to be upgraded to MRGP standards.

### **Regional Overview**

Proctor participates in regional transportation planning through a member appointment to the Rutland Region Transportation Advisory Committee (RRTAC), which consists of representatives from all Rutland Region Towns. The RRTC identifies and develops solutions to town and regional transportation issues and serves to promote and support an integrated, sustainable, and resilient transportation system. In addition, the RRTC serves a valuable role in the project prioritization process with VTrans to add and rank projects on the State Capital List for state and federal funding.



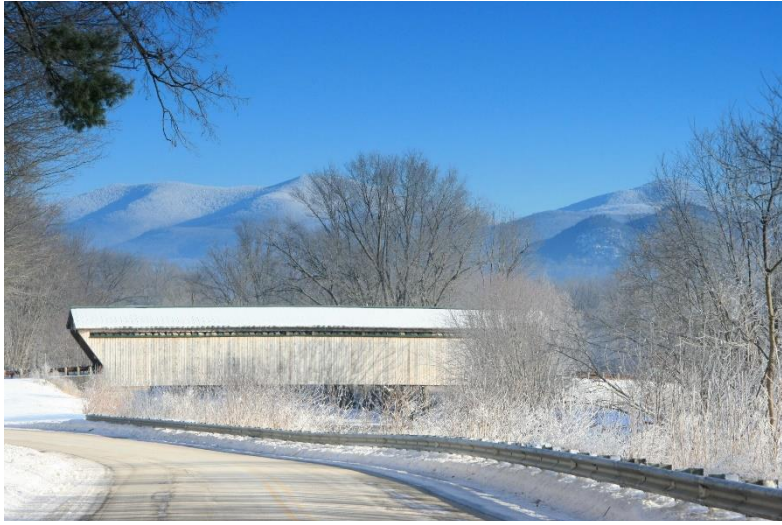


Image: Gorham Bridge. Source: Dale Christie

## Transportation Goals and Action Items

### Goal

- Take an active role in transportation planning for the Town of Proctor.

### Action Item

- Make transportation planning a priority in Proctor and continue to seek planning assistance from the Rutland Regional Planning Commission and VTrans.
- Continue to seek grant funding for municipal planning and feasibility studies related to transportation.
- Encourage citizen participation in community planning through surveys, school projects, and walkability tours.
- Continue Town participation in the Rutland Region Transportation Advisory Committee.

### Goal

- Develop a comprehensive Capital Improvement Plan to identify, prioritize, and fund transportation related projects.

### Action Items

- Implement a pavement maintenance and management program to prioritize and schedule resurfacing projects and guide grant funding efforts.
- Utilize [VTculverts.org](http://VTculverts.org) to plan culvert upgrades and maintain an up-to-date culvert inventory.
- Develop a replacement schedule for Town Bridges and prepare for funding matches required for repair or replacement.
- Continue to apply for VTrans Class II and Structures Grants to improve the transportation network.

### Goal

- Continue to prioritize, fund, and construct bicycle and pedestrian facilities and promote multi-modal transportation.

#### Action Items

- Utilize the 2017 Bicycle and Pedestrian Scoping Study to prioritize bicycle and pedestrian projects.
- Continue to develop connections between Town assets and to neighboring communities, including Rutland City.
- Continue to improve Safe Routes to School and encourage school participation in the Way to Go Program.
- Promote active transportation to improve health, economic development, and reduce energy consumption.

#### Goal

- Increase public transit ridership.

#### Action Items

- Promote the use of public transit among students, commuters, and elderly and provide resources to improve ease-of-use through the Go Vermont App and the Transit App.
- Work with MVRTD to locate bus stops in areas with higher demand, such as a centralized location near the Town Office on Main Street.
- Investigate the feasibility of installing a cover bus shelter in a high demand location to improve rider experience and promote increased ridership.

#### Goal

- Continue to comply with the Municipal Roads General Permit.

#### Action Item

- Continue to maintain roads to full MRGP compliance.
- Utilize the MRGP Implementation Table Portal and the Road Stormwater Management Plan to plan and fund upgrades to roads that do not meet the standard.
- Seek funding from the Better Roads Program, Grants In Aid, and other VTrans stormwater funding sources to improve roads and stormwater infrastructure.
- Consider green stormwater infrastructure in transportation related projects.

# NATURAL RESOURCES

Proctor's natural resources, particularly its vast marble and sand deposits and proximity to the "Great Falls" of the Otter Creek, were among the primary reasons for the town's establishment by Redfield Proctor in 1886. While marble is no longer actively quarried in Proctor, the north-south valley of the Otter Creek remains the town's most prominent physical characteristic and makes Proctor one of the most picturesque towns in Rutland County. There are 807.2 conserved acres in the Town of Proctor, 16.64% of the total acreage. The Proctor Town Forest constitutes 235 acres of conserved land, and the Proctor Free Library Forest accounts for 572.2 acres. Maps depicting general natural features in Proctor can be found at the end of this document (Natural Resources Maps 1-3).

## **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. Proctor's highest elevation is 1,456 feet.

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

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

## **Geology and Soils**

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 rocky and vary in slope from 0 to 15 percent. Slope restrictions and the ability of the soil to absorb wastes are moderately limiting necessitating either large lot development or a municipal disposal system. The northwest and southwest regions of Proctor lack municipal water and sewer systems thus inhibiting any significant or high-density development.

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

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

### **Mineral Resources**

Proctor is located in the heart of the marble belt extending from Danby in the south to Leicester Junction at the north. The rich marble bed located in a low ridge on the west side of Otter Creek formed the foundation of Proctor's mineral deposits and provided the foundation for which Proctor was formed. The Vermont Marble Company which operated the Sutherland Falls quarry in Proctor experienced a period of tremendous expansion and prosperity from 1880 through the 1920's during which time Proctor marble was the material of choice for many monumental buildings throughout the United States. The Vermont Marble Company was purchased in the late 1970's by Pluess-Staufer, the Swiss parent company of the more familiarly known OMYA Inc., which currently mines marble (carbonate rocks of grain sizes that are so small that they are more correctly called limestone) in Middlebury for crushing into calcium carbonate. While marble is no longer actively mined in Proctor, the OMYA Corporation maintains an office in the town and owns nearly 25 percent of the town's land area as well as several industrial era buildings.

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

### **Agriculture and Forest Resources**

Agriculture and silviculture are not only important economic activities in Vermont, but also are the foundation of a highly valued rural lifestyle and a significant factor in shaping the landscape. Land capable of supporting agricultural uses requires prime agricultural soils as well as moderate slope, adequate parcel size, and access.

Like agriculture, forestry is an important activity in the state and region. Lands capable of supporting forests are critical to the support of silviculture, a Vermont tradition, as well as providing wildlife habitat, and places for recreation.

Much of Proctor's land area is suitable primarily or exclusively for agriculture and forestry purposes. Two actively managed forest resources in Proctor are the 235 acre Town of Proctor Forest in the northwest corner and the 572.2 acre Proctor Free Library Forest. Logging revenues from the Library Forest, donated by the Proctor Family, supplement town taxes which are used to endow the library's facilities and resources. In 2019 there were six farms actively operating in Proctor, up from five in 2010 and four in 2001.



Image: A Proctor farm. Source: Dale Christie

There are 1536.14 acres of agricultural soils in Proctor. They are divided into three classes, Prime (659.24 acres), Statewide (842.21 acres) and Local (34.69 acres). Conserving agricultural resources is important to preserving rural character and sustaining the traditional and economic resource which agriculture provides to Vermont's working landscape. Finding innovative ways to balance future growth with maintaining this critical resource is central to the planning process in Proctor. The Natural Resource Conservation Service (NRCS) has classified Vermont's soils into four categories with respect

to their potential for agriculture – highest, good, low and limited. NRCS recommends that highest and good categories qualify as primary agricultural soils as defined in Act 250. These classifications only consider physical and chemical soil properties. They do not consider location of specific areas, accessibility, and current land use.

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

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

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

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

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

As much of Proctor’s land area is undeveloped, and un-developable, the town has considerable acreage that provides suitable habitat for Vermont’s wildlife habitats, unique fragile areas, and natural heritage sites.

Wildlife habitats and priority habitat blocks are mapped on Natural Resources Map 3. As stated in the town’s zoning, conservation of open spaces and natural resources should be a high priority to maintain Proctor’s rural atmosphere

### **Water Resources – Watersheds**

A watershed is a land area, also known as a drainage area, which collects precipitation and contributes runoff to a receiving body of water or point along a watercourse. All land uses that occur in the watershed can affect water quality. For example, pollutants that are carried off the land and into streams may eventually enter a lake. Because rivers join to become larger rivers, many watersheds may be considered sub-watersheds of larger watersheds. Proctor is located in the Otter Creek Watershed, which drains into Lake Champlain making it a component or “sub-watershed” of the much larger Lake Champlain Basin Watershed.



Image: Otter Creek. Source: Dale Christie

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

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 town center. There are no major tributaries to the Otter Creek in Proctor.

Industry was attracted to Proctor not only because of its proximity to marble deposits and sand supply, but because it had the largest waterfall in the state. The “Great Falls” of the Otter Creek

drops more than 100 feet in less than a quarter mile. This makes it an ideal site for water driven power, one of the elements that let Vermont Marble Company become a significant marble producer for more than a century, and at one point a major supplier of hydropower in Vermont. The hydro-powered central generating system of Green Mountain Power continues to serve a portion of Proctor's energy needs today.

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

### **Water Resources – Wetlands**

Wetlands are defined areas that are inundated by surface or ground water with a frequency sufficient to support plants and animals that depend on saturated or seasonally saturated soil conditions for growth and reproduction. These areas are commonly known as ponds, bogs, fens, marshes, wet meadows, shrub swamps, and wooded swamps. Wetlands often occur in association with lakes, ponds, rivers, and streams, creating transitional areas between dry land and open water. However, wetlands can also be isolated from any obvious connection to surface water. In order to be classified as a wetland under Vermont law, an area must have wetland soils and wetland plants, in addition to at least seasonal water. The Vermont Wetland Rules classify all wetlands into one of three classes. Classes One and Two are considered "significant" and protected under the Vermont Wetland Rules. All three wetland types are protected by Vermont's Act 250. Class Three wetlands are not within state jurisdiction and should be addressed under municipal regulations.

Proctor has 395.14 acres of wetlands. Wetlands provide important wildlife habitat, but also provide other benefits such as storing stormwater runoff, purifying surface and groundwater supplies, recharging aquifers, controlling erosion, and providing areas for recreation. Numerous wetlands in Proctor are identified on Proctor Natural Resources Map 1.

Wetland losses may be incurred both directly and indirectly. In addition to direct loss of acreage, the quality of the habitat may deteriorate due to several factors: invasion of exotic weeds; vulnerability to a variety of pollutants; litter from recreational users; and atmospheric pollutants that alter chemical compositions of wetland waters. Wetlands are unsuitable for building construction and onsite septic systems. Because of their many beneficial functions direct loss of wetlands due to filling can have dramatic ecological effects besides habitat losses.

Local planning commissions and citizens should not assume that state or federal agencies can protect every wetland. Municipalities in Vermont have the regulatory tools to effectively protect wetlands. These include the municipal plan, zoning and subdivision regulations, shoreland protection regulations, health ordinances and flood hazard regulations. Check 24 V.S.A. Chapter 117 for a complete description of the statutes governing municipal and regional planning in Vermont or call the Vermont Wetlands Office for more information. Municipalities also were given a responsibility in the 1986 wetland legislation to notify the state about developments in wetlands in 24 V.S.A. §4409.

### **Water Resources – Groundwater**

The majority of Proctor’s residents are supplied with water by a municipally owned system. 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. Locating clusters of private wells and then protecting the source(s) from which the water is drawn is one way to attempt groundwater protection when there is no single community source. Households reliant on individual sources should become familiar with the primary threats to groundwater quality listed above and take precautions to ensure the protection and maintenance of their drinking water supply.

### **Floodplain Management**

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

An important function of floodplains is the storage and conveyance of flood waters. New development and the associated fill placed in a floodplain can obstruct flood flows and reduce the ability of the floodplain to store water, which can subsequently cause floodwaters to rise to higher levels on upstream and adjacent properties. Municipalities should consider the effects of floodplain encroachment on all properties when making land use planning and management decisions. The most cost-effective way for towns to mitigate flood hazards is avoidance: limiting building and other investments in river corridors. In addition to preventing future flood losses to structures built in hazardous areas, this approach avoids constraining a river, allowing the stream or river, over time to become more stable.

Additional information on planning for flood hazards can be found in the Flood Resilience Chapter.

### **Riparian Buffers**

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

The phosphorus removal effectiveness of vegetated buffers depends on the width of the buffer zone, the hydrologic soil group within the buffer, the average slope of the buffer area, and the type



of vegetation in the buffer. There is no minimum statewide setback or buffer requirement in Vermont. Vegetated buffers are required on projects adjacent to surface waters that go through the Act 250 land use permit review process, but for most development activity, buffer protection depends on local level decisions. In recent years, trees have been planted along the banks of Otter Creek to support bank stabilization.

Areas of riparian erosion hazard are identified in the River Corridor Overlay District – which includes all lands in the Town of Proctor – and is discussed and accounted for in the Town’s Zoning Regulations adopted in 2017.

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

The cumulative impact resulting from the increased frequency, volume, and flow rate of stormwater runoff events can lead to destabilization of downstream channels and can also result in increased wash-off pollutant loading to receiving waters. Phosphorus and other pollutants in stormwater runoff are addressed to some extent for new developments in Vermont that require state stormwater discharge permits or state land use (Act 250) permits. Erosion control and stormwater management requirements are generally included as conditions in these permits and these practices help limit new sources of phosphorus loading caused by land development. However, these permits are required primarily for large projects, and many small developments may have a significant cumulative effect on urbanization and phosphorus loading to Lake Champlain.

Simple erosion control measures are possible for one- or two-family dwellings and accessory uses. These can include setbacks and buffers along surface waters, wetlands, and property lines so that no soil or water moves into these areas. They can also include the use of stone check dams, silt fence, stormwater diversion ditches, designated areas of infiltration, seeding, and mulching.

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

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

## **Air Quality**

Air quality has a great impact on the quality of life and the ecology of an area. Due to relatively low emission densities and relatively favorable meteorological conditions, ambient concentrations of locally generated pollutants are relatively low in Vermont – Proctor included – by national standards. However, the American Lung Association’s *State of the Air 2019* report documented Rutland County as having higher levels of particle pollution than Bennington and Chittenden Counties. Small towns like Proctor can help to maintain and improve air quality by promoting the use of public transit and carpooling, enforcing prohibitions on the burning of trash, and protecting forest resources which can help to filter out several potentially harmful pollutants.

## **Natural Resources Goals and Action Items**

### **Goal**

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

### **Goal**

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

### **Action Items:**

- Encourage development that will not degrade water quality in Proctor.
- Maintain and enforce setback and vegetative buffer requirements in Proctor zoning regulations for development along lakes, rivers, and streams.
- Provide for the long-term stewardship of and the protection of existing high-quality aquatic features and riparian habitats throughout the town.
- Preserve public access to surface waters for recreational uses.
- Promote awareness of potential groundwater contaminants.

### **Goal**

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

### **Action Items**

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

- Restore and/or enhance the functions and values of wetlands already impacted by human disturbance.

### **Goal**

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

### **Action Items**

- Preserve farm and forest lands and maintain the working landscape through conservation, agricultural easements, and land acquisition.
- The impact of development on or near soils identified as “Prime” or “Statewide” should be considered and protected during the permitting process.
- Encourage the use of Best Management Practices and assist farmers and landowners interested in learning more about how to employ these practices for soil quality protection.
- Promote the use of acceptable soil erosion control measures in development of slopes in excess of 8 percent.
- Maintain and enforce setback and vegetative buffer requirements in Proctor zoning regulations for development along lakes, rivers, and streams.
- Continue the implementation of forest management plans.
- Ensure the viability of working lands associated with a sustainable forest products economy.
- Explore the conversion of portions of the Forest/Residential District to the Agricultural or Forest District to support working lands and prevent sprawling residential development.
- Require site design that prevents fracturing of contiguous tracts of habitat area.

### **Goal**

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

### **Action Items**

- Maintain and possibly expand Proctor’s Forest Districts.
- Ensure the maintenance and conservation of existing contiguous forest habitat within Proctor and between Proctor and neighboring communities, especially on the eastern and western boundaries.
- Promote the use of acceptable soil erosion control measures in development of slopes in excess of 8%.
- Support education of the public as to the importance and sensitivity of these resources and measures that can be taken to reduce human impact upon them.
- Identify parcels to be protected and contact the Vermont Land Trust or Vermont Housing and Conservation Board.

### **Goal**

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

### **Action Items**

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

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

#### **Goal**

Protect Scenic roads, waterways and views.

#### **Action Items**

- Map and conduct a town-wide view shed analysis to identify significant scenic resources and identify for protection in updated town plans, maps and zoning regulations.
- Require site design that protects scenic roads, waterways and views
- Recommend that utility lines to be buried in all new construction.

#### **Goal**

Facilitate the responsible extraction of earth resources.

#### **Action Items**

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

# **FLOOD RESILIENCE**

#### **Regulations**

Flooding is the highest risk and most prevalent natural hazard identified in the Proctor Local Hazard Mitigation Plan. There are two types of flooding that impact the community: inundation and flash flooding. Inundation is when water rises onto low lying land. Flash flooding is a sudden, violent flood which often entails fluvial erosion (stream bank erosion). In recognition of this hazard, Proctor has adopted Special Flood Hazard Area and River Corridor District Requirements. These are found in the Proctor Zoning Regulations, adopted March 13, 2017. These regulations recognize these hazard areas are not appropriate sites for new structures nor for development that increases the elevation

of the base flood or obstructs the ability of streams to establish and maintain geomorphic equilibrium.

### History of Flooding

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

#### Recent Flooding and Fluvial Erosion History

| Date             | Event   | Location          |
|------------------|---|-------------------|
| April 3, 2005    | Flooding  | Along Otter Creek |
| January 18, 2006 | Flooding and ice jams   | Along Otter Creek |
| April 12, 2011   | Flooding from snowmelt and heavy rain   | Along Otter Creek |
| August 28, 2011  | Tropical Storm Irene: Heavy rain causes devastating flooding damaging homes, business and roads. \$51,658 in FEMA Public Assistance provided to the Town. | Along Otter Creek |
| January 12, 2014 | Heavy rain and snowmelt causing widespread field flooding   | Along Otter Creek |
| April 15, 2019   | Heavy rain and snowmelt causing widespread field and road flooding  | Along Otter Creek |

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

- West Proctor Road, TH 2
- Gorham Bridge Road, TH 6
- Rt. 3, TH 3
- Elm, Meadow, and Willow Streets
- Williams St, TH 34
- Florence Rd, TH 2
- Field St, TH 3

### Response

In recent years, Vermont has experienced more frequent and severe flooding that is likely to continue to in the future. It is to the town’s benefit to continue to plan for and anticipate flooding in the future.

The State has established an incentive program to encourage community flood resiliency – the Emergency Relief and Assistance Fund (ERAF). Communities that take specific steps to reduce flood damage will benefit financially during recovery from a federally declared disaster. The steps include:

1. *Adoption of the most recent VTrans Town Road and Bridge Standards;*
2. *Participation in the National Flood Insurance Program (NFIP);*
3. *Annual adoption of a Local Emergency Management Plan;*
4. *Adoption of a FEMA-approved Local Hazard Mitigation Plan; and*
5. *Adopt River Corridor Bylaws OR Participate in FEMA's Community Rating System.*

Proctor has completed steps 1 through 4 as well as step 5, adoption of River Corridor Bylaws. As a result, Proctor is eligible to receive 17.5% of project costs from the State in addition to the 75% of project costs from FEMA's Public Assistance Program. Additionally, Proctor adopted Town Road and Bridge Standards in 2013.

The NFIP (National Flood Insurance Program) within FEMA was created to address losses from flooding. Flood insurance rates are based on Flood Insurance Rate Maps (FIRMs) or Digital Flood Insurance Maps (DFIRMs), which delineate areas prone to inundation flooding. These are identified as a Special Flood Hazard Area (SFHA) or with a 1% annual chance of flooding. Proctor enrolled in the NFIP in 1978. As of 2019, there are 41 properties in the SFHA and 13 NFIP insurance policies in the Town.

As described in the Emergency Management section of this Plan, Proctor annually adopts a Local Emergency Management Plan and has a FEMA-approved local Hazard Mitigation Plan, dated 2017.

To meet the state requirement of identifying flood hazard and fluvial erosion areas and designating areas to be protected, maps are an essential aid. Because the methods of mapping inundation and fluvial erosion corridors differ significantly, river corridor maps are a critical addition to existing flood hazard maps.

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

Studies and plans are vital in determining river and stream alterations, which affect water flows and could potentially lead to future flood damage. Stream Geomorphic Assessments and River Corridor Plans suggest potential remediation actions that can be taken to reduce the risk of future flood damage including, planting stream buffers, stabilizing stream banks, removing berms, removing structures and restoring incision areas. Unmapped River Corridors/Fluvial Erosion Hazard (FEH) Areas of Proctor should be included in this Town Plan as they become available.

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

The Upper Otter Creek River which flows through Proctor went through a Phase 2 Stream Geomorphic Assessment (SGA) in 2009. Both the SGA and the Otter Creek Watershed Tactical Basin Plans (which will be updated in 2019) suggest potential remediation actions that can be taken to reduce the risk of future flood damage including, planting stream buffers, stabilizing stream banks, removing berms, removing structures and restoring incision areas.

## **Flood Resilience Goals and Action Items**

### **Goals**

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

### **Action Items**

- Prohibit new development within 50 feet of the top of stream banks.
- Require compensatory flood storage for new development so that there is no adverse impact.
- Prohibit storage or junkyards in the Special Flood Hazard Areas and River Corridors.
- Establish a Capital Program to fund needed flood hazard mitigation projects.
- Consider joining FEMA’s Community Rating System to provide more flood protections to residents.
- Identify all flood areas not designated in FEMA’s maps or in VT ANR’s maps, but which are flooded during a weather event, should be added to local flood regulations.
- Encourage green infrastructure techniques for new development.
- Reduce percentage of impervious surfaces by limiting the number of rooftops and pavement, by using permeable surface materials, employing disconnection practices, by implementing Low Impact Development (LID) principles, and other methods to increase stormwater retention and infiltration.
- Maintain upland forests and watersheds for predominately forest use.
- Work to develop more consistent, accurate and thorough identification of wetlands areas using the best available data and the adoption of updated maps.

- Restore natural river functions - Work with RRPC, ANR, towns and landowners to lessen flood risk by reconnecting river channels to historic floodplains through berm or dam removal or intentional lowering of stream banks.

# ENERGY

Vermont planning law states that municipal plans must include an energy strategy for the community. Such a strategy is intended to promote the efficient and economic utilization of energy. With the adoption of its 2020 Town Plan, Proctor has incorporated an “Enhanced Energy Plan” in conformance with 24 V.S.A. 4352 and provided in Appendix 1. The enhanced energy plan takes the place of other energy-related plan requirements in 24 V.S.A. 4382. The Town of Proctor’s Energy Goals and Policies are:

- Reduce overall energy consumption through conservation and efficiency;
- Reduce reliance on fossil fuels and imported energy sources;
- Develop renewable energy resources locally.

The strategies and information backing up these Goals and Policies can be found in the Enhanced Energy Plan.



# HOUSING

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



Image: View from West Mountain. Source: Dale Christie

## **Housing Affordability**

Housing in Rutland County and the State of Vermont, particularly affordable housing, is a concern. A 2019 article by the Vermont Business Magazine reported that in Vermont renters need to earn \$22.78 an hour (\$47,375 annually) to afford a modest two bedroom apartment or \$18.18 an hour for a one bedroom. This is problematic as the average Vermont renter earns \$13.40 an hour.

However, this highlights the attractive housing market that Proctor offers. Proctor's median gross rent sits at \$914 with an income of \$37,560 needed to afford a two-bedroom apartment and \$31,520 needed for a one-bedroom apartment (HousingData.org). In addition, Proctor's median home sale price is \$120,000 in comparison to Vermont's median sale price of \$217,500.

These numbers help explain why Proctor, as of 2017, has half the number of severely cost-burdened households than the State of Vermont has overall - 8% as opposed to 16% (HousingData.org). This also reflects a positive change in Proctor as this is a 2% decrease since 2013.

## **Housing Market**

Proctor has an existing settlement pattern typical of many New England towns; a compact town center surrounded by rural countryside and working lands. It is a predominantly residential community with most houses located within a ½ mile radius of the town center. Many of these homes were built by the Vermont Marble Company between 1890 and 1910 for employee housing with 61.5% of Proctor's housing stock being constructed before 1939 (HousingData.org).

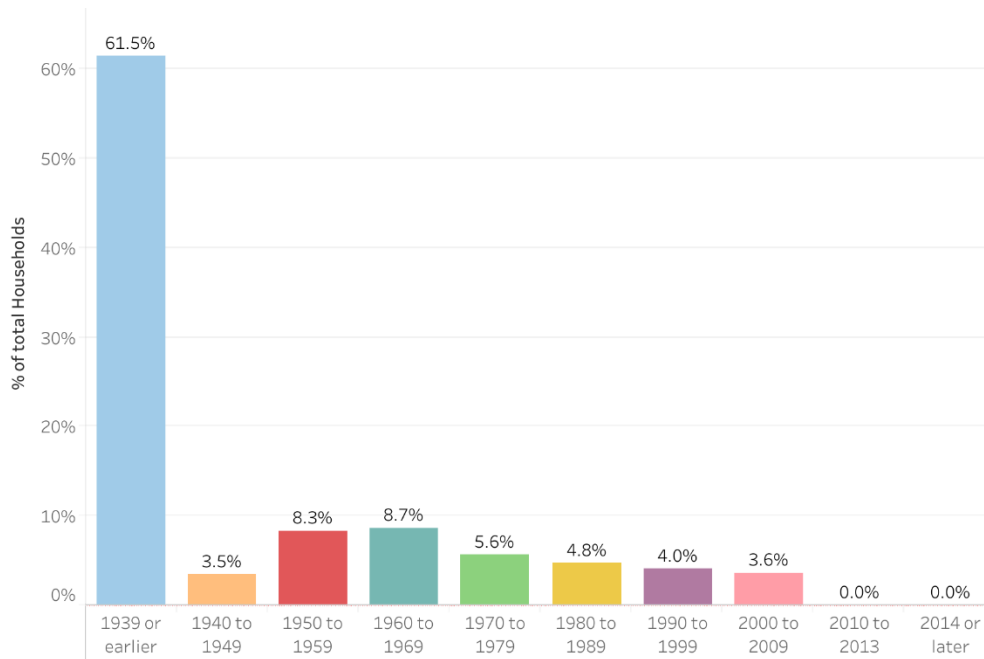


Figure: Proctor Housing Stock Age. Source: HousingData.org

| Town of Proctor                          | 1990 | 2000 | 2010 | 2017 |
|--|------|------|------|------|
| Total Housing Units                      | 818  | 791  | 780  | 797  |
| Total Occupied Units                     | 765  | 756  | 717  | 705  |
| Owner Occupied                           | 558  | 558  | 553  | 533  |
| Renter Occupied                          | 207  | 198  | 164  | 172  |
| Vacant Housing Units                     | 53   | 35   | 63   | 74   |
| Seasonal, Recreational or Occasional Use | 6    | 6    | 13   | 18   |

Figure: Proctor Housing Stock and Occupancy Status. Source: US Census

While there is an increase in the number of vacant housing units per the Census’ American Community Survey for 2017, there is also an increase in the number of overall housing units including seasonal/recreational/occasional use structures. Although the number of owner occupied households has slightly decreased since 2010, there has been an increase in the number of renter occupied homes since 2010.

There are assets which will provide constant demand for housing such as proximity to a job center, small town feel – which residents value – and attractive school system. Lower real estate values also provide opportunity for private sector investment and redevelopment of new and existing properties. The town is interested in redevelopment of OMYA properties in the town center, which would provide opportunities for mixed-use development with strong residential components.

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

Detracting from housing demand is the transportation costs to access job centers. Since commercial activity is relatively low in the Proctor town center a majority of residents must drive to employment (Source: HousingData.org). The average commuter time is 15-29 minutes. Without public transportation available, increasing fuel costs could further reduce the rental population.

### **Special Needs Population**

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

The Census' 2013-2017 American Community Survey indicated that Proctor had 167 householders living alone. The data also indicated that 11.9% of occupied housing units were female-led households, with no husband present. Approximately 28% of Proctor's households are headed by individuals aged 65 years and older.

It is important to note that households headed by individuals aged 65 years and older has substantially increased from 1990, indicating that Proctor's special needs population has grown. The twelve-unit "Proctor Place" is currently the only subsidized housing available in town and is predominantly occupied by elderly individuals living alone.

### **Future Regional Housing Needs**

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

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

## **Housing Goals and Action Items**

### **Goal**

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

### **Action Items**

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

### **Goal**

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

### **Action Items**

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

### **Goal**

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

### **Action Items**

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

- Continue to allow accessory apartments within or attached to single-family residences.
- Promote the development of commercial or private senior housing.
- Locate affordable and special needs housing in areas with access to appropriate services.
- Promote single-family cluster housing, for example, town houses, condominiums and apartments.

### **Goal**

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

### **Action Items**

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

# **ECONOMIC DEVELOPMENT**

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

Due in large part to the presence of the local school system, Proctor's tax rate is the highest in the county and places a considerable burden on residents. This might explain why past public feedback has shown support for the town to augment economic development by encouraging small commercial and light industrial uses to reduce the tax burden. Residents also overwhelmingly desire the Planning Commission to place economic development as the highest priority. In 2019, residents

expressed excitement for the Planning Commission’s approval of a new hemp processing facility – seen as a means for diversifying Proctor’s economic portfolio and creation of new jobs.

### **Proctor Workforce Characteristics**

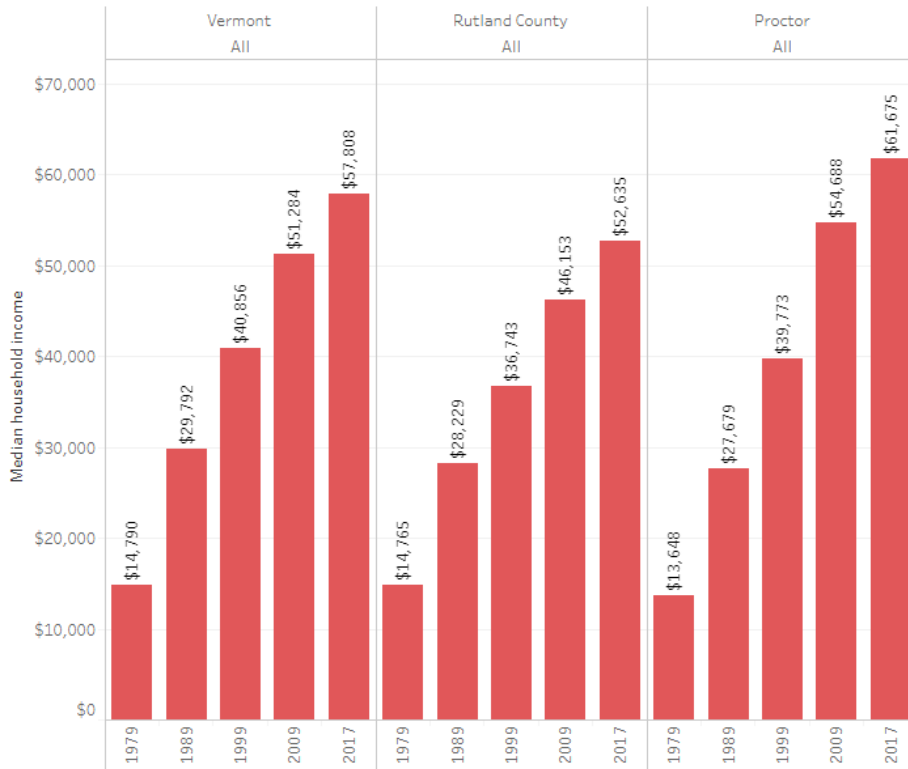
86% of employed Proctor residents work outside of the town (Source: HousingData.org). Combined with an average commute time of 15-29 minutes, the data suggests that many Proctor residents work in the Rutland area. Below is a table of industries that employ Proctor residents.

| <b>Industry</b>   |       |
|---|-------|
| <b>Agriculture, forestry, fishing and hunting, and mining</b>                                     | 1.9%  |
| <b>Construction</b>   | 5.6%  |
| <b>Manufacturing</b>  | 10.2% |
| <b>Wholesale trade</b>  | 2.3%  |
| <b>Retail trade</b>   | 9.0%  |
| <b>Transportation and warehousing, and utilities</b>  | 6.5%  |
| <b>Information</b>  | 1.3%  |
| <b>Finance and insurance, and real estate and rental and leasing</b>                              | 1.8%  |
| <b>Professional, scientific, and management, and administrative and waste management services</b> | 13.8% |
| <b>Educational services, and health care and social assistance</b>                                | 30.5% |
| <b>Arts, entertainment, and recreation, and accommodation and food services</b>                   | 7.6%  |
| <b>Other services, except public administration</b>   | 5.7%  |
| <b>Public administration</b>  | 3.8%  |

Source: US Census American Community Survey 2017.

### **Household Income**

Proctor household incomes are higher than those in the Rutland Region and even slightly higher than the median Vermont household income in 2017. The Median Household Income for Proctor residents was \$61,675.



Median household income. Source: US Census American Community Survey 2017.

The unemployment rate in Proctor as of 2017 is 3.5%, which is a positive change from the rate of 5.9% in 2011. This is slightly above the state rate of 3%. The chart below compares state, regional, and local labor force data.

|                          | Vermont | Rutland County | Proctor |
|--------------------------|---------|----------------|---------|
| <b>Labor Force</b>       | 344,760 | 30,931         | 828     |
| <b>Employment</b>        | 334,378 | 29,839         | 799     |
| <b>Unemployment</b>      | 10,382  | 1,092          | 29      |
| <b>Unemployment Rate</b> | 3.00%   | 3.53%          | 3.50%   |

2017 Employment Statistics. Source: HousingData.org and VT Dept of Labor.

### Residential Characteristics

In Proctor, the median price of a single-family unit was \$119,000 in 2018. This compares to the Rutland County median price of \$154,000 and State of Vermont median price of \$223,000 (Source: HousingData.org).

### **Economic Development Opportunities**

According to the Vermont Department of Taxes, there are 11 commercial properties, 2 commercial apartment properties, 6 farms and 6 industrial properties. While most Proctor residents commute out of town for employment, there are significant factors which make the town of Proctor ripe for commercial development in the town center:

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

Working with the Rutland Regional Planning Commission, the Town of Proctor received a grant from the Vermont Community Development Program to analyze possible development in the underutilized town center. This grant resulted in the 2015 Proctor Prosperity Plan.

The development of this plan was supported by a Public Visioning Day, which solicited feedback from the greater Proctor community on potential uses for the Marble Museum, tourism and marketing, and the village core development.

The redevelopment plan provided 5 significant components to focus on: rehabilitation and redevelopment of the Marble Museum; reuse of existing town offices; and rehabilitation of 60 Main Street.

A byproduct of this was then a 2016 grant from the Vermont Community Development Program for the Vermont Marble Museum to rehabilitate and bring the structure up to code.

### **Economic Development Goals & Action Items**

#### **Goal**

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

#### **Action Items:**

- Promote clustering of related and compatible businesses and industries and discourage strip development.
- Maintain a State of Vermont Village Center Designation.
- Support existing businesses and industry.



- Encourage the growth of the “informal economy” including home occupations, local artisans, craftspeople, and seasonal businesses.
- Encourage commercial architecture design that is consistent with the town’s character.
- Support Agriculture and Forestry in outlying areas.

#### **Goal**

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

#### **Action Items:**

- Review the action items identified in the Proctor Prosperity Plan and evaluate for current feasibility.
- Collaborate with REDC to find new businesses for the community.
- Collaborate with the RRPC to continue enrolling properties in the Brownfields Program, which will clear up many uncertainties regarding underutilize properties or properties with perceived or actual environmental issues.
- Collaborate with the Vermont Marble Museum in the identification of businesses to occupy office space available in vacant areas of the museum building.
- Collaborate with OMYA on the feasibility of the sale or lease of land holdings for potential private development.
- Explore options to recruit businesses to occupy space vacated by companies that have recently relocated or plan to do so.
- Encourage development which can be accessed by multi-modal transportation means such as pedestrian and bicycle.

# **RECREATION, HISTORIC, & CULTURAL RESOURCES**

Recreation provides an important contribution to the health and quality of life enjoyed by the people of every community, and the residents of Proctor enjoy easy access to recreational activities only a short walk or bike ride away. A town’s historic and cultural resources are often linked as history

informs culture and many cultural activities in Vermont communities center around historical appreciation or remembrance.

### **Recreational Resources**

Proctor residents have countless outdoor recreational opportunities available within a short drive including downhill and cross country skiing, hundreds of snowmobile and hiking trails and several excellent golf courses including the 18 hole Proctor-Pittsford course located a couple of miles northeast of the town. 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 movie nights and other community activities in addition to skating.

Volunteer run youth baseball, soccer, and basketball programs operate in town during the summer utilizing a playing field located north of the town center and the basketball courts at both the elementary and high schools. An active snowmobile group in Proctor maintains many miles of trails in the winter that become hiking trails during summer months. Finally, the Otter Creek, meandering right through the heart of Proctor, is enjoyed by canoeists, kayakers, and anglers of all ages.



Image: Main Street Park. Source: Dale Christie

### **Historic 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.

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 and can be found at the Proctor Free Library.



Image: Proctor's Marble Bridge. Source: Dale Christie

The Proctor Free Library, maintaining an archive of letters, photographs and several books written by Proctor residents is overall 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 the Crown Point Road Association, which includes many

Proctor 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 from Crown Point, NY to Charleston, NH directly through Proctor, features many original sites of historic interest including cellar holes, stonework abutments, encampments and cemeteries.

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 - 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 town center. Designed by New York architect Harry L. Walker, the triple arched bridge was built in 1915 of reinforced concrete and faced with marble.
- St. Dominic's Roman Catholic Church, the Proctor Union Church and St. Paul's Lutheran Church - Built in 1925, the exterior of St. Dominic's Roman Catholic Church is random ashlar marble and the structure is in Neo-Gothic Revival Style, reminiscent of English village churches. Located on South Street near the east bank of Otter Creek the abundant handsome marble adornment of the brick interior is a reflection on the many skilled marble workers that were among St. Dominic's early parishioners. The first service in the Proctor Union Church was held on December 31, 1890. While the church edifice is constructed of an attractive rough-faced blue-gray marble, its sanctuary is well known for its four pairs of Tiffany windows. The windows, *Spring, Summer, Winter, and Fall* commemorate Minnie R. Proctor, Redfield Proctor, Sr., Fletcher D. Proctor and Mr. and Mrs. Redfield Proctor, Jr. respectively. In 1890 the Swedish residents in Proctor joined to build a Lutheran church. The Church burned down in 1912 and

was replaced in 1914 by, St. Paul's Lutheran Church, a splendid white clapboard structure with pointed arch windows. Each of these churches bring year round visitors and are a source of great pride in the Proctor community.

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



Image: Wilson Castle. Source: Dale Christie

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

### **Cultural Resources**

Proctor today is a quiet bedroom community attracting residents with its scenic beauty, convenient proximity to Rutland City, low crime rate and a well-regarded local school system. While amenities such as the Vermont Marble Museum, the Wilson Castle, and the Marble Bridge are cultural resources attracting outside visitors, cultural activities in town are centered largely around local organizations including the Historical and Audubon Societies, the Volunteer Fireman's Association, Boy Scouts, Girl Scouts and Brownies and several church groups. These organizations promote fundraising, ancestral heritage, religion, economic development, youth, social service and education. As with so many small towns, it is groups like these that provide opportunities for Proctor residents to interact and maintain the lifeblood of the community. Proctor's unique history, active community groups, and abundant recreational opportunities make this town a compelling place for its residents to live and visitors to explore.

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

### **Goal**

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

### **Recreation**

#### **Goal**

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

#### **Action Items:**

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

#### **Goal**

Conserve prime recreational resources and protect their scenic qualities.

#### **Action Items:**

- Provide information to boaters and anglers instructing them, as per state law, to clean gear thoroughly between outings to prevent the spread of aquatic nuisance species.

### **Historic Resources**

#### **Goal**

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

#### **Goal**

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

#### **Action Items:**

- Develop and maintain a complete inventory of historic structures

- Support the efforts of the Crown Point Road Association to get the Road listed on the National Register of Historic Places, acquire development rights to adjacent land, and enhance the quality of the road as a visitor attraction.
- Support the protection and preservation of prehistoric and significant archeological sites.

**Goal**

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

**Cultural Resources**

**Goal**

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

**Action Items:**

- Collaborate with the Historical Society, Marble Museum, Crossroads Council and other partners to expand Proctor’s cultural and historic attractions out into the community and further promote the town’s image as a compelling visitor attraction.
- Encourage community projects, art and cultural events, festivals and cultural tourism
- Utilize public facilities and space as venues for artists, historical exhibitions and cultural events.
- Support the Proctor Free Library

# **APPENDIX**

## **ENHANCED ENERGY PLAN**

### **MAPS**

# ENHANCED ENERGY PLAN

The purpose of the Proctor Energy Plan is to conduct comprehensive energy planning at the local level while also achieving state energy goals – most importantly, the goal to have renewable energy sources meet 90% of Vermont’s energy needs by 2050. This in-depth energy planning is essential for addressing three crucial issues for the people of Proctor: energy security, environmental protection, and economic needs and opportunities. Proctor recognizes that future resilience relies on tapping local energy sources for enhanced self-reliance, improved efficiency and maintaining the standard of living of residents.

## Proctor Energy Goals and Policies:

- *Reduce overall energy consumption through conservation and efficiency;*
- *Reduce reliance on fossil fuels and imported energy sources;*
- *Develop renewable energy resources locally.*

The State of Vermont has adopted a set of ambitious energy goals through its Comprehensive Energy Plan (CEP) which was updated in 2016. To help communities reach the sustainable energy future envisioned by the CEP, a central goal is to attain **90% renewable energy by 2050**. However, development of new renewable energy sources will not be enough to achieve the state’s goals. Since renewable sources yield less energy per unit than fossil fuel-based counterparts, a dramatic reduction in overall energy consumption also is critical to meeting this target.

## VT Energy Goals and Policies (CEP 2016):

- *Obtain 90% of energy for all uses from renewable sources by 2050;*
- *Reduce greenhouse gas emissions to 50% below 1990 levels by 2028 and 75% by 2050;*
- *Rely on in-state renewable energy sources to supply 35% of energy use by 2025;*
- *Improve energy efficiency of 25% of homes by 2025;*
- *Meet the Vermont Renewable Energy Standard through renewable generation and energy transformation.*

It is important to note that **these state policies and goals did not originate with the Proctor Planning Commission**. Likewise, the locations for siting potential new renewable energy in Proctor **come from state-developed data and mapping**.

This plan has been written to conform with the Energy Planning Standards for Municipal Plans determined by the

Department of Public Service. Once it is given an affirmative “determination of energy compliance” by the Rutland Regional Planning Commission, this plan will be given **substantial deference** in the Public Utility Commission’s review of whether an energy project meets the specific policies in this



plan. Only energy compliant plans are afforded this type of review before the Public Utility Commission.

A critical facet of improved efficiency will be a greater reliance on electricity to power everyday needs. Since electricity can be generated from renewable resources and electric-powered technologies such as heat pumps and electric vehicles are highly efficient, switching to electricity will help lower overall energy consumption while at the same time, maintaining current lifestyles in Proctor. According to the 2016 Vermont Comprehensive Energy Plan, **significant growth in electricity consumption is expected and will total 60% of total energy consumed by 2050.**

Though this major shift in energy use is formidable, there are opportunities to lower costs and bolster the local economy through a transformation of the energy sector, which costs Proctor more than **\$6.7 million a year** or **\$3,830 per person** each year (U.S. Energy Information Administration (EIA) estimates). Since nearly all this money flows out of the town and the state, redirecting expenditures for electricity, space and water heating and transportation to local alternative energy developers, energy businesses, and employers will keep more wealth in the area.

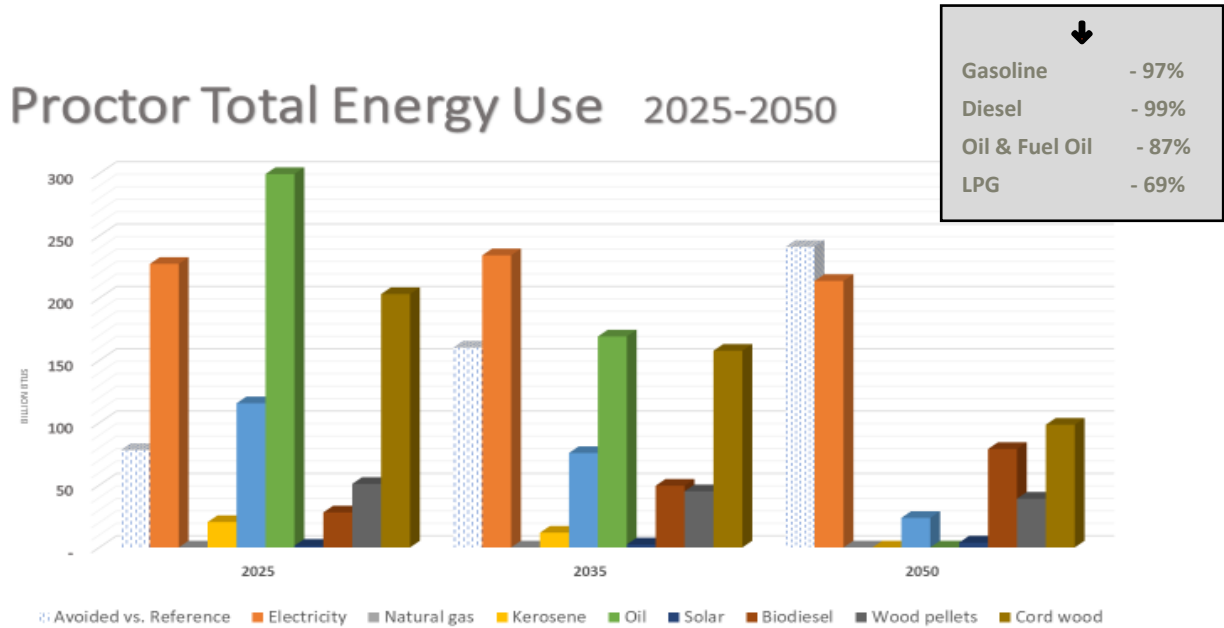
This energy plan is intended to provide the residents and local leadership of Proctor with the information and strategies needed to maintain a vibrant community in coming decades while the energy sector is transformed to better preserve the environment, lower energy costs, promote local renewable energy development, and enhance the town's self-reliance.



Source: Dale Christie

### Current and Future Energy Use

The Rutland Regional Energy Plan (2018) estimates current and future regional energy consumption using a computer modeling program known as LEAP (Long Range Energy Alternatives Planning System developed by the Vermont Energy Investment Corporation). Proctor’s estimates are based on these projections. The town uses nearly **282 thousand million BTUs** (British Thermal Units) per year and should aim to reduce consumption to about half that, or **155 thousand million BTUs, by 2050**.



Energy use can be grouped into three major sectors: transportation, thermal (heating and cooling) and electricity. Proctor’s 706 households, nine municipal structures, and 17 commercial entities consume significant amounts of energy for transportation and to power equipment, to heat space and water, and to power lights and appliances with electricity. Proctor could see significant savings in energy consumption and costs by adopting conservation strategies, replacing outdated appliances and switching to more efficient technologies, and participating in weatherization programs. By looking at consumption in three categories within these sectors – light-duty transportation, residential and commercial heating, and electricity use – a clearer picture emerges about what impact the town can have on overall energy use and meeting the state’s energy goals.

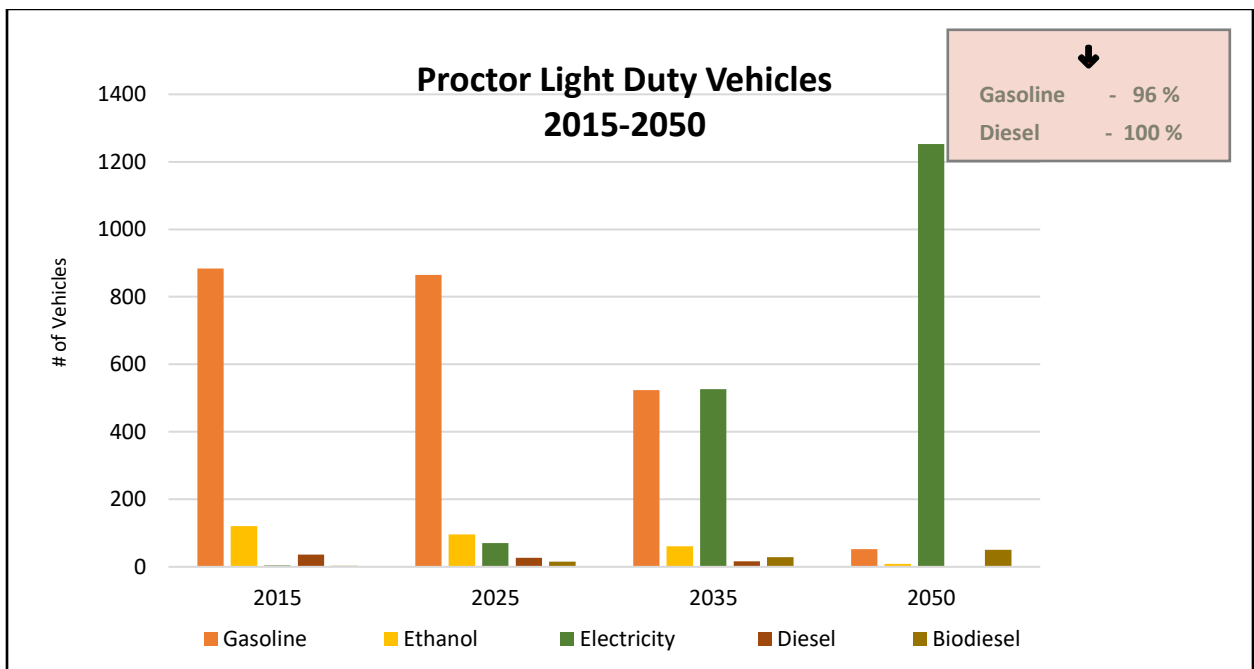
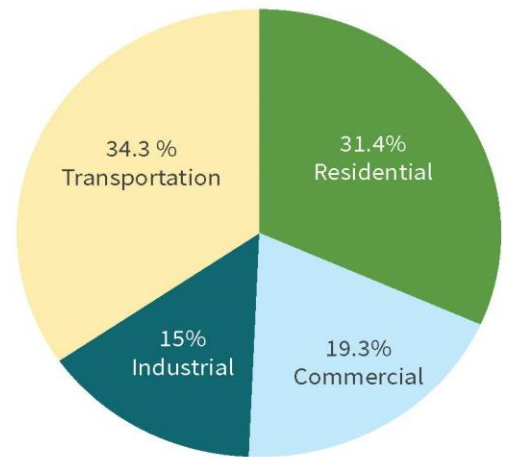
### Transportation Energy Use

In Proctor, as in other municipalities in Vermont, **transportation consumes the most energy of any sector.**

There are an estimated 838 light-duty vehicles in the town traveling 10 million miles a year - at a cost of \$1,243,484 a year and at a consumption rate of 65 thousand million BTUs. Of the 996 residents in the labor force, 822 drive to work alone and have an average commute of 20 minutes one way.

In the next few decades, total energy consumed for light-duty transportation will fall by about 75% of current levels. The efficiencies of electrification and a switch to biodiesel will account for much of this reduction. **By 2050, electric and biodiesel vehicles are estimated to comprise about 83%** of the light-duty fleet in Proctor. It is expected that by 2050, there will be 1,253 electric and 50 biodiesel-powered light-duty vehicles in the town - up from 70 and 16 respectively in 2025.

Vermont Energy Use by Sector



Requiring more compact land use patterns is an excellent means for towns to reduce vehicle mileage and consumption of fuel and Proctor is committed to compact land use. Proctor will continue to promote its designated village area, town center and town park as areas for more compact development.

The Town of Proctor will reduce energy use in transportation and will lead by example when practical by purchasing electric or biodiesel vehicles, encouraging the use of public transit, and offering park-and-ride opportunities in town.

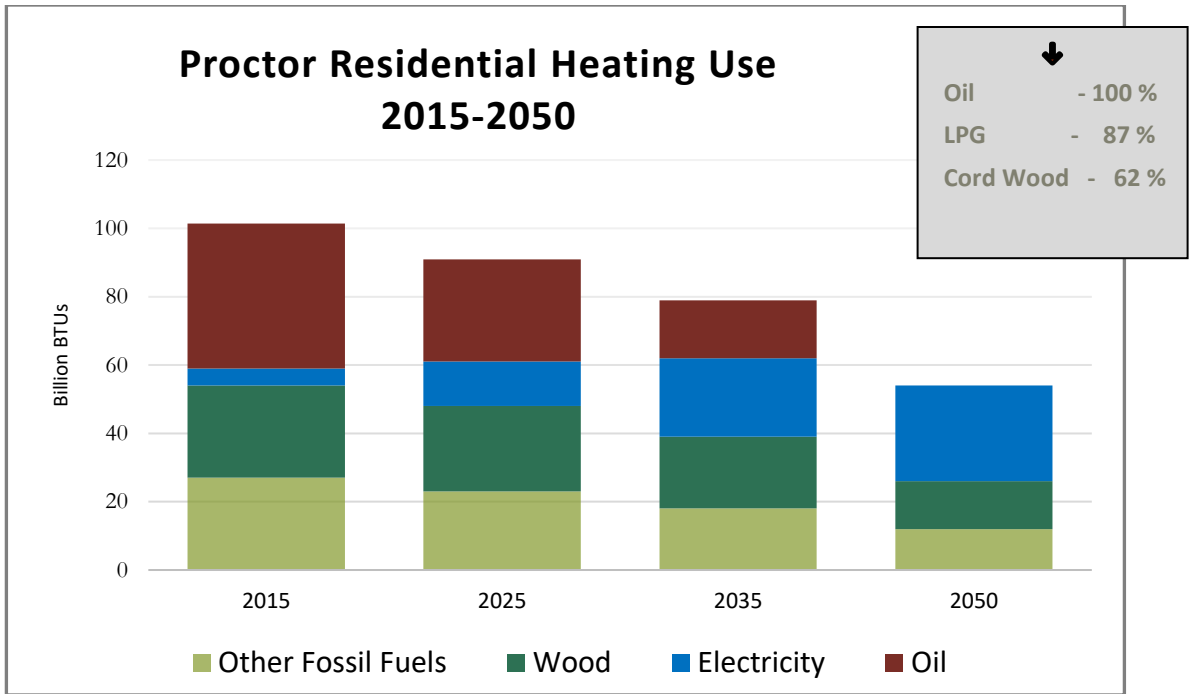
**Residential and Commercial Heating Energy Use**

Approximately 84% of Proctor homes are heated with oil or propane for the seven-month heating season. With the projected future shortage of fossil fuels, it would behoove the town to become less reliant on these sources of heating fuel and switch to efficient heating systems powered by local resources. Converting wood-fueled systems to electric heat pumps would result in energy savings as well.

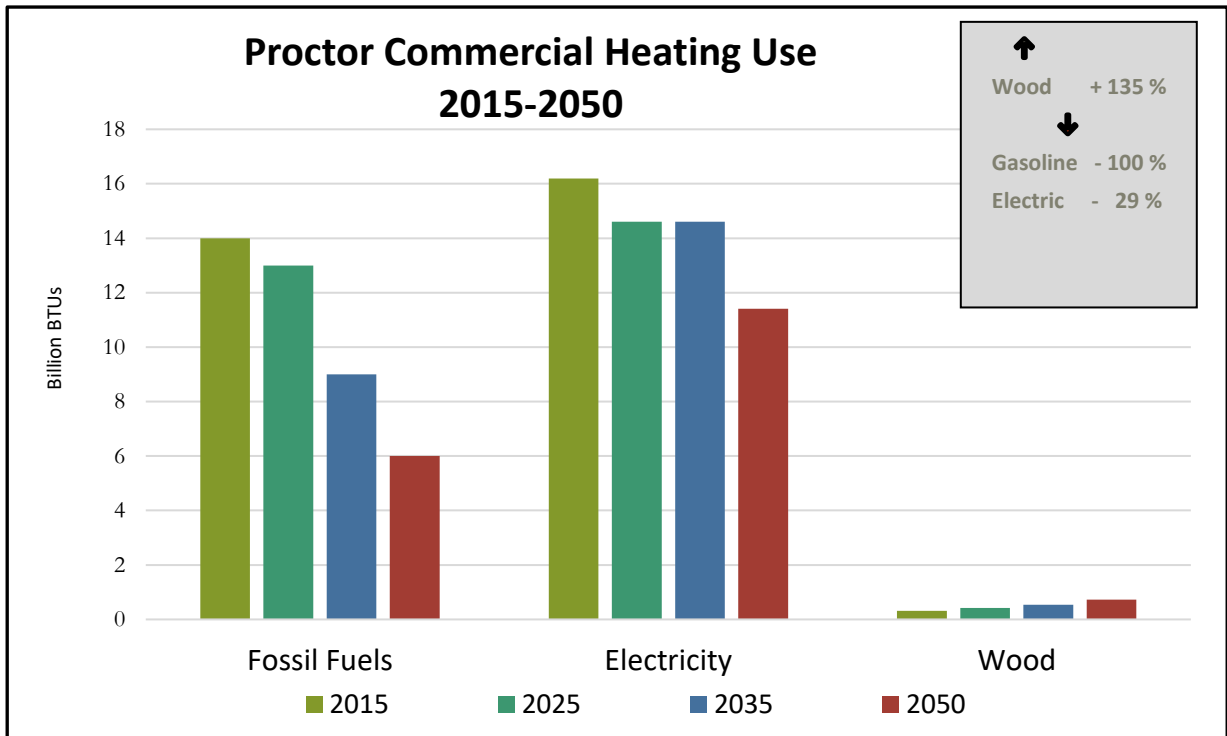
**Current Proctor Residential Heating Energy Use**

| Fuel         | # of Households | % of Households | BTUs (in thousand million) |
|--------------|-----------------|-----------------|----------------------------|
| Natural Gas  | 8               | 1.1%            | 1                          |
| Propane      | 32              | 4.5%            | 3                          |
| Electricity  | 21              | 3.0%            | 2                          |
| Fuel Oil     | 559             | 79.2%           | 56                         |
| Coal         | 7               | 1.0%            | 1                          |
| Wood         | 65              | 9.2%            | 7                          |
| Solar        | 2               | 0.3%            | 0                          |
| Other        | 12              | 1.7%            | 1                          |
| No Fuel      | 0               | 0.0%            | 0                          |
| <b>Total</b> | <b>706</b>      | <b>100.0%</b>   | <b>71</b>                  |

LEAP modeling shows how the town can make the transition to renewable energy sources for both residential and commercial structures through increased use of bio-distillates and electricity. The use of oil and LPG for heating drop precipitously in this modeling.



Currently there are just 17 commercial establishments in Proctor using about 1 thousand million BTUs of thermal energy use per establishment. Future energy use is projected to decrease due to less use of fossil fuels and a heavier reliance on more efficient renewable sources such as electricity and biodiesel.



By switching fuels and relying on efficient heat pumps systems for both residential and commercial, the town’s target for new heat pumps is 72 by 2025; 189 by 2035; and 366 by 2050. The rate of conversions to new efficient wood heat systems is projected to increase wood use by 135%.

The projected growth in the percentage of heating energy use coming from renewable sources is steep: rising from 48.7% in 2025 to 92.4% in 2050.

Proctor is committed to meeting its residential and commercial thermal targets through increased efficiency and conservation. The percentage of households that will need to be weatherized between now and 2050 to meet the state’s goals: 14% by 2025; 39% by 2035; and 85% by 2050. For commercial structures, weatherization targets are 29% by 2025; 47% by 2035; and 84% by 2050.

### Electricity

Electricity is the third major sector of energy use and reducing usage and converting to renewable sources is critical to meeting the state’s energy goals. Although electricity use will increase dramatically in the future since it is a conduit for making local renewable energy sources available for use, widespread adoption of appliances, vehicles and thermal technologies powered by electricity is critical to achieving the state’s energy goals for efficiency.

#### Proctor KWh Usage by Year

| Sector                           | 2016             | 2017             | 2018             |
|----------------------------------|------------------|------------------|------------------|
| Commercial & Industrial          | 1,980,227        | 2,033,944        | 1,288,289        |
| Residential                      | 5,886,290        | 5,777,154        | 6,046,153        |
| <b>Total</b>                     | <b>7,866,517</b> | <b>7,811,099</b> | <b>7,334,442</b> |
| Count of Residential Premises    | 811              | 803              | 808              |
| <b>Average Residential Usage</b> | <b>7,258</b>     | <b>7,194</b>     | <b>7,483</b>     |

From the Efficiency Vermont data above, it’s apparent that overall electrical use fluctuates in Proctor. Other data suggest that the town is seeing dramatic electric cost savings from efficiency measures in the residential sector. For instance, from 2016 to 2018, the town’s households saved \$28,853 due to conservation measures.

Further electricity efficiency savings are included in the LEAP modeling. The town’s targets are 12.1% by 2025; 39% by 2035; and 69.8% by 2050. The targets for the use of renewable sources for this electricity are 1,585 MWh in 2025; 4,742 MWh in 2035; and 14,369 MWh in 2050.

The Town of Proctor is committed to energy conservation and encourage residents to take advantage of Efficiency Vermont initiatives to upgrade the insulation of homes and buildings to

reduce heating and cooling energy consumption and lead by example by ensuring all year-round municipal buildings are audited and upgraded.

### Development and Siting of Renewable Energy Sources

As of November 2019, Proctor has 7.6 MW of total renewable energy generation.

The data in this table are based on information available from the Vermont Department of Public Service and the Vermont Community Energy Dashboard. The town has 16 solar sites and hydroelectric generator.

| Renewable Type                   | MW         | MWh/year     |
|----------------------------------|------------|--------------|
| Solar                            | 0.7        | 880          |
| Wind                             | 0          | 0            |
| Hydro                            | 6.9        | 1,033        |
| Biomass                          | 0          | 0            |
| Other                            | 0          | 0            |
| <b>Total Existing Generation</b> | <b>7.6</b> | <b>1,913</b> |

(Proctor still needs 12,456 MWh of renewables. That translates into 76.6 acres of solar (12,456/1300 = 9.58 MW; 9.58 \* 8 = 76.6 acres).

Below is the estimated renewable energy generation potential for the town. These data are based on mapping completed by the Rutland Regional Planning Commission (RRPC) that are derived from the state’s Municipal Determination Standards and associated guidance documents developed by the Vermont Department of Public Service.

| Renewable Type                              | MW         | MWh            |
|---|------------|----------------|
| Rooftop Solar *                             | 2          | 1,952          |
| Ground-Mounted Solar *                      | 79         | 97,192         |
| Wind (small scale)                          | 141.77     | 283,540        |
| Hydro                                       | 0          | 0              |
| Biomass & Methane                           | 0          | 0              |
| Other                                       | 0          | 0              |
| <b>Total Renewable Generation Potential</b> | <b>223</b> | <b>382,685</b> |

\*As technology advances, Proctor plans to promote the switch from primarily ground-mounted solar to primarily impervious and rooftop locations.

RRPC has suggested the following targets (in MWh) for Proctor for total renewable energy generation to meet the state’s 90x50 renewables goal. The target of 14,369 MWh by 2050 is a fraction of Proctor’s generation potential of 382,685 MWh.

| 2025  | 2035  | 2050   |
|-------|-------|--------|
| 1,585 | 4,742 | 14,369 |

According to estimates by the RRPC, Proctor has sufficient land to reach 2050 targets for solar and wind based on the renewable generation potential in the town. The potential for generation is

maximized since the town also is encouraging a switch from primarily ground-mounted to mostly impervious and rooftop solar.

The Town of Proctor is maximizing its potential for renewable energy generation by identifying preferred areas for solar energy generation as well as adding more potential sites on impervious surfaces such as rooftops. The town is leading by example by considering the addition of solar panels on the rooftop of its town garage.

The approach proposed by this plan would not have the effect of prohibiting any type of renewable generation technology in all locations. The town feels that, if applied regionally, this is a fair and equitable approach that applies town and state priorities and still allows for sufficient land area to meet Proctor and the State of Vermont's energy targets and goals. Although this standard is most applicable to regional plans, the Proctor Enhanced Energy Plan allows for the siting of all types of renewable generation technologies, but not necessarily all scales of a given technology.

## Maps

### Prime Resource Areas

Areas with high resource potential and no identified constraints (Known or Possible) – listed in map legends.

### Secondary Resource Areas

Areas with high resource potential and no Known Constraints, but where at least one Possible Constraint exists- listed in map legends.

### Wind Resource Areas (map on p. 76)

Areas where there is likely to be sufficient wind at a specified height for industrial scale wind energy development: The analysis used digital wind speed at various heights (30, 50, and 70 meters) and identified areas with the highest wind speeds at each of those heights. The mapping also considers various other conditions, such as ecological zones that may impact the feasibility of renewable energy development. These conditions are known as constraints.

Proctor has decided not to include industrial scale wind in its renewable energy generation targets, so it is looking at areas other than the wind potential areas identified that can accommodate residential scale (less than or equal to 10kW) and commercial scale turbines or windmills (less than or equal to 100 kW) with tower heights no more than 50 feet high. Due to anticipated technological advances, residential and commercial scale wind generation is projected to be feasible throughout most of the region at lower elevations.

The wind resource map below is an inventory of potential wind resources, but the locations indicated on the map do not comply with the town's land uses as laid out in its Municipal Plan. The



Town of Proctor is not saying “no” to all wind generation. It is advocating that it would be more conducive to town land use policy for townspeople to come up with their own small scale (residential) systems ( $\leq 10$  Kw).

### Solar Resource Areas (map of p. 77)

Areas where there is likely to be sufficient solar radiation for solar energy development:

The GIS-based analysis factored in direction, slope and location of land to maps areas with high solar radiation potential. Certain areas where development was not possible – such as rivers and roads – were removed. The mapping also considers various other conditions, such as ecological zones that may impact the feasibility of renewable energy development. These conditions are known as constraints.

Proctor is projecting to help meet its renewable energy generation target with mostly non-utility and non-Standard Offer Program scale solar ( $\leq 500$  kW). Solar generation facilities with a capacity of less than 150 kW are highly encouraged throughout the town, especially on residential and commercial rooftops.

Because of the rapid pace of technological advances in the field of PV solar, it is expected that these solar projects will dominate the region’s solar generation by 2050.

Mapping analysis showed that there are 211 acres of impervious surfaces in the town not including residential rooftops. This should be more than enough area to accommodate small scale solar and meet the region’s renewable energy generation target. Using the analysis provided in the Vermont Department of Public Service Guidance (2017), the 211 acres of impervious surfaces in Proctor can provide 26 MW of energy (211 acres / 8 acres per MW = 26 MW). This does not include another .706 MW of solar energy that could be generated on residential rooftops - (706 homes/25%) X 4 kW using a methodology developed by the Bennington Regional Planning Commission. If the town were to rely only on solar energy generation (one scenario), it would need just 11.72 MW to meet its municipal renewable generation goal (11.72 MW = 14,369 MWh).

The town also supports appropriately sited and developed solar projects of greater than 150kW in size.

Visual mitigation is important to the town. To the greatest extent possible, energy facilities shall be sited so that the existing topography is used to screen the entire project from view of neighbors and passing motorists. If existing topography is insufficient to fully screen the project, then the energy facility shall be screened using a planting combination of trees, shrubs, and hedgerows. Mature vegetation shall be planted such that the energy facility will be screened from neighbors and passing motorists from day one of facility operation. If the energy facility will still be visible, despite best effort to screen it using existing topography and newly planted vegetation, then the facility shall utilize appropriate setbacks to mitigate the visual impact to neighbors and passing motorists.



Source: Dale Christie

#### Hydroelectric Resource Areas (map on p. 78)

Areas where there is likely to be capacity to accommodate hydroelectric energy development: The mapping shows there are no additional areas of potential electricity generation from hydro; locations where renewable energy generation would likely be most feasible according to the natural conditions of an area. Existing, powered and existing non-powered dam sites where a generator could be installed or existing hydropower sites where equipment could be upgraded or expanded to provide additional generation.

The mapping also considers various other conditions, such as ecological zones that may impact the feasibility of renewable energy development. These conditions are known as constraints.

It is important to note that there is considerable time and expense involved with permitting hydropower projects, which are reviewed at the federal level.

#### Biomass Resource Area (map on p. 79)

Areas where there is likely to be sufficient biomass resources for biomass energy development: The mapping shows areas of potential biomass resources; locations with high woody biomass potential and where renewable energy generation would likely be most feasible according to the natural conditions of an area.

The mapping also considers various other conditions, such as ecological zones that may impact the feasibility of renewable energy development. These conditions are identified as Known and Possible Constraints in the maps' legends.

### Local Constraints (map on p. 80)

Areas where the Town of Proctor discourages renewable energy generation.

- The Recreation District which includes town-owned parks and recreation areas.
- Village Designation Center

In summary, the local constraints mapped for Proctor are supported through data or studies; are consistent with remainder of the plan; and do not include an arbitrary prohibition or interference with the intended function of any specific renewable resource size or type. These areas are not needed or included in the town's preferred renewable energy potential sites.

### Preferred Areas (for commercial scale solar – 150 kW and greater) (map on p. 81)

Areas where the Town of Proctor encourages renewable energy generation, most likely solar.

As mentioned earlier in this plan, solar generation facilities with a capacity of less than 150 kW are highly encouraged throughout Proctor, especially on residential and commercial rooftops.

The town also has selected the following preferred areas:

- Using town parcels that are mapped as having solar resources, the Planning Commission took a parcel-by-parcel approach to determining preferred areas for solar energy development using the following criteria: parcels that are naturally screened by vegetation or topography, are close to Phase 3 distribution lines, and would not be visible to passing motorists or neighbors in a manner that respected landowners rights, maintained the quality of life of residents, and retained the town's scenic resources.

Nine parcels were selected and a total of **204.5 acres** of prime and secondary solar resources were identified; these are shown on the map on page 81. As mentioned on page 6, to meet its target of 14,369 MWh of renewable generation with only solar, the Town of Proctor would need just **76.6 acres** for generation.

- In addition to these preferred parcels, roof-mounted systems, former brownfield sites, disturbed areas such as sand or gravel pits, sealed landfills, former quarries, junkyards, parking lots, areas where topographical features or vegetation naturally screen a site from common view, or areas adjacent to large scale commercial buildings could be additional preferred areas for solar generation. There are 211 acres in Proctor considered impervious. If these sites were used for alternative energy generation, there would be a potential of up to 26 MW/33,800 MWh of solar generation potential or 7 MW/14,000 MWh of small wind generation potential.

### Existing Renewable Energy Generation (map on p.82)

Sites where there is existing renewable energy generation in the region. This map is based on data in the Vermont Energy Action Network (VEAN) Community Energy Dashboard which reflects all projects that have received Certificates of Public Good.

### Grid Infrastructure (map on p. 82)

Another key element of the Resource Maps is the location of electric grid infrastructure, including three-phase and other high-capacity distribution lines. These are shown on each of the resource maps as well as the Existing Energy and Regional Constraints/ Preferred Areas maps. The location of transmission and distribution

infrastructure was not specifically factored into the mapping analysis or the development of energy generation goals at the regional scale. However, grid infrastructure location and capacity will play a vital role in determining the economic feasibility and timetable for development of a certain site for a renewable energy generation facility.

Green Mountain Power's "Solar Map" shows the current specific capacity of each section of the utility's grid in Proctor. Red distribution lines indicate there is less than 10% capacity remaining; yellow lines show 10-20% capacity remaining; and green lines indicate more than 20% capacity remaining. Proctor has more than 20% capacity (green) throughout the town. GMP infrastructure has been added to the Existing Energy map.

### Energy Strategies and Policies to Achieve Renewable Targets

The purpose of this section is to identify specific actions that have the greatest potential for Proctor to greatly reduce fossil fuel use in a sustainable manner. Specifically, the following are policies to advance conservation and efficiency in space and water heating (thermal) and transportation and related land use changes. Furthermore, the town will work to form an energy committee that will be charged with implementing this plan.

#### Conservation and efficient use of energy

- Co-sponsor and organize weatherization workshops for homes and businesses for new construction, retrofits, and existing structures.
- Promote the town as a resource for conservation and efficiency information for townspeople by distributing related materials at the Town Clerk's office.
- Promote the use of the residential and commercial building energy standards by distributing code information to permit applicants and ensuring code compliance.
- Promote the use of landscaping for energy efficiency.
- Promote the use of cold climate heat pumps with education/presentations in coordination with Efficiency Vermont and electric utilities.
- Support the use of ground-source heat pump heating and cooling systems for new construction.
- The Renewable Energy Standard requires utilities to reduce customer fossil fuel use through "energy transformation projects" such as weatherization and incentives for heat pumps and electric vehicles. Promote and encourage utilities to deliver "energy transformation projects" - such as weatherization, particularly for municipal-owned

structures.

- Encourage new residential, commercial and municipal construction to install advanced wood heating equipment.
- Promote the auditing, weatherization and use of solar panels at the town garage and Town Clerk's office building. Other town buildings are used only seasonally.

### **Transportation**

- Provide an assessment of the number of park-and-ride spaces in the community, explore opportunities to expand the number of spaces, and provide greater connectivity between public transit and park-and-ride locations.
- Promote the Go Vermont webpage, which provides ride share, vanpool, public transit, and park-and-ride options.
- Promote the Drive Electric Vermont webpage which connects users to financial incentives, dealers, and recharging stations for EVs.
- Plan for requiring the installation of EV charging infrastructure as part of new or redevelopment, especially for developments subject to Act 250.
- Encourage local planners, road foreman, etc., to implement complete streets concepts and provide sample language to include in municipal bylaws to ensure that site plan reviews include pedestrian and bicycle access as well as safety and traffic-calming measures.
- Assess existing roads for their ability to accommodate safe and convenient walking and biking. Areas for improvement should be prioritized and funding sought to align these areas with Complete Streets guidelines.
- Install EV charging stations at town-owned properties.
- Support public transit when practical and promote the use of the Town Meeting House parking lot as a public parking lot.
- Encourage the continued service of the Marble Valley Regional Transit District to the town and review routes and schedules to optimize use.

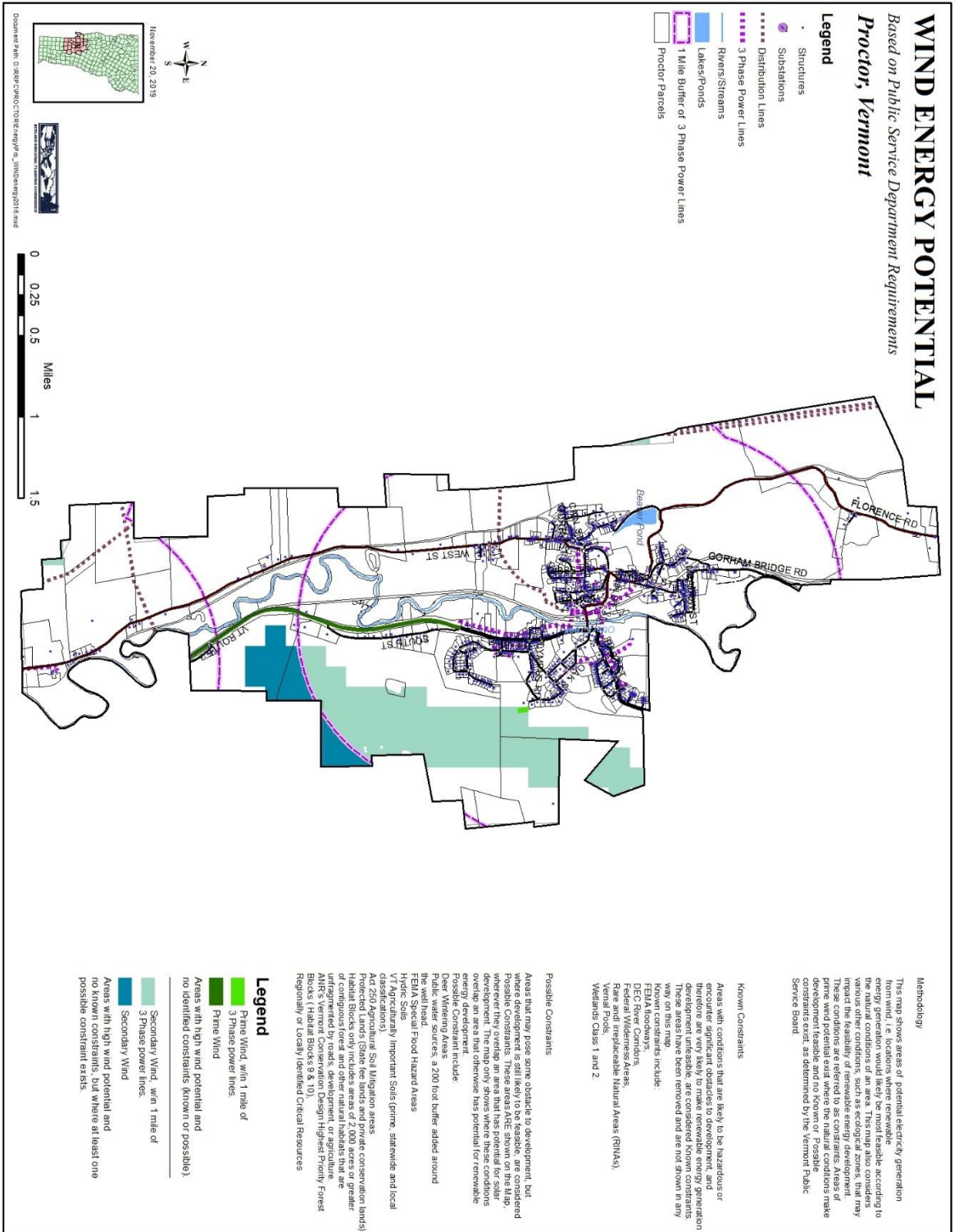
### **Land Use**

- Update local bylaws to require that new development include pedestrian and bike-friendly infrastructure and connect to the existing and planned pedestrian and bike networks.
- Review and update zoning and development regulations to reflect the vision and goals of the municipal plan.
- Promote a working landscape outside of designated growth and residential areas, e.g., by working with land trusts and landowners of farm and forest tracts to conserve key parcels of land.

# MAPS

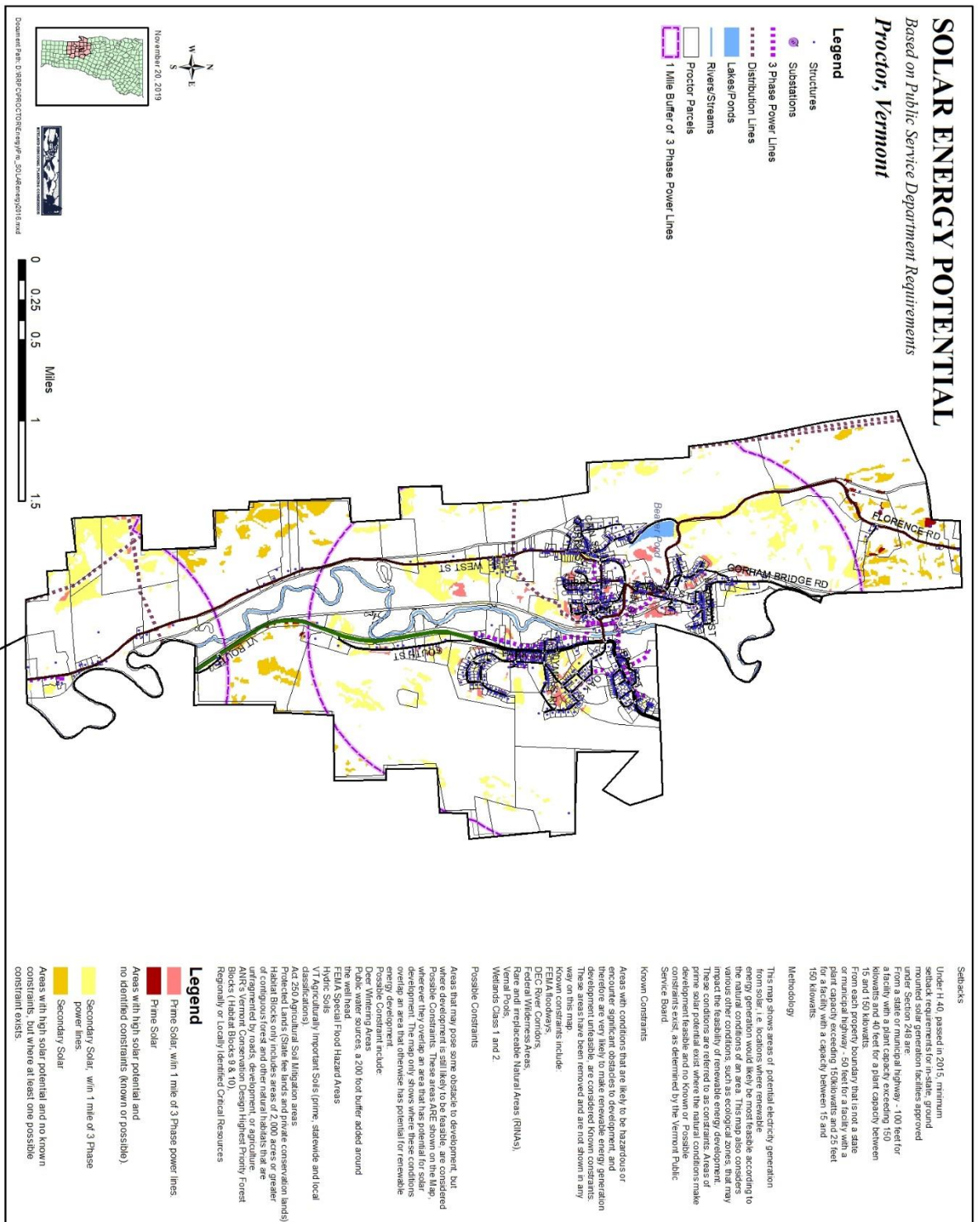
- Proctor Wind Energy Resource Map
- Proctor Solar Energy Resource Map
- Proctor Hydroelectric Energy Resource Map
- Proctor Biomass Energy Resource Map
- Proctor Local Constraints Map
- Proctor Locally Preferred Areas Map
- Proctor Existing Alternative Energy and GMP Infrastructure Map
- Village Center Lidar
- Transportation and Community Facilities
- Natural Resources 1
- Natural Resources 2
- Natural Resources 3
- Future Land Use

# PROCTOR WIND ENERGY RESOURCE MAP



See <https://www.rutlandrpc.org/town/proctor-vermont/18/>

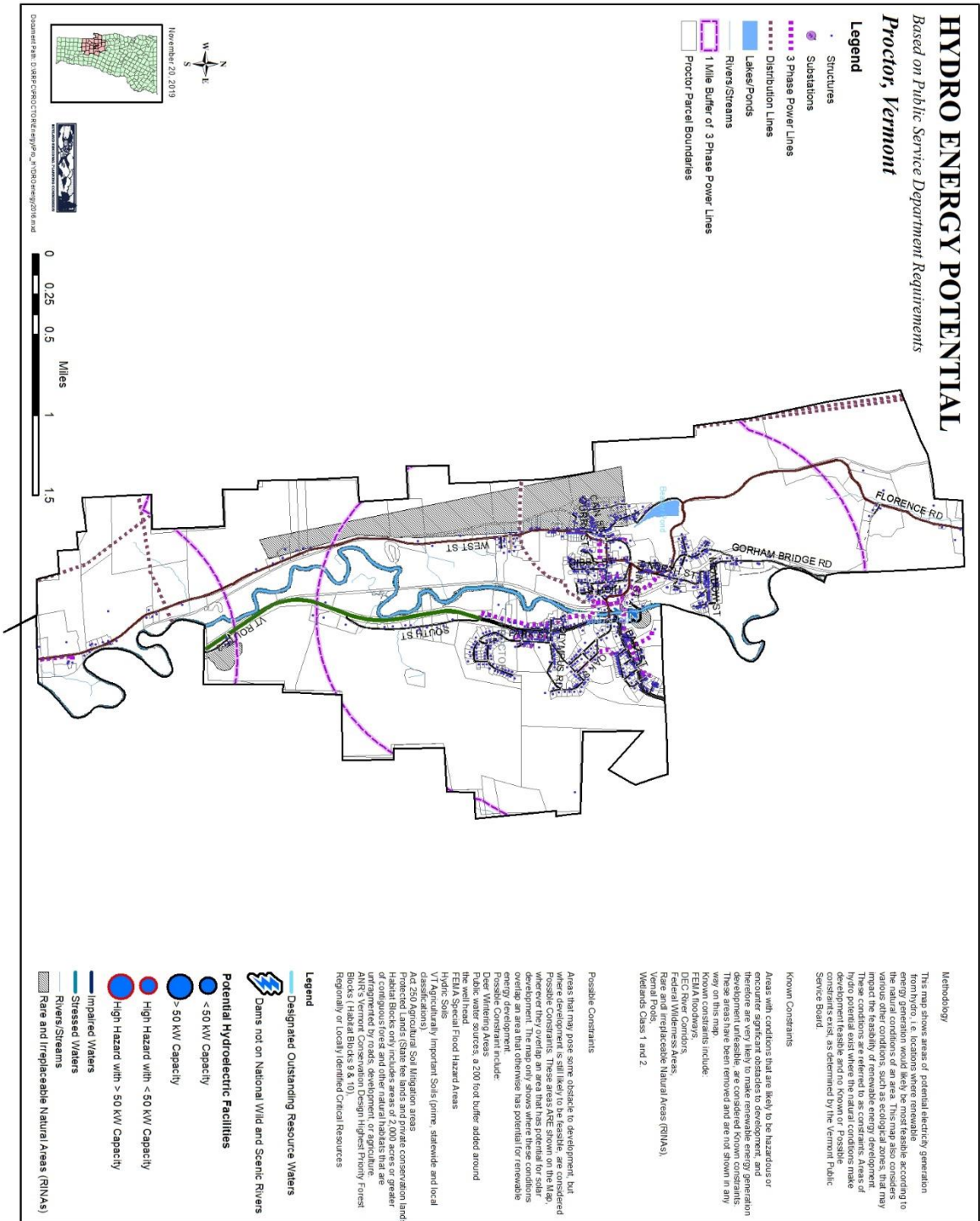
# PROCTOR SOLAR ENERGY RESOURCE MAP



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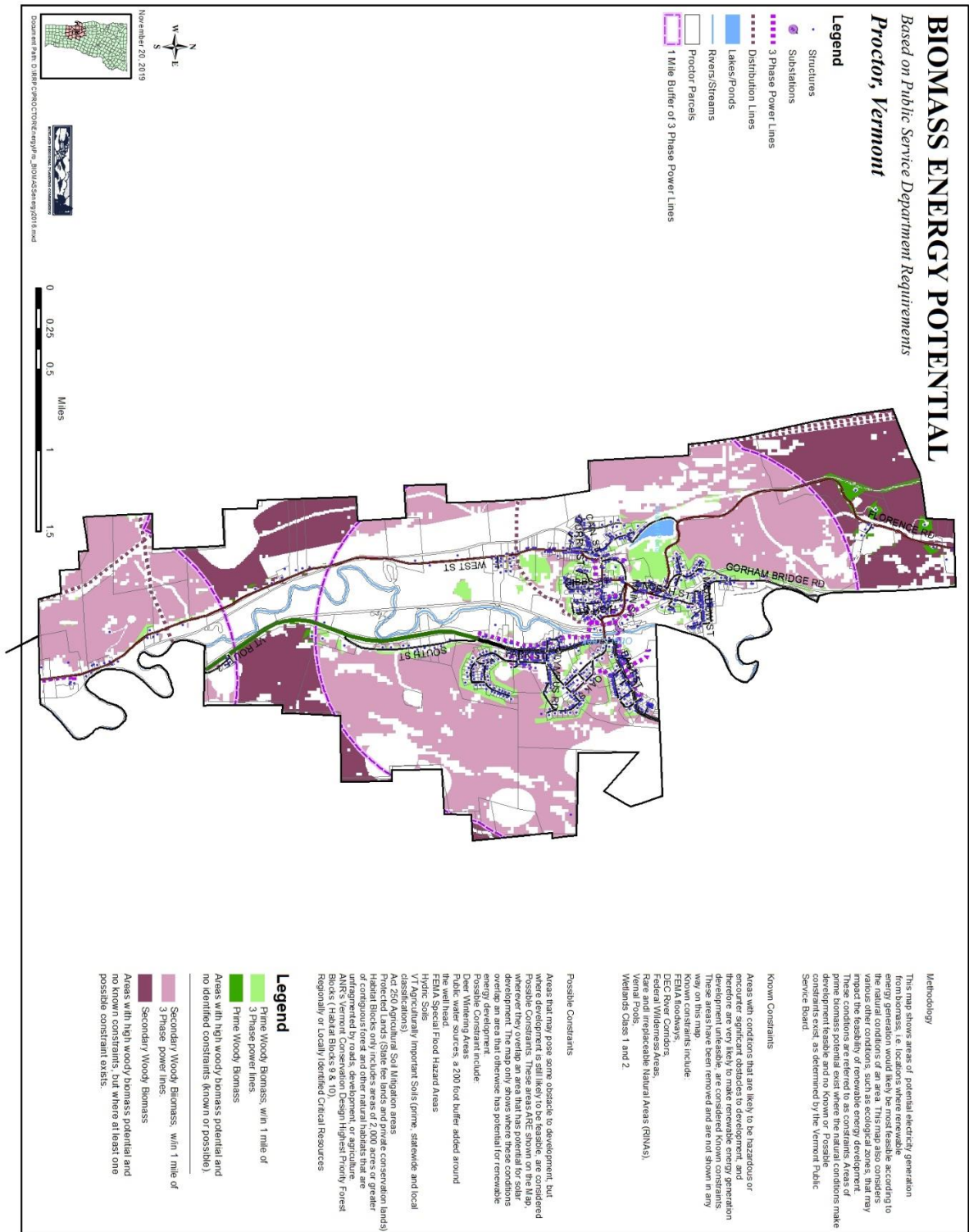


# PROCTOR HYDROELECTRIC ENERGY RESOURCE MAP



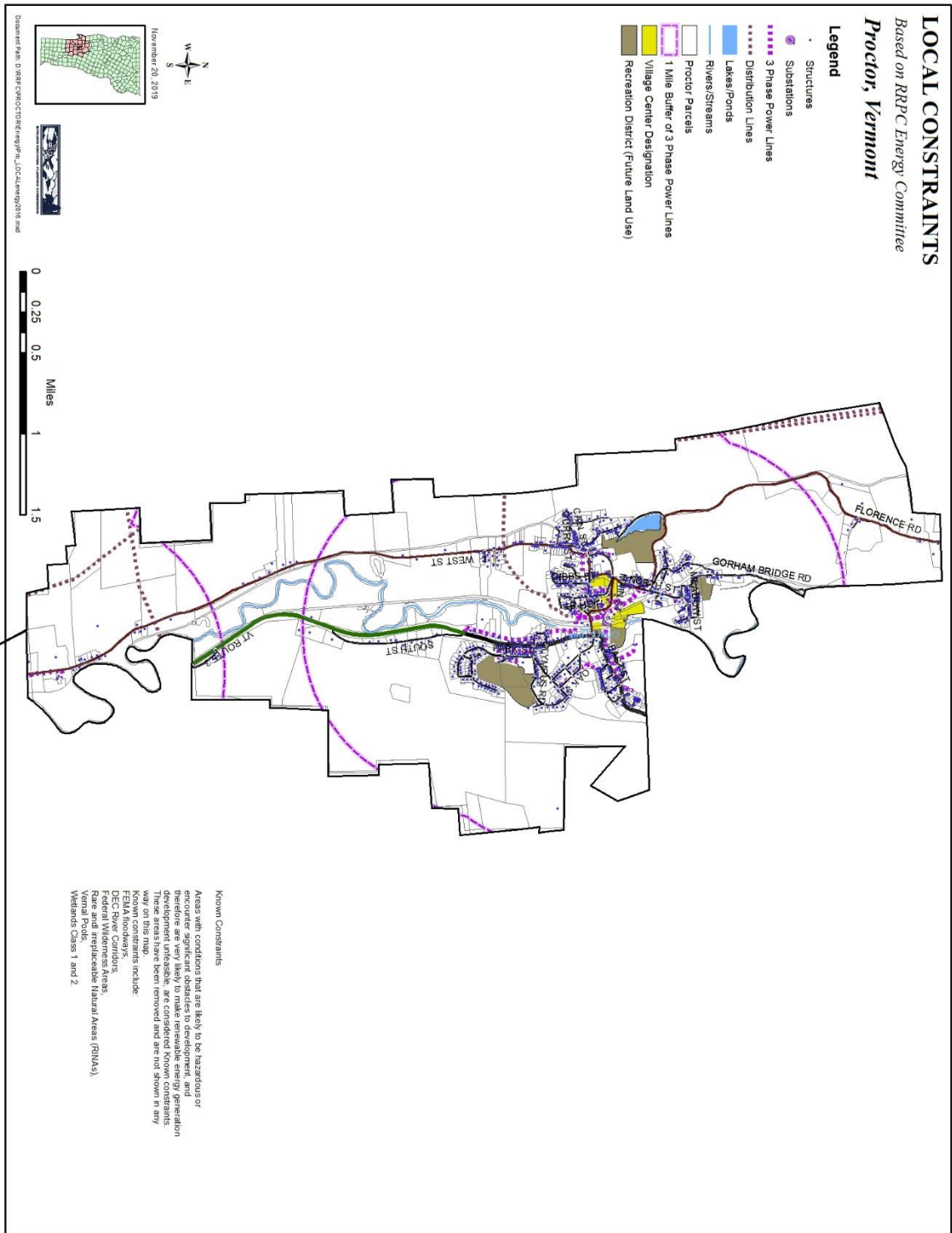
See <https://www.rutlandrpc.org/town/proctor-vermont/18/>

# PROCTOR BIOMASS ENERGY RESOURCE MAP



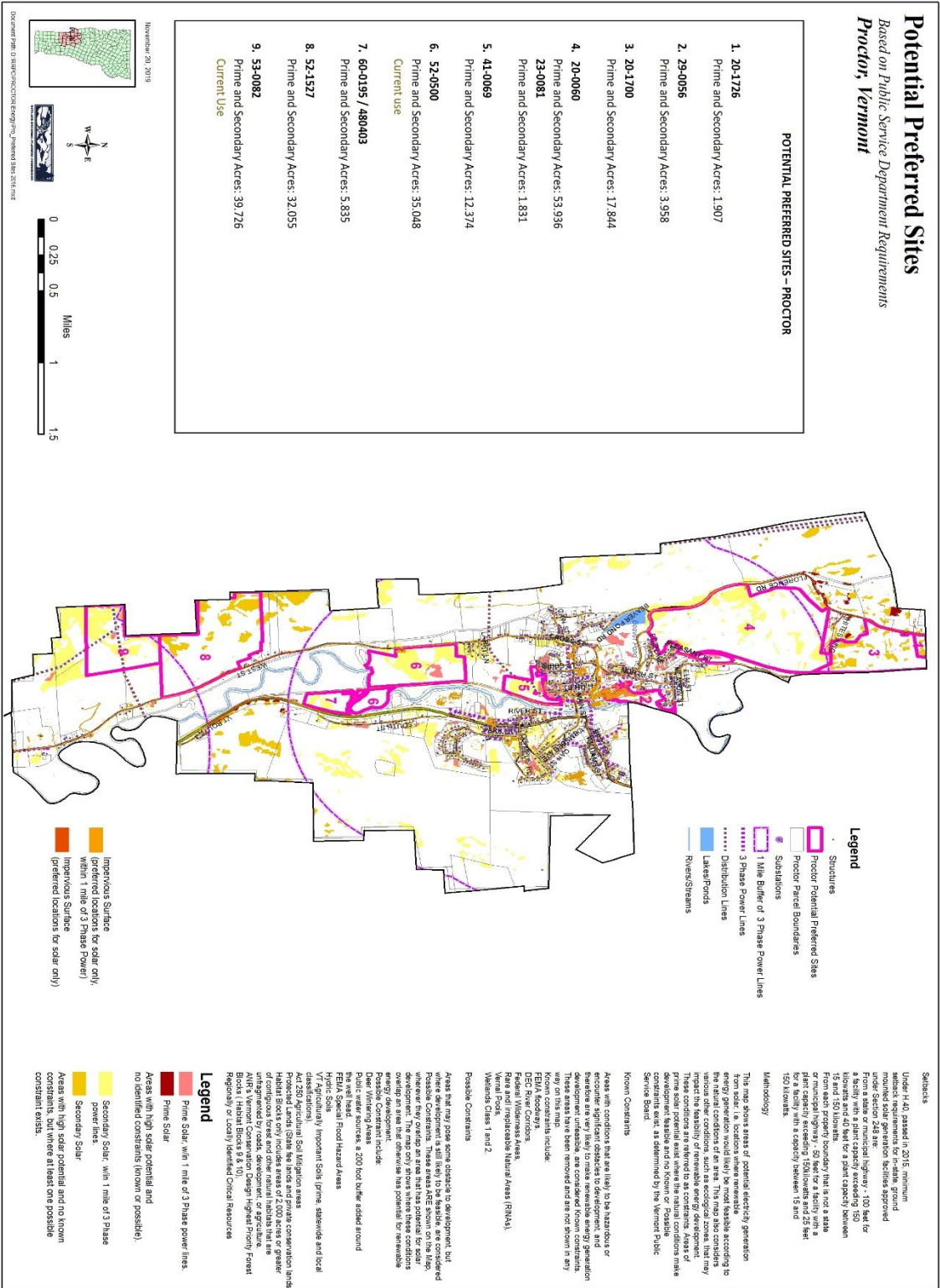
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# PROCTOR LOCAL CONSTRAINTS MAP



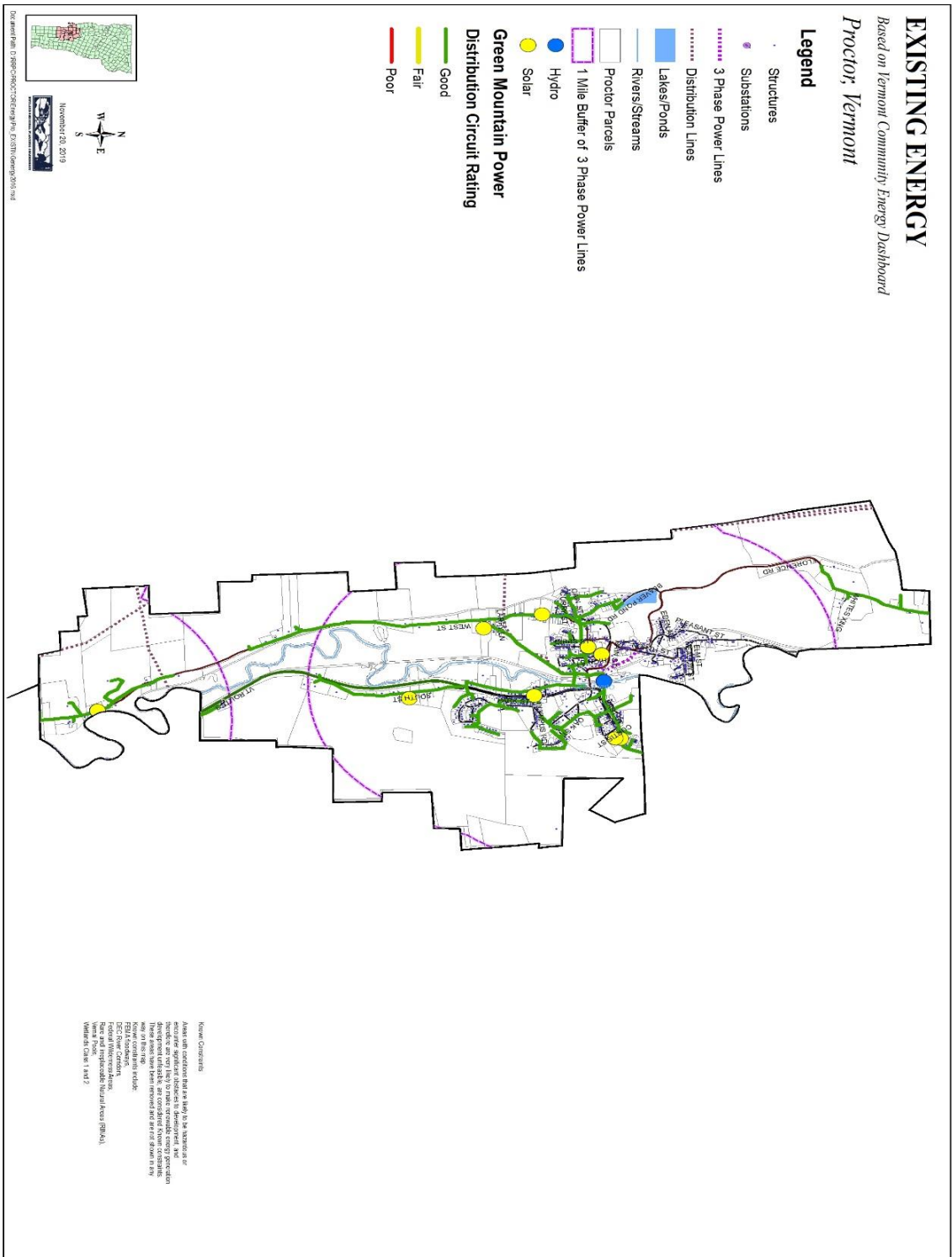
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# PROCTOR LOCALLY PREFERRED AREAS MAP

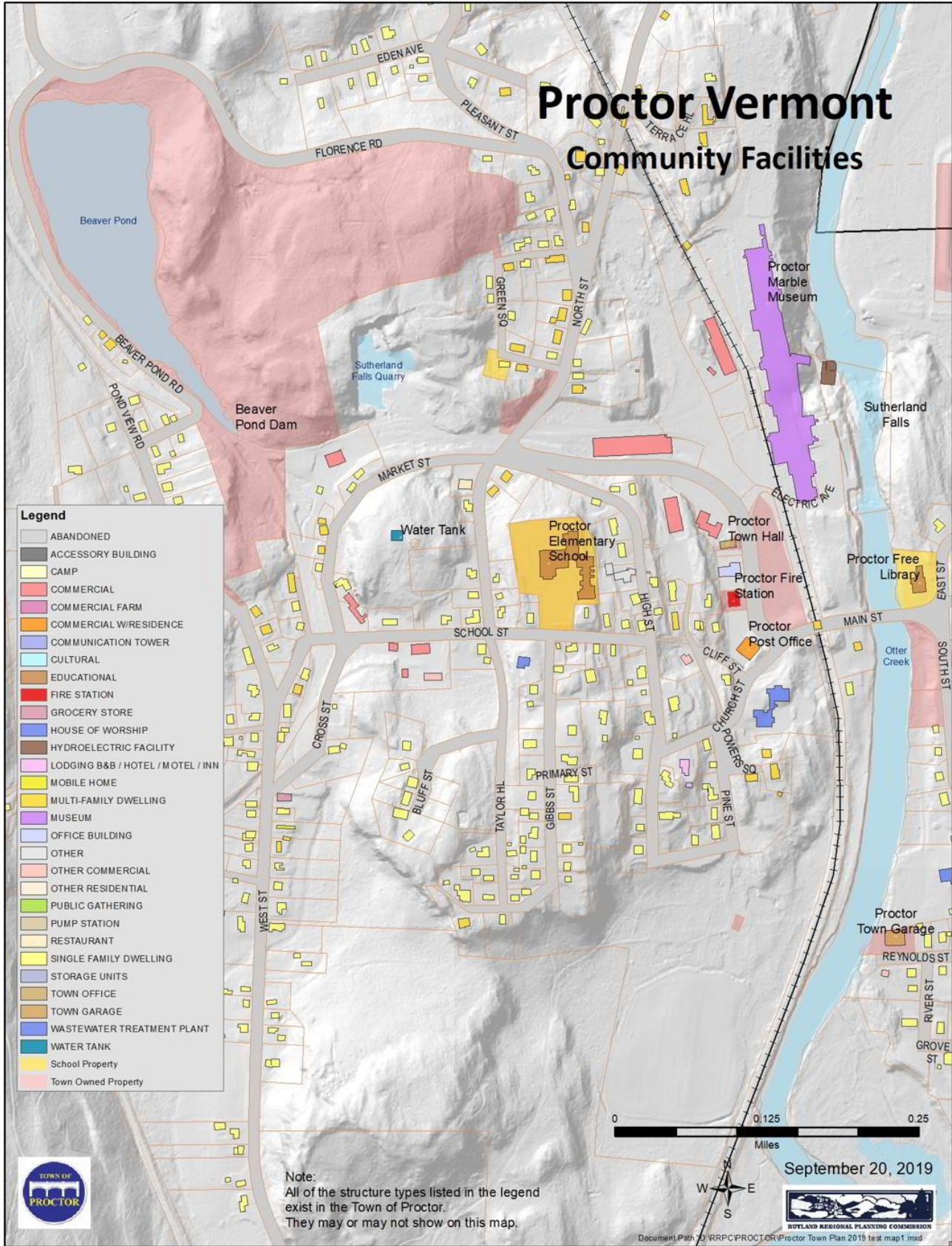


See <https://www.rutlandrpc.org/town/proctor-vermont/18/>

# PROCTOR EXISTING ALTERNATIVE ENERGY AND GMP INFRASTRUCTURE MAP



See <https://www.rutlandrpc.org/town/proctor-vermont/18/>



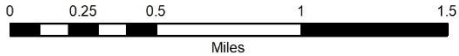
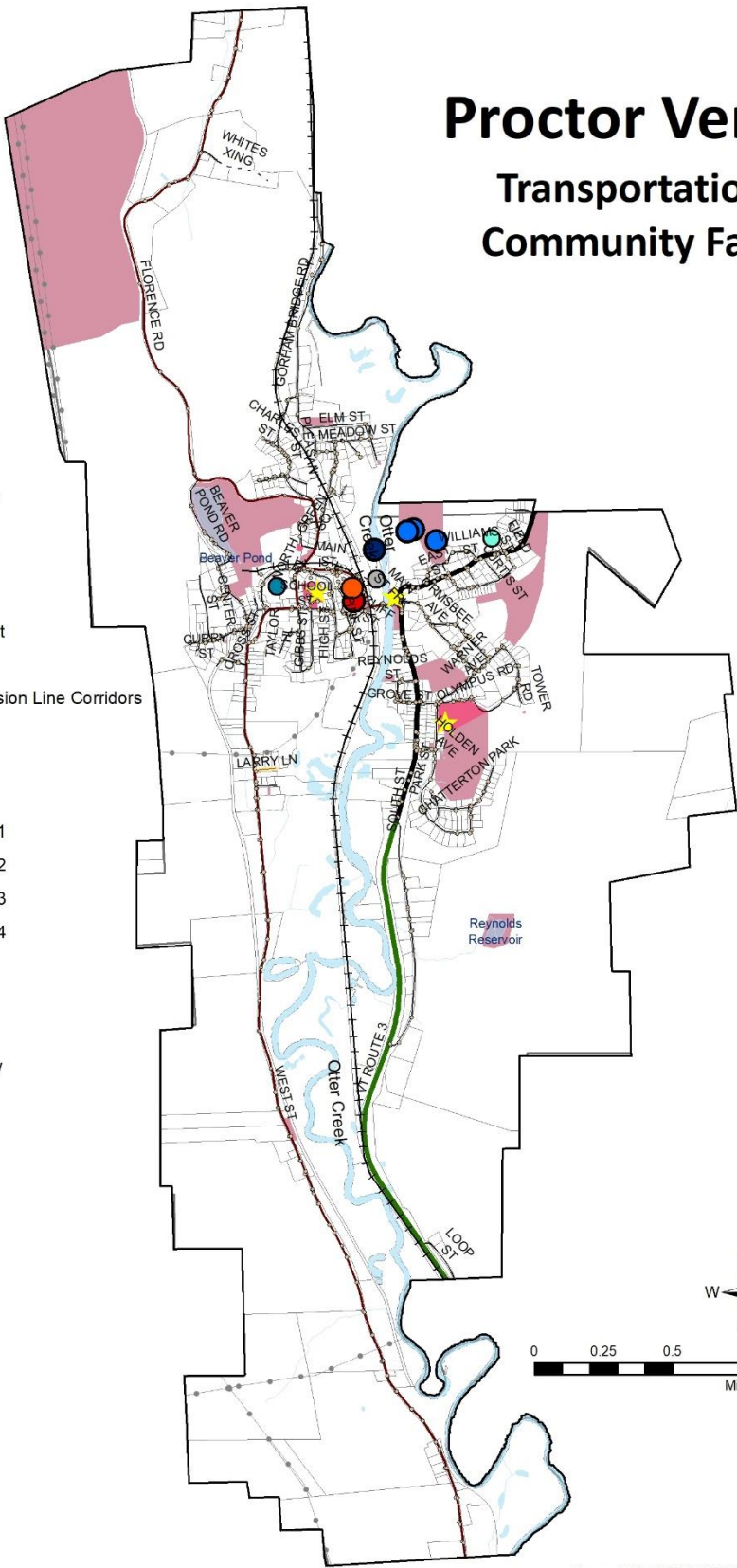
See <https://www.rutlandrpc.org/town/proctor-vermont/18/>

# Proctor Vermont

## Transportation and Community Facilities

**Legend**

- ★ Educational
- Fire Station
- Hydro Electric Facility
- Pump Station
- Substation
- Town Office
- Water Treatment Plant
- Water Tank
- VT\_Electric Transmission Line Corridors
- Rail
- Culverts 2018
- State Highway
- Town Highway Class 1
- Town Highway Class 2
- Town Highway Class 3
- - - Town Highway Class 4
- Private
- Unknown
- School Property
- Town Owned Property



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













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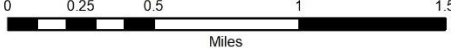
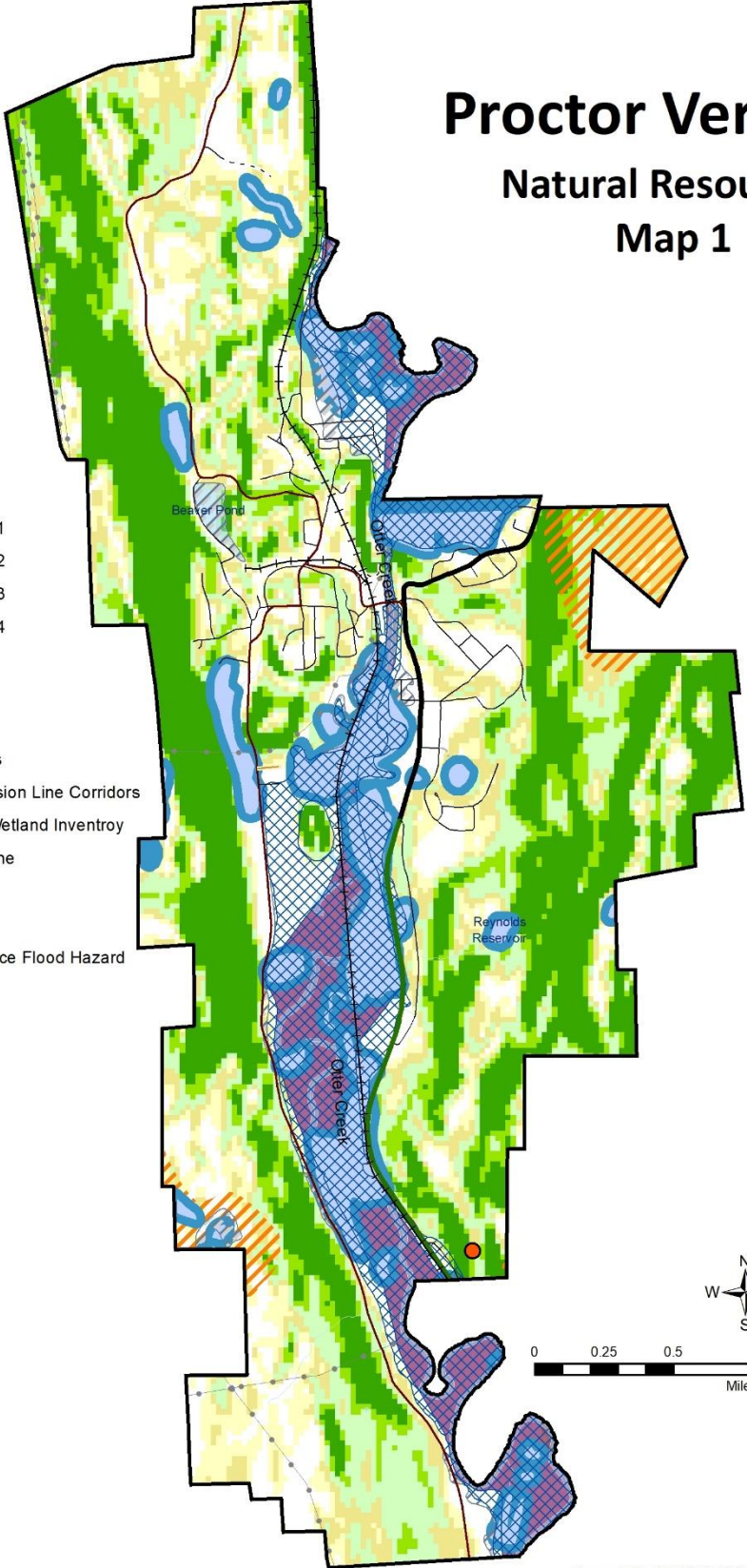
# Proctor Vermont

## Natural Resources

### Map 1

**Legend**

-  Rare Plant or Animal
-  State Highway
-  Town Highway Class 1
-  Town Highway Class 2
-  Town Highway Class 3
-  Town Highway Class 4
-  Private
-  Unknown
-  Rail
-  proctor outline parcels
-  VT\_Electric Transmission Line Corridors
-  Vermont Significant Wetland Inventory
-  VSWI 50 Ft Buffer Zone
-  Deer Wintering Areas
-  FEMA Zone AE
-  0.2 PCT Annual Chance Flood Hazard
-  FEMA Floodway
-  Slopes 6 - 10 %
-  Slopes 10 - 14 %
-  Slopes 14 - 20 %
-  Slopes 20 - 24 %
-  Slopes Above 24 %



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See <https://www.rutlandrpc.org/town/proctor-vermont/18/>



# Proctor Vermont

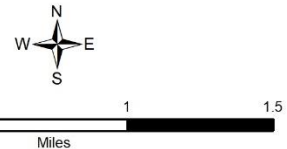
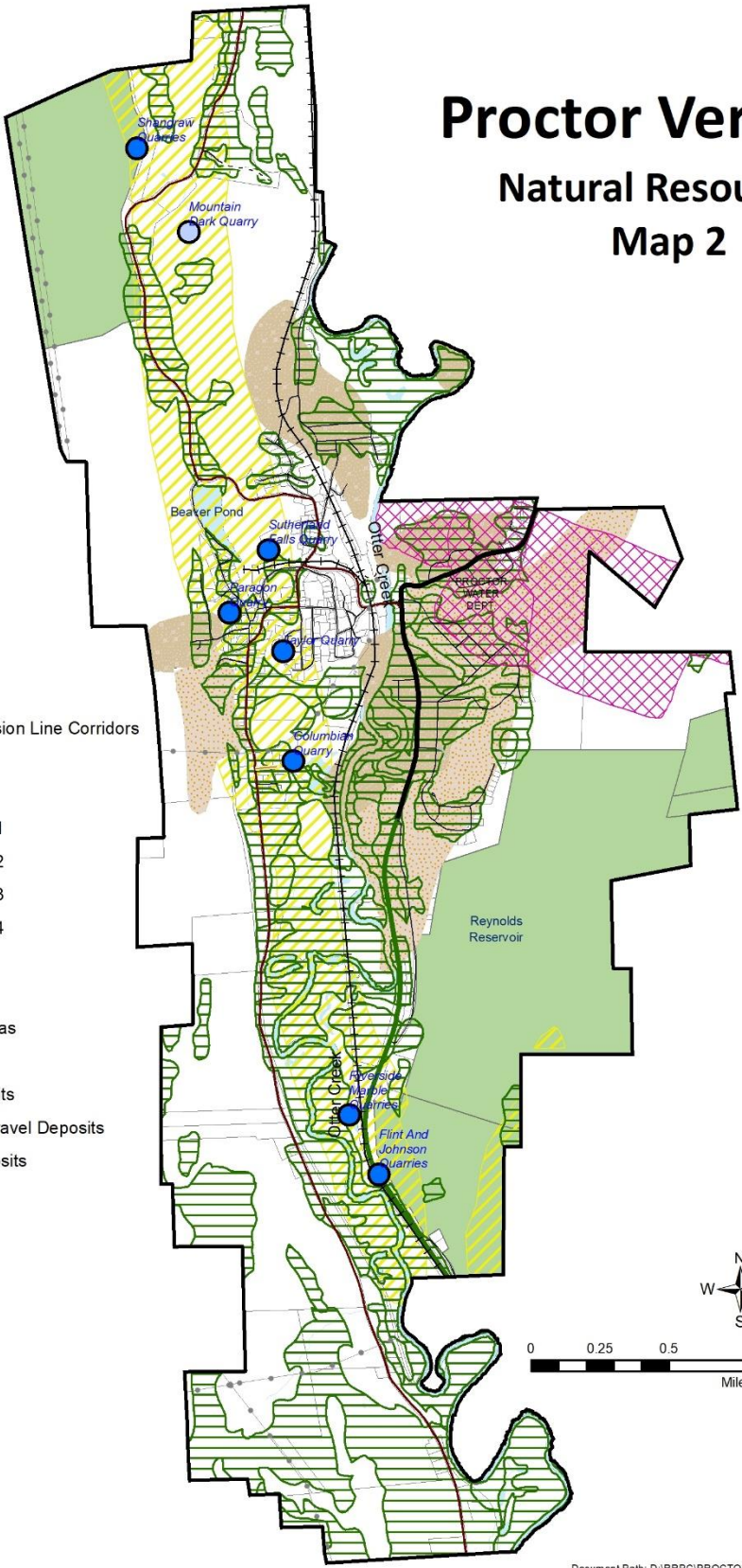
## Natural Resources

### Map 2

**Legend**

**Quarry or Mine**

-  Dolomite
-  Marble, Calcite
-  VT\_Electric Transmission Line Corridors
-  Rail
-  State Highway
-  Town Highway Class 1
-  Town Highway Class 2
-  Town Highway Class 3
-  Town Highway Class 4
-  Private
-  Unknown
-  Source Protection Areas
-  Agricultural Soils
-  Potential Sand Deposits
-  Potential Sand and Gravel Deposits
-  Potential Marble Deposits
-  Public Lands



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See <https://www.rutlandrpc.org/town/proctor-vermont/18/>

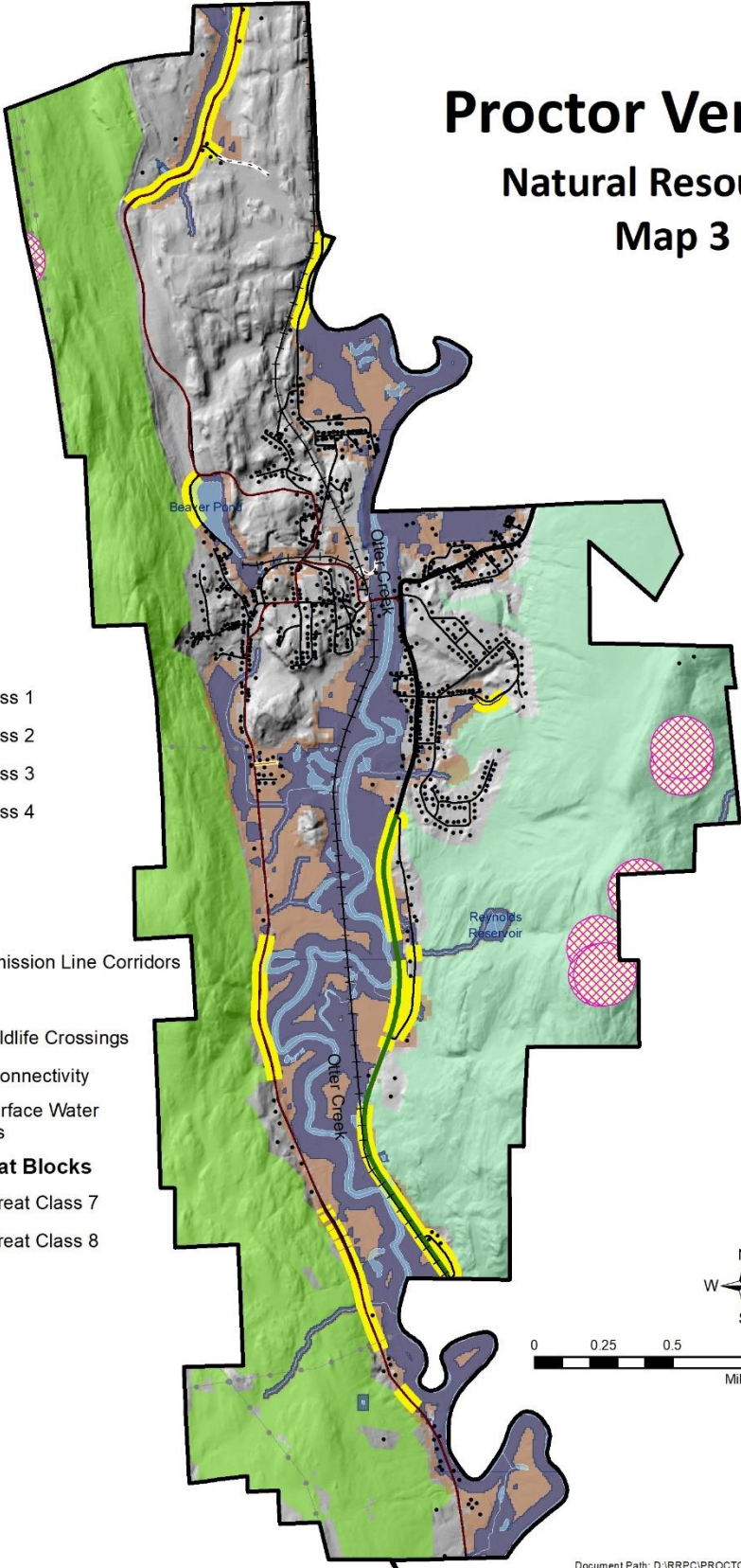
# Proctor Vermont

## Natural Resources

### Map 3

**Legend**

- Buildings
  -  State Highway
  -  Town Highway Class 1
  -  Town Highway Class 2
  -  Town Highway Class 3
  -  Town Highway Class 4
  -  Private
  -  Unknown
  -  Rail
  -  VT\_Electric Transmission Line Corridors
  -  Vernal Pools
  -  Highest Priority Wildlife Crossings
  -  Riparian Wildlife Connectivity
  -  Highest Priority Surface Water and Riparian Areas
- Highest Priority Habitat Blocks**
-  Final Weighted Threat Class 7
  -  Final Weighted Threat Class 8



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










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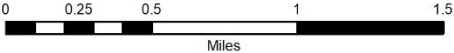
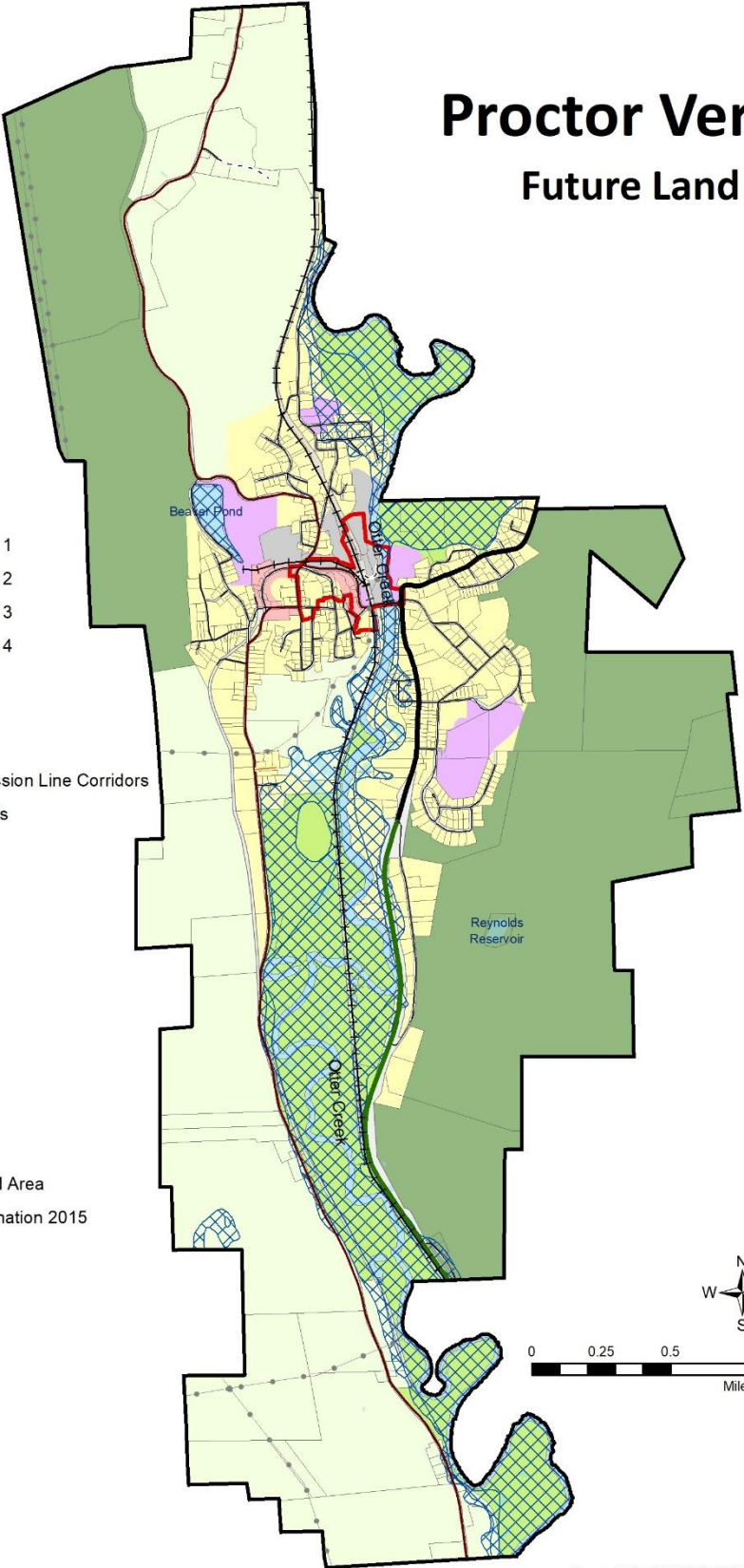
See <https://www.rutlandrpc.org/town/proctor-vermont/18/>

# Proctor Vermont

## Future Land Use

### Legend

-  State Highway
-  Town Highway Class 1
-  Town Highway Class 2
-  Town Highway Class 3
-  Town Highway Class 4
-  Private
-  Unknown
-  Rail
-  VT\_Electric Transmission Line Corridors
-  proctor outline parcels
-  Agricultural
-  Commercial
-  Forest
-  Forest/Residential
-  Industrial
-  Recreation
-  Residential
-  Rail
-  Road
-  Water
-  Special Flood Hazard Area
-  Village Center Designation 2015



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See <https://www.rutlandrpc.org/town/proctor-vermont/18/>