

**Killington Town Plan  
Re-adopted August 3, 2021**

**ACKNOWLEDGMENTS**

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## **INTRODUCTION**

The Town of Killington (“Town”) is located in the northeast corner of Rutland County, Vermont comprising an area of 30,976 acres. Killington has a permanent year-round population of approximately 811 people. The Town can accommodate up to 20,000 visitors.

The Vermont Planning and Development Act enables a municipality to guide its future growth through the preparation, implementation and continued maintenance of a Municipal Plan. The Killington Planning Commission (“Commission”), appointed by the Selectboard, is responsible for the preparation of the Killington Town Plan.

Killington first adopted a Town Plan (“Plan”) in 1976 and since that time has amended and re-adopted the Plan several times to keep it relevant to reflect the changing development patterns, legislation and attitudes of Killington residents. In 2010 the Rutland Regional Planning Commission confirmed the Town’s planning process. The Plan was then adopted by the Selectboard.

## **PROGRAM FOR IMPLEMENTATION**

The Plan is based on specific objectives concerning the manner in which the Town desires to accommodate future growth. To achieve these objectives, planning recommendations have been set forth in the areas of prospective land use, preservation of scenic and historic features, transportation, emergency preparedness, employment and housing, utilities and facilities. The implementation of the 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 (24 V.S.A. 117).

### **A. ADOPTION OF THE PLAN AS PUBLIC POLICY**

The first step towards implementation of the Town Plan is its adoption as public policy. As required by Section 4384 of the Vermont Planning and Development Act, the Commission must hold at least one public hearing on the proposed Plan. The 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. The Hearings shall be held not less than thirty nor more than 120 days after the Plan is submitted to them by the Commission. In addition to the public hearings, public participation is encouraged through notices in the local newspaper and notices posted around town. Information and draft copies of the Proposed Plan are posted on the Town website. The Plan shall be adopted by the

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Selectboard after the final Public Hearing.

## **B. CONTINUED MAINTENANCE OF THE PLAN**

The Plan must constantly be reviewed and, if necessary, amended to reflect new developments and changed conditions affecting the Town. In accordance with Section 4387 of the Act, the Plan shall expire and have no further force and effect five years from the date of its adoption, unless it is readopted, or a new plan adopted by the Selectboard. It can be seen that the initial adoption is therefore the first step of a continual planning process. For this reason, standing committees should be established by the Commission to deal with the various elements of the Plan.

## **C. TOWN PLAN IMPLEMENTING BY-LAWS AND CAPITAL BUDGET AND PROGRAM**

Adoption of the Plan, in accordance with 24 V.S.A. Chapter 117, represents acceptance of its policies for guiding development of the Town. Initially, only land development and subdivisions requiring a permit under state environmental regulations are affected by the Plan. To realize full local control, including full participation by the Town and the Commission in all State Hearings affecting the Town, the Town may wish to consider implementing the Plan by adopting, amending, and enforcing the by-laws authorized under 24 V.S.A Chapter 117.

### **1. ZONING BYLAWS**

Presently, the Town is guiding development through the provisions of its existing Zoning Bylaws. The Planning and Development Act requires that Zoning Bylaws, as well as other bylaws, shall have the purpose of implementing the Plan and shall be in accord with its policies. Therefore, The Plan shall be consistent with the Zoning Bylaws.

### **2. SUBDIVISION REGULATIONS**

To guide the physical development of land, the Town may adopt subdivision regulations. These may set forth the procedures, requirements and specifications for the design and layout of streets, drainage systems, and other necessary public improvements. Plats filed in the Town Clerk's office at the time of adoption of subdivision regulations would be considered grandfathered and the Commission would be authorized to approve development of grandfathered plats through Site Plan Review and/or Planned Unit Development ("PUD").

Currently, subdivision of parcels and parcel line adjustments are permitted through a zoning permit process in which the applicant is required to submit a survey of the

proposed parcel line changes showing that the changes comply with existing Zoning Bylaws. The Town also requires the applicant to submit a mylar of the subdivision for recording in the Town Clerk's office.

### **3. OFFICIAL MAP**

An official map was adopted by the Selectboard on April 25, 2011 showing the location and widths of the existing and proposed rights-of-way of all streets or drainage-ways and the location of all existing and proposed parks, schools, and other public facilities. The map is useful in locating accurately the location of items of public capital expenditure. The requirements for an official map are located in Title 24 VSA Chapter 117 § 4421.

### **4. CAPITAL BUDGET AND PROGRAM**

Expenditures of public funds will be required to implement some of the recommendations contained in the Plan. In this regard, the legislative body may adopt a capital budget and program in accordance with Section 4430 of the Act which establishes priorities for an annual budget and program for a period of not less than five years.

A capital budget lists and describes the capital projects to be undertaken during the coming fiscal year, their estimated cost and the proposed method of financing. The capital program is a plan of capital projects to be undertaken during each of the next five years and also projects estimated costs and methods of financing. Both tools may be used effectively in promoting sound fiscal Town management.

### **I. HISTORY OF THE TOWN OF KILLINGTON**

The Town has become a resort town centered around the mountains and clearings near Killington Peak. The original grantees first opted for a settlement in the Killington Basin area when they divided the grant into 72 equal pieces chartered in 1761. However, the first settlers, arriving later in 1785, chose a more favorable area in the valley where the Ottauquechee River meets Roaring Brook. The first settlers traveled from the east via the river and its accompanying byways such as Indian paths. Those first settling in the east side near West Bridgewater were followed by others who settled along the river valley developing a hamlet at the base of the mountain streams. This hamlet contained 8 families for a total population of 32 people in 1790.

By the end of that decade, roads were beginning to be developed from Woodstock to Rutland through Killington and from Saltash (Plymouth) to Stockbridge. The stage

stopping point at the base of the mountains became the Town Center around which developed a store and a smithy shop established next to the brook. This area also became the focal point for conducting the Town's business. A smaller business center was established along the stagecoach right-of-way in North Killington as Grub Corner (Coffee House). The stage came from Stockbridge to Grub Corner, over the Elbow Road to Chittenden and Rutland. Thus, the story of the Town's development begins with the 19<sup>th</sup> century, more than 200 years ago.

In 1800, the Town was renamed Sherburne in honor of Colonel Benjamin Sherburne, one of the original grantees. The next ten years saw a flourishing of activity with the building of schools, taverns, stores, hotels, houses and meetinghouses. One of the first buildings, built in 1797 by Josiah Wood Jr., burned in 1817. It was rebuilt, and is now the rectory for the Mission Farm Episcopal Church of Our Savior, founded in 1894 by Elizabeth Wood Clement. The earliest church in Town was, however, the First Christian Church and Society, currently the Sherburne United Church of Christ, built in 1838 by Elder/Pastor Noah Johnson, and Elder Benjamin Hitchinson. Since 1979 the building has served both a Protestant congregation and a Catholic congregation, which uses the name of Our Lady of the Mountains.

The Town's first gristmill, built in 1805 at the junction of the Ottauquechee River and Roaring Brook, was washed out in 1812. A sawmill was built in that same area in 1808 followed by a clothespin mill on Roaring Brook just above the junction. By the mid-1880s the population had reached the century high of 580 creating the need for more building materials and consequently more mills. The Vermont Marble Lumber Mill built on West Hill in 1888 continued to supply the area until 1918. Today few small logging companies remain in Killington as most logging operations are handled by large corporations.

The first school was established in 1808 at Falls Hill, but its exact location is unknown. The original Blue Hen School No. 2, built prior to 1828, still exists on the River Rd. as a vacation home. The era of one-room schoolhouses ended in Killington in 1948 when the Sherburne Valley School was built on the River Rd. It was converted to its current use as the Killington Town Office in 1971 when the present Sherburne Elementary School was built on the Schoolhouse Road. The Town has been sending its high school students to Woodstock since it became a member of the Windsor Central Supervisory Union in 1968. The Killington Mountain School ("KMS") has offered private school education since 1974. The school was housed originally in the Grange Hall on River Road. In 2004 KMS purchased the Red Rob Inn on Killington Road as its permanent campus. There was a Town Library and a Ladies' Library Society before 1835. Until the mid-1900s, the library was housed in private homes. The first separate library building was originally the West Bridgewater School. It was purchased by Grover Wright in 1961 and



the Sherburne Grange organization spearheaded its relocation to the River Road on land donated Florence and Oscar Hall in whose home the library was housed at the time. The current Sherburne Memorial Library was built in 1999.

Although the Killington House Hotel operated 300 feet below the summit of Killington Peak from 1880 to about 1911, the current character of Killington as a resort community began in 1937 when Brad and Janet Mead introduced commercial skiing to Sherburne on Pico Mountain. However, due to the geography and the hazards of Sherburne Pass, Pico was more closely aligned with the Mendon/Rutland region. Consequently, the establishment of this area had little impact on Sherburne at the time. But, with improvements to Route 4, Pico became a welcomed force in shaping the future of the Town.

The early and mid-1900's saw a steady decline in the population. During this time the state began constructing the 188-acre Gifford Woods State Park along Route 100 North. Land acquisition began with the donation of the Gifford Farm by Walter Barrows with additional land purchased in 1931/32. By 1939 Civilian Conservation Corps had built the picnic area and caretaker's house. The camping area, completed in 1959 with the purchase of more land, was enhanced by the construction of Kent Pond across Route 100 in 1964/65.

Preston Leete Smith and the Sherburne Corporation bought the 58-acre Bates farm in 1957 and leased another 3300 acres from the Coolidge State Forest. Killington Basin Ski Area opened on Dec. 13, 1958 with two poma lifts servicing Snowdon followed by the Killington Chairlift in March of 1960. The Gondola opened in 1969 connecting Rt. 4 to Killington Peak. The Skyship replaced the Gondola in 1994 and in 1997 a pedestrian bridge spanned the highway.

In 1996 American Skiing Company ("ASC") purchased Killington Resort and Pico ASC operated the two ski resorts providing the current 7 mountain ski resort. The original six mountain Killington Resort boasts 155 ski trails serviced by 22 lifts. Pico Mountain, the seventh mountain, has 57 ski trails and 7 lifts.

Snowmaking facilities, first installed on Snowshed in 1963 have expanded to cover 752 acres of trails. Phase one of the Woodward Reservoir Project, a six-mile snowmaking water supply pipeline connecting the ski area to the reservoir, was constructed in 2000. Cross-country skiing was established in 1972 at both the Resort and Mountain Meadows Lodge. Although the Resort program was discontinued after several years, Mountain Meadows Ski Touring Center continues to operate 57 kilometers of trails, many of which have been serviced by snow making equipment since 1997.

With the foundation of what would evolve into the largest ski area in the East and a major destination resort established, Sherburne adapted to the change with the building of lodges, restaurants and ski outfitters. The first lodging establishment built on Killington Road was Bigelow's Lodge, built in 1959, the same year the Basin Ski Shop opened. The Summit Lodge brought the restaurant business to the area in 1960 and the Wobbly Barn paved the way for nightclubs in 1963. The 1970's and 80's were a time of steady growth, especially in second home development. The Village '400 acre' PUD continued to expand, while Pico developed their own ski village including condominiums, shops and a sports club. The Killington Grand Hotel and Conference Center was completed in 1998.

Fire protection became a major concern with the growth of the tourist industry. Of necessity, the Sherburne Volunteer Fire Department developed along with the growth of the Town. The early firefighting equipment had been kept in the basement of the Ralph Cain residence at the junction of Rt. 4 and the River Rd. The neighboring Village School has housed some equipment since that era. Oren W. Bates Fire House was built on Killington Road. in 1964. Sherburne Volunteer Fire Department had 35 charter members. As of 2015 there are 30 fire, EMS and Search and Rescue members. The Sherburne Health Center, created in 1986, and its 2002 replacement, the Rutland Regional Medical Clinic, also contributed to the welfare of the community.

As the Killington Resort gained in reputation as the home of world class skiing, the Town began a movement toward development of a four-season resort community. The Green Mountain Guild/Killington Playhouse led the way toward diversification in 1972, followed by the Killington School for Tennis, Trike Race Weekend, The Killington Mountain Equestrian Festival, the Killington Music Festival and the Killington Stage Race. Golf appeared on the scene at the Killington Resort Golf Course in 1983 and developed into a major summer sport with the opening of the Green Mountain National Golf Course in 1996. Mountain biking became an accepted sport at the Killington Resort with the installation of bike trails in 1999.

The community spirit that prevailed in the development of many of the above-mentioned events was highly visible with the creation of the Herbert I. Johnson Recreation Center in 1974. Voters authorized the raising of \$15,000 in taxes and appropriated the sum of \$3,750 to be used as matching funds for BOR grant money to build the facility that opened in 1975. Community organizations such as the Sherburne Women's Club, Killington Rotary Club, Sherburne Historians, all formed in the early 1970s, have served as community catalysts and support.

The Killington Travel Service, formed in 1986 to accommodate the increased tourist influx, was expanded into a full-service agency that serves leisure and corporate clientele. The Killington Chamber of Commerce, now the Killington-Pico Area Association ("KPAA"), created in 1974, operates out of its Welcome Center located in the former Bill's Country Store located on Rt. 4.

The Sherburne Corp. was restructured to S-K-I Ltd. in 1985. A new chapter in the history of the Town unfolded with the purchase of Killington Resort and Pico ski areas by American Skiing Company ("ASC") in 1996. Following an exchange of 3000 acres of land owned by Killington, Ltd. in the towns of Killington and Mendon for 1100 acres of state land in the Killington Basin in 1997, Killington, Ltd. conducted an extensive community involvement program from 1998 through 2000 as a key element of re-activating planning for its future resort village. Local, state and federal approvals for moving the plans forward were obtained by Killington, Ltd. in 2000. ASC was non-performing on its real estate loans by 2002 causing those plans to slow down.

In 2004 SP Land Company ("SPLC") acquired a majority of the developable land in the Ski Village District-Killington Basin Section ("SV") and the Ski Village II District ("SVII") from an affiliate of ASC and Killington, Ltd. As a result of another transaction in 2008, SPLC acquired additional acreage to round out its land holdings in these two zoning districts. Total land holdings of SPLC in these two districts are 303+/- acres. During 2009 SPLC submitted an application and received Conceptual Master Plan approval for the Village Planned Unit Development in SVII. In 2013 under the Town's new Zoning Bylaws SPLC applied for and received PUD approvals for the Village PUD in the SVII and for the so called 400 Acre PUD in SV.

In 2007 Powdr Corp. and SPLC announced that they had formed a joint venture to own and operate the ski resorts of Killington and Pico Mountain.

At the 1999 Town Meeting, the voters approved changing the name of the Town from Sherburne back to Killington. The Town has been transformed from a farming community into a year-round resort with approximately 811 permanent residents and up to 20,000 visitors on a busy ski day. The residents of the Town have taken an active part in that development through town and school governmental positions, financial funding, committee participation and high attendance at town meetings.

At the 2008 Town Meeting the voters approved a 1% rooms, meals and sales local options tax to be used for the creation, funding and staffing of a municipal Department of Economic Development. The tax proceeds have been used to create the Economic Development and Tourism Commission ("EDTC"). The goal of the EDTC is to generate

additional four season activity and expansion of entertainment, special events, and infrastructure to ensure the Town remains a dynamic and vibrant destination.

At a special Town Meeting in May of 2011 the Town voters approved the transfer of the 1% Local Option Tax revenue to the general fund.

## **II. OBJECTIVES FOR DEVELOPMENT**

The Town Plan represents the initial component of an ongoing planning process aimed at providing a clear and positive direction for future development. It establishes a framework of planning recommendations to ensure that decisions made at the local, regional, and state levels are consistent with the Town's objectives for future development. These objectives, which are set forth below, resulted from the study and analysis of the Town's social, economic and natural structure.

### **ECONOMIC DEVELOPMENT**

1. To provide a healthy climate for economic growth;
2. To strengthen the economic base by encouraging greater diversification of business enterprises;
3. To encourage economic activities which provide year-round income and employment which would create a diverse economic base to complement the ski industry;
4. To encourage the development of a growth center based on mixed uses and cluster development;
5. To provide a diversity of activities and facilities which would promote the Town as a year-round destination resort community;
6. To maintain the vitality of the ski resort industry and related businesses;
7. To develop a more cohesive community through enlarging local residency opportunities for the year-round work force presently not residing in Town;
8. Develop innovative ways to allow commercial development while protecting residential uses and fragile resources;
9. To use Zoning Bylaws and other regulatory tools to support and encourage appropriate development.

## LAND USE

1. To protect and conserve natural resources identified in the Plan which are intolerant to intensive use and/or perform vital functions in creating and maintaining a safe, healthy and beneficial environment for human habitation;
2. To establish an overall pattern of settlement to facilitate the accommodation of growth in a rational and efficient manner;
3. To allow for a wide range of uses and densities in appropriate locations;
4. To reinforce the existing pattern of residential concentrations;
5. To avoid incompatible and uncoordinated development and uses;
6. To allow the continued use of land for timber and forestry purposes;
7. To encourage appropriate land development and preserve open space through use of innovative development techniques as required in the Zoning Bylaws;
8. To provide access to a wide range of non-commercial recreational uses where appropriate.

## SCENIC AND HISTORIC

1. To encourage preservation of the historic buildings through continued or adaptive use as cited in the book, by Johnson, Curtis B, "The Historic Architecture of Rutland County", Burlington, VT, Queen City Printers, 1988, Print;
2. To protect and enhance scenic views and features as identified in the Plan;
3. To protect significant natural areas and wildlife habitats and locations of special educational and scientific value which are identified in the Plan.

## TRANSPORTATION

1. To provide an adequate system of roads for the Town to function socially and economically;
2. To keep the function of highways consistent with the objectives for economic

development, for land use and for scenic and historic preservation;

3. To assure that new roads reinforce and support the planned growth patterns of the Town;
4. To encourage alternative methods of transportation within the Town and to points outside through the development of pedestrian walkways, bike paths and central transportation systems, among others;
5. To support public transportation systems such as “The Bus” to provide residents, visitors and employees a low cost transportation alternative.
6. The conversion of the current privately owned roads between the southerly terminus of Killington Road (TH-2) and the westerly terminus of East Mountain Road (TH-15) into town owned and maintained highways is a top priority of the Town of Killington.
7. The reconstruction of Killington Road (TH-2) in a manner which includes bicycle and pedestrian pathways, street lights, bus pull-offs, bus shelters, and traffic calming mechanisms, together with municipal water and sewer infrastructure, as designed in the Killington Road Master Plan is a top priority of the Town of Killington. To facilitate the development of the necessary infrastructure, the town may establish one or more tax increment financing (TIF) Districts.
8. Zoning dimensional setbacks from the Killington Road should be reduced in the Commercial (“C”), Business (“B”), and Commercial/Business (“CB”) Districts to promote economic development and parking areas should be located where possible behind commercial buildings.

#### PUBLIC FACILITIES AND UTILITIES

1. To provide and maintain public facilities and utilities commensurate with the needs of maintaining health, education, safety and economic well-being;
2. To assure the provision of public facilities and utilities to provide optimum service consistent with reasonable costs;
3. To provide infrastructure which will direct development toward an efficient and environmentally sound use of the land;
4. To provide access to existing wastewater treatment facilities where physically and economically feasible in order to lessen the reliance on in-ground septic systems;

5. To make public facilities as energy efficient as possible.

#### CULTURAL DEVELOPMENT

1. To foster the development of cultural activities which can enrich the lives of community members as well as make the Town attractive as a year-round recreational center;
2. To encourage the business and civic communities to work toward attracting diverse cultural activities;
3. To encourage the development of cultural, educational and performing arts programs and facilities.

#### ENERGY PLAN

1. To encourage the use of renewable, alternative sources of energy, and the conservation of energy resources;
2. Review the use and maintenance of all municipal facilities and equipment to insure they operate as energy efficiently as possible.

#### DEVELOPMENT PHILOSOPHY

1. To encourage planned growth and concentrated development in those areas of the Town which provide for higher density and which can develop the necessary infrastructure to more readily support such development than in other sections of Town.

#### **ECONOMIC DEVELOPMENT AND TOURISM COMMISSION**

In 2008 the voters approved a 1% local option tax to be added to the existing Vermont sales, rooms, meals and alcohol taxes. The purpose of the local tax is to stimulate the local economy through diversification and expansion of entertainment, special events and infrastructure. With the 2008 approval the Town created the Economic Development and Tourism Commission (“EDTC”). In 2011 the Town voters approved placing the money raised by the option tax into the general fund.

EDTC has created a strategic plan which supports a coordinated approach to marketing the Town. Included in the plan is the development of events and marketing the Town as

a four season tourist destination.

The current EDTC priority areas are:

- Reducing the debt for Green Mountain National Golf Course
- Improving the sense of arrival to Town
- Expanding tourism amenities to make the Town a more viable four season destination
- Increasing tourism in the summer and fall with events and marketing

The EDTC works closely with the ski resort, Killington Pico Area Association, local businesses and State tourism officials to promote the Town and region as a premier tourist destination.

### **III. LAND USE PLAN**

The Land Use Plan is based on the Town's objectives for future development as they relate to and are influenced by natural and socio-economic factors. Recommendations set forth in subsequent sections concerning scenic and historic features, transportation and facilities and utilities have also been considered.

The Land Use Plan consists of two interrelated components. The first is a series of land use recommendations related to the development, protection, and conservation of the Town's natural environment. The second is an overall framework for growth which establishes 1) a pattern of land use districts, 2) their purposes in accommodating future development, 3) recommended land use types and 4) recommended intensity of development.

#### **A. PROTECTION AND CONSERVATION**

Analysis of the physical structure of the Town revealed areas and processes which are fragile and/or have high resource value in their natural state and areas whose character places severe constraints on development for human habitation. The nature and importance of these factors are described below and followed by planning recommendations for land use.

##### **1. FRAGILE AND RESOURCE AREAS**

These are areas and resources which are fragile in nature, have irreplaceable value, or fulfill a vital ecological function in maintaining the environmental health and quality of the Town. The location and extent of the areas possessing these traits is shown on the Conservation and Protection Map. All development in these fragile and resource areas should be given detailed review in order to ensure minimal negative impacts. Planning



recommendations associated with these areas depict those factors that should be given consideration during development.

a. HIGHER ELEVATIONS

As part of the Green Mountain Range, the elevation of land in the Town is quite high. On these higher elevations the rainfall is greater, air and soil temperatures are lower, soils are more shallow, poorly drained and low in nutrients, slopes are usually quite steep and there are fewer plant species. Increased rainfall on steep slopes, shallow soils and disturbed ground cover could create a serious erosion problem unless adequate preventative measures are employed. Development on higher elevations should use best management practices to prevent soil erosion. These practices infiltrate, filter, store, evaporate and detain runoff to minimize environmental impact and pollution.

b. SPRUCE-FIR FORESTS

The high elevations are characteristically inhabited by red spruce and balsam fir, and are a part of the southern reaches of the earth's boreal forests. These softwood species are able to withstand the stressful environment experienced on mountain peaks and slopes.

Spruce-fir forests should be utilized in a manner which would not significantly reduce their ecological function of replenishing surface and ground water supplies.

c. WETLANDS

The occurrence of wetland areas in the Town are primarily related to the area along the upper reaches of the Ottauquechee River in Sherburne Valley. This marshland provides ground cover and an abundant food source for waterfowl, which use it for nesting and also for migration.

These wetland areas should be retained in their natural state for the protection of wildlife habitats, retention areas for surface runoff, recreational uses and for their scientific and historic value.

d. CLASS A WATERSHEDS

The State of Vermont classifies all watersheds located above 2,500 feet in elevation as Class A watersheds. The western slopes of the Green Mountains contain the headwaters of the Rutland City Watershed. Thin soils and steep slopes comprise a large portion of this watershed. Surface water as well as ground water may be highly susceptible to contamination by use of on-site disposal, if not properly constructed and maintained. It

is essential that the quality of the water in this area be maintained at the high levels necessary to protect public health. For this reason, the brooks and streams are Class A waters, into which the discharging of wastes is not permitted, under state regulations, unless stringent treatment criteria are met.

In the Class A Watersheds, development should be serviced by an approved sewage system.

#### e. SURFACE WATERS

The brooks, river, and ponds that comprise the Town's surface water resources have natural, scenic and recreational value. Shorelines and stream banks, as they interface between land and water, are considered fragile areas. Certain species of wildlife are greatly dependent upon the particular habitat of these areas. Vegetation along the water's edge acts as a stabilizing force, preventing erosion and siltation, and providing shade to cool water temperatures. Development too close to the water's edge can result in pollution from effluent leaching from septic systems, as well as reducing scenic quality.

Shorelines and stream banks should be utilized in a manner which would not cause erosion, pollution or reduce scenic qualities of surface water. Ski areas require surface water resources for snowmaking. They should be allowed to withdraw water in quantities commensurate with their snowmaking needs, while at the same time remaining consistent with applicable Vermont regulations.

#### f. DEER YARDS

Several deer yards have been identified by the Vermont Fish and Wildlife Department which are crucial to the survival of the whitetail deer population in winter. These areas are used perennially and are characterized by young softwood growth on slopes with southern exposure. The low, dense cover provides both shelter and browse. Rangeland for deer is considerably reduced during the winter; therefore, the yards are often quite large in size.

Deer yards of major importance should be protected from an intensity of development that would harm this vital resource. It is also recognized that deer yard locations change with shifting deer populations and the change in natural growth. Therefore the location of the deer yards should be based on the most current information available before development decisions are made.

#### g. NATURAL AREAS

Natural areas are places of unique scenic, educational and scientific value. Following is a description of some of the unique natural areas occurring in the Town. The State and Town should monitor natural resources.

GIFFORD WOODS is one of the few remaining virgin sugar maple-beech climax forests in the Northeastern United States and exists as a portion of Gifford Woods State Park on the east side of Route 100. These undisturbed northern hardwoods are some of the oldest trees in Vermont and include large maples, beeches, yellow birches, hemlocks and ashes. American elm, basswood and hophornbeam also exist in significant sizes. The understory contains a variety of smaller trees, shrubs, and herbaceous flora typical of a northern hardwoods forest.

The woods provide an outdoor educational laboratory of scientific importance. Scientists from many countries have visited this forest and research on its flora has been carried out by a number of universities.

The extent of the woods is approximately five acres. To retain its character as a climax forest, this area cannot be reduced. Yet, because of its proximity to Route 100 and being part of a State park subject it to public use pressures which pose a threat to its educational value as a natural area.

SHERBURNE PASS/DEER LEAP is a large cliff situated on the northern side of Sherburne Pass. Its massive exposure of bedrock creates a distinctive mountain feature.

UNITED STATES FOREST LAND is property formerly owned by Stanley Tool Works. These approximately 1,400 acres is managed by the National Forest Service. This property will also provide protection for a section of the Appalachian Trail as it winds its way through the Town.

CAVES are also located at the base of Deer Leap at Sherburne Pass. They are unique formations frequented by spelunkers.

KILLINGTON PEAK AND PICO MOUNTAIN PEAK are high alpine areas of unique natural quality. Killington Peak is the second highest in the state at 4241 feet. Its upper slopes provide habitat for Bicknell's Thrush, one of few such habitats in Vermont. Both summits are characterized by spruce-fir forests and the associated alpine vegetation found in the Green Mountains. Ski lifts and the Appalachian and Long Trails provide relatively easy access to the summits, where panoramic views of the northeast are provided.

Natural areas should be conserved and protected from uses whose intensity or impact would significantly alter their unique scenic, educational and scientific value. Ski trails and their integrally related structures require mountain peaks, and should not be excluded from them. Customary precautions will be taken to protect these peaks.

## **2. DEVELOPMENT CONSTRAINTS**

These are natural formations or processes which impose severe constraints on future development. They include areas which are hazardous to human life and health or would probably not comply with State Regulations regarding subdivisions using on-site sewage disposal . With the use of approved sewage systems or increased use and development of municipal type treatment facilities or connections to existing systems, the impact of development can be reduced, but special planning and design would still be required to overcome other constraints. Areas with development constraints are indicated on the Conservation and Protection Map and described below. It should be pointed out that these areas have been identified as having a major influence on development. There are other locations which may be characterized by similar constraints but not necessarily in association.

### **a. FLOODPLAINS**

Floodplains are low-lying terraces adjacent to rivers and streams which are periodically inundated when the bank-full stage in a water course is exceeded. As the natural extension of a normal channel during times of flooding, these areas fulfill a vital function. Their capacity to receive excessive quantities of water reduces the velocity of flow, thus reducing the hazardous effects of high stream velocity. In addition, some water is usually retained in low spots where it either infiltrates the soil, eventually replenishing ground water supplies, or it evaporates.

The occurrence of floodplains in the Town is associated with the low lands adjoining the Ottauquechee River in Sherburne Valley. Their location was determined by interpretation of soils information and field observations made by Town residents during the flood which occurred during June of 1973. This method represents a first approximation of the floodplain and would include both the flood way and flood way fringe. The floodplain would be subject to modification if more accurate data became available.

Filling portions of the floodplain for development purposes may have harmful effects on the capacity of these areas to receive floodgates, increasing the potential danger to life and property. In addition, the detrimental effects of high water on septic leaching fields and buildings make floodplains unsuitable for development. The protection of floodplains will become increasingly important as the Town develops and additional

runoff is created by greater coverage with impervious material (roofs, roads, parking areas, etc.).

Floodplains should be devoted to uses which will not restrict or divert the flow of flood water or endanger the health, safety or welfare of the public or the property of riparian owners during flooding.

#### b. STEEP SLOPES

When the steepness of slopes exceeds 30 percent, the constraints on development increase significantly. Proper alignments for roads and suitable home sites are difficult and costly to achieve. Surface water runoff is high. When vegetation is removed and roads and buildings constructed, the area for absorption of precipitation is reduced. In turn, the increased rates of runoff may result in greater susceptibility to excessive erosion. The proper installation and functioning of subsurface septic systems is severely limited on steep slopes.

Slopes exceeding 30 percent present extreme difficulty in complying with the Vermont Health Regulations for Subdivisions governing installation of such systems. In addition, maintenance of roads and the construction of potential utilities can be of greater cost to the Town than in areas with flatter slopes.

Slopes greater than 30 percent should remain predominantly in forest cover. Development on these areas would be permitted at densities which meet the requirements of all local regulations. Such developments, as well as ski trails and their integrally related structures which require such slopes, should take precautions against erosion.

### **B. THE PATTERN FOR GROWTH**

In laying out the pattern for growth, the original authors of the Land Use section of this Plan used data gathered from many sources and used the following maps as primary locational determinants: Protection and Conservation, Development with On-Site Sewage, Present Land Use and Present Zoning Districts. Through the process of overlaying these maps, areas which should accommodate little or no growth were identified, along with areas suitable for development. Conflicts between present or prospective land uses and areas requiring protection or conservation measures were evaluated, and accessibility to existing Town facilities and utilities was reviewed. The resulting land use districts were assigned a specific purpose to fulfill in accommodating future growth. Appropriate land use types and intensities were then allocated to be compatible with the purpose of each district. The spatial location of the various land use

districts is indicated on the Land Use Map.

It is recognized that there presently exist within the Town non-conforming uses and non-complying structures. The effect of such non-conforming uses and non-complying structures on existing or developing patterns of growth should be kept at a minimum through proper zoning controls on the extension of or additions to these uses and structures.

The Town's residents should not be obligated to shoulder the burden of increased municipal costs associated with large developments or developments in remote sections of Town. As a result, and when State Law allows, it may become necessary for the Town to implement impact fees as a means for the Town to recover excess costs created by these developments.

## **1. PUBLIC OPEN SPACE DISTRICT (“PD”)**

### **a. DESCRIPTION**

Land and waters presently in public ownership or control except for lands and waters leased to Killington Resort as of the adoption of this plan. (These lands are not shown separately on the Land Use Map.)

### **b. LAND USE PURPOSE**

To maintain public open space with varied recreational and economic opportunities for residents and tourists.

### **c. SUGGESTED LAND USE TYPES**

Ultimate land use management of these districts is under the auspices of various levels and agencies of government. Therefore, specific uses vary according to the objectives of each controlling body.

### **d. RECOMMENDED LAND USE INTENSITY**

Intensity of use in this district should be consistent with maintaining open space and providing a diversity of recreational opportunities.

## **2. FOREST RESERVE DISTRICT (“FR”)**

### **a. DESCRIPTION**

All lands not in any other district. Lands in this district are characterized by limited roads, generally poor accessibility and few habitations. The Forest Reserve District is almost totally comprised of extensive undeveloped land, including most areas previously recommended for protection and conservation measures. Several large tracts are managed for the production of timber.

b. LAND USE PURPOSE

To maintain the economic value of natural, scenic and recreational resources by encouraging uses and development which are compatible with the recommendations for protection and conservation.

c. SUGGESTED LAND USE TYPES

Agriculture, forestry, recreational and one and two family residential uses.

d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - approximately 10 acres. Residential uses should be clustered in order to preserve the natural and scenic resources of the Forest Reserve District. It should be recognized that ski development and other recreational uses are acceptable uses of the land in the Forest Reserve District.

The Zoning Bylaws for this district require conditional use review for extraction of earth materials, parking lots which are not in reasonable proximity to the use being served, one and two family dwellings above 1700 feet and telecommunications facilities.

**3. RESIDENTIAL 1 DISTRICT (“R-1”)**

a. DESCRIPTION

Lands in this district occur in the Killington Basin area which has the greatest concentration of settlement within the Town. Numerous roads lead from Killington Road and West Hill Road providing adequate access to existing dwellings and areas of potential development. The predominant dwelling type is a detached single family house with a substantial number of two family homes. In recent years, several attached condominium dwellings have been constructed in the district.

b. LAND USE PURPOSE

To encourage growth in areas of greater density where there presently exists a substantial public and private investment.

c. SUGGESTED LAND USE TYPES

Residential, recreational and community facilities.

d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - approximately 1 acre. As development pressures mount on undeveloped sections of the Town, it may become appropriate to encourage PUD or other means of clustering in order to preserve open spaces in residential areas. However there would have to be a means of providing adequate water and sewer service without harming the integrity of existing systems or imperiling the health of residents.

**4. RESIDENTIAL 3 DISTRICT (“R-3”)**

a. DESCRIPTION

Lands in this district include the existing settlements of North Sherburne, Killington East and other smaller areas outside Killington Basin. These locations have a general consistency with present patterns of settlement and accessibility coupled with generally greater difficulty with on-site sewage disposal. Settlement is characterized by detached single family homes on relatively large lots.

b. LAND USE PURPOSE

To relate the density of permanent and seasonal residential development to the physical suitability of the land, thus minimizing potential hazards to public health and possible future costs for the provision of municipal services and facilities.

c. SUGGESTED LAND USE TYPES

Agriculture, forestry, recreational, residential and community facilities.

d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - approximately 3 acres. The Residential 3 District will primarily accommodate single family homes for permanent and seasonal residents. The intensity



of development will be low to provide greater assurance that on-site sewage systems do not contaminate surface and ground waters. The major considerations for development are year-round access, a pleasant living environment, and protection of public health and welfare.

Development in the R-3 Districts should use PUDs to cluster development in order to maximize the preservation of natural spaces. A PUD in R-3 is required to have 2 acres per each one or two family dwelling unit.

## **5. HAMLET (“HM”)**

### **a. DESCRIPTION**

Sherburne Center and West Bridgewater have been given this designation. Historically, Sherburne Center was the prominent focus of community activity. This role had diminished as a result of more concentrated growth in other locations.

At the southern end of Sherburne Valley on the Town line is West Bridgewater (formerly South Sherburne). It is a small hamlet composed of several retail stores handling a range of goods from food stuffs to craft items. Nearly one third of all structures in this area are devoted to commercial use. Concentration of residential settlement is low, but evenly divided with an equal proportion of seasonal and year-round homes.

### **b. LAND USE PURPOSE**

To encourage continued mixture of residential and commercial uses that are compatible in scale and type with the historical character of these centers.

### **c. SUGGESTED LAND USE TYPES**

Residential and commercial uses.

### **d. RECOMMENDED LAND USE INTENSITY**

Minimum lot size approximately 1 acre. Intensity of use should be related to the character of the Hamlet, accommodations for sewage, parking and proper relationship to adjoining uses. New development should be encouraged to put parking lots behind buildings.

In order to encourage the appearance of a traditional hamlet, uses should be clustered, avoiding strip development. Careful planning should take place to help ensure a

cohesive hamlet atmosphere.

## **6. SKI VILLAGE DISTRICT (“SV”)**

### **a. DESCRIPTION**

Lands at and adjacent to the bases of Killington Resort, Pico Mountain and Sunrise Village have a concentration of people and facilities which suggest that they would be appropriate locations for new villages.

### **b. LAND USE PURPOSE**

To provide for the continued development of "new" villages within which skiing and other recreational activities are integrated with residential, commercial and other appropriate uses of a support nature.

### **c. SUGGESTED LAND USE TYPES**

One and two family residential unless under PUD which can contain concentrated residential, commercial and non-polluting light industry uses located on a larger lot size. In 2014 the Commission approved an amendment to the 400 Acre PUD in the Killington Basin.

### **d. RECOMMENDED LAND USE INTENSITY**

Minimum lot size approximately 1 acre not in a PUD. The primary consideration for site development, especially in PUDs, is a well planned internal organization of land use elements which encourages clustering of buildings and preserving open space, consideration of pedestrian movement and innovation in design which is compatibly integrated with the Town's over-all pattern for growth.

## **7. COMMERCIAL DISTRICT (“C”)**

### **a. DESCRIPTION**

Lands adjacent to Killington Road from West Hill Road to the Calvin Coolidge State Forest; and lands adjacent to Route 4 and the intersection of Route 100 from Kent Brook to West Hill Road.

### **b. LAND USE PURPOSE**

To consolidate and coordinate a broad range of commercial and non-commercial uses

within two distinct areas of the Town. Emphasis on safe and efficient accessibility, pedestrian movement, grouped organization of new buildings and a pleasant environment are primary considerations.

c. SUGGESTED LAND USE TYPES

Commercial and non-polluting light industrial. Residential use is a permitted use in this district, however, due to the potential for conflict between residential and commercial uses, residential development is not encouraged in the Commercial Districts.

d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - less than 1 acre. New development in this District should be encouraged to use clustering techniques.

Most of the parcels located within the two sections of the Commercial District, which are developed, are connected to the Sherburne Fire District #1 sewer line or the Town extension of the Alpine Pipeline. New development within the Commercial Districts may need to connect to the sewer line. Therefore the minimum lot size can be smaller than 1 acre as development no longer needs large amounts of land for in-ground septic systems. This will allow for a more clustered settlement pattern and encourage use of the Killington Road Walkway.

The Zoning Bylaws allow for the reduction of setbacks for commercial uses under certain circumstances during Site Plan Review.

In areas where there is adequate sewage disposal and potable water capacity, the Town should consider reducing the the minimum lot size to half an acre. New development in the Commercial District should be designed to encourage cluster development, convenient and safe pedestrian circulation and other Smart Growth techniques.

**8. BUSINESS DISTRICT (“B”)**

a. DESCRIPTION

Lands adjacent to Killington Road from Anthony Way to West Hill Road.

b. LAND USE PURPOSE

To encourage innovative and integrated business in a compatible relationship with residential development through good land planning techniques and controlled access to Killington Road.

c. SUGGESTED LAND USE TYPES

One and two family residential, small lodges, retail, restaurant with lounges and professional offices unless under PUD which can contain concentrated residential and commercial uses located in a larger lot size.

d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - approximately 1 acre not in a PUD

**9. VALLEY DISTRICT (“VA”)**

a. DESCRIPTION

Lands along Route 4 on both sides between the two Hamlet Districts (Sherburne Center and West Bridgewater) and bounded on either side by steep wooded slopes rising from the valley floor.

Lands adjacent to the Ottauquechee River are low-lying, relatively level land, subject to annual inundation with flood water during spring runoff. It is also susceptible to higher levels of flood water, which occur with less frequency.

Generally, this area is in open fields, some of which are used for livestock pasture. While the density of settlement has been relatively low, a commercial strip-development pattern has started to emerge along Route 4 in the central section of the valley.

b. LAND USE PURPOSE

It is recognized that there are several areas in this district that are located between the floodplain and steep slopes that could be developed in such a way that the above mentioned constraints could be overcome. However, care should be taken to site such development so that it does not impede on the scenic and natural resources of the Valley District.

c. SUGGESTED LAND USE TYPES

One and two family residential unless under PUD which can contain residential and commercial uses. Existing agricultural uses should be encouraged to remain.

d. RECOMMENDED LAND USE INTENSITY

Killington Town Plan Readopted August 3, 2021

Minimum lot size 10 acres. Because of the fragile nature of the Valley District, the use of PUDs to cluster development should be encouraged.

#### **10. SHERBURNE PASS DISTRICT (“SP”)**

##### a. DESCRIPTION

Lands adjacent to Route 4 on the east side of Sherburne Pass.

##### b. LAND USE PURPOSE

To provide for the development and integration of residential, lodging and commercial support facilities; to provide safe all-weather highway access from Route 4; to provide protection from encroachment to the Appalachian Trail and to provide adequate year-round visual screening from the highway.

##### c. SUGGESTED LAND USE TYPES

One and two family residential unless under PUD which can contain residential and commercial uses.

##### d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - approximately 3 acres

#### **11. COMMERCIAL/BUSINESS DISTRICT (“CB”)**

##### a. DESCRIPTION

Lands adjacent to Killington Road generally between the Business and Commercial Districts.

##### b. LAND USE PURPOSE

To provide a blend of commercial, residential and business uses along Killington Road as a transitional zone between the Business District and the more densely developed Commercial District.

##### c. SUGGESTED LAND USE TYPES

Commercial, Business and residential.

d. RECOMMENDED LAND USE INTENSITY

Minimum lot size - approximately 1 acre not in a PUD. Because this is a transitional zone, consideration should be taken to provide open space and increased use of landscaping. The Zoning Bylaws should allow for the reduction of setbacks for commercial uses under certain circumstances during Site Plan Review. In areas where there is adequate sewage disposal and potable water capacity, the Town should consider reducing the minimum lot size to half an acre.

New development in the Commercial/Business District should consider the use of cluster development, convenient and safe pedestrian circulation and other Smart Growth techniques.

**12. PUBLIC OPEN SPACE DISTRICT - KILLINGTON SECTION ("PD-K")**

a. DESCRIPTION

Land and waters in the Calvin Coolidge State Forest leased to Killington Resort as of the adoption of this Plan.

(These lands are not shown separately on the Land Use Map.)

b. LAND USE PURPOSE

To maintain open space while providing for varied seasonal uses related to the recreational resort nature of this district for the benefit of residents and tourists.

c. SUGGESTED LAND USE TYPES

Outdoor recreation and seasonal public use.

d. RECOMMENDED LAND USE INTENSITY

Intensity of use in this district should be consistent with maintaining the primary open space objectives while providing for a diversity of recreational opportunities and cultural amenities. It is recognized that ski development is an integral part of the development in this District.

**13. SKI VILLAGE II DISTRICT ("SVII")**

a. DESCRIPTION

Lands acquired by Killington, Ltd. from the State of Vermont through the 1997 land exchange. The SVII consists of 408 acres of 1070 acres acquired from the State. The SVII District lands are centered around the K-1 Base Lodge, Ramshead and Snowshed Base Lodges.

b. LAND USE PURPOSE

To provide for the innovative development of a new pedestrian orientated village area containing a variety of mixed residential, commercial, retail, and recreational uses. New development in this district should tie into and complement existing development within the Killington Basin as well as the rest of the Town community.

c. SUGGESTED LAND USE TYPES

Lands at and adjacent to the base of Killington Resort have a concentration of people and facilities which suggest that they would be appropriate locations for village developments. In 2009, the Town approved the conceptual master plan for a new village, including relocation of the Killington Road, at the Killington Resort base. This master plan is consistent with the Town's recognition that a redeveloped, high density, mixed-use village area in this location is in keeping with the planned character of this area. In 2013, under the new Zoning Bylaws, the Commission approved the Village PUD which included relocation of the Resort parking and relocation of Snowshed and Rams Head Base Lodges to accommodate construction of Phase 1 of the village Master Plan.

d. RECOMMENDED LAND USE INTENSITY

The entire 408 acres will be contained and reviewed under the provisions of Planned Unit Development which will allow for intense cluster type development in the core village area and less intense development away from the core village area. The primary consideration is for a well planned development of a village style development that features a mix of residential and non-residential land uses, has a strong focus on pedestrian scale, connectivity and circulation, and creates a focal point at the base of the ski area.

**14. FOSTER'S PEAK DISTRICT ("FP")**

a. DESCRIPTION

Lands acquired by Killington, Ltd. from the State of Vermont through the 1997 land exchange. The Foster's Peak District consists of 132+/- acres and is identified on the 1971 USGS Map, Killington Peak, Vermont quadrangle as Shagback Mountain.

b. LAND USE PURPOSE

To provide for low intensity residential and lodging development set in a secluded and rustic environment. All development should be designed to be integrated with the land in an unobtrusive manner.

c. SUGGESTED LAND USE TYPES

Low density residential and lodging facilities.

d. RECOMMENDED LAND USE INTENSITY

The Foster's Peak District consists of approximately 132 acres with a density of one dwelling or lodging unit per 30,000 square feet. This density will allow for about 180 residential or lodging units. All utilities should be underground and roads should be the minimum necessary to allow for safe access to the site.

**C. DEVELOPMENT ALTERNATIVES**

Planned Unit Development ("PUD"), Design Control Policy, Growth Centers, and Transfer of Development Rights ("TDR") may be considered as future alternatives to the traditional tract approach to subdividing and developing land. The purpose of these alternatives is to encourage flexibility of design and development of land in such a manner as to promote the most appropriate use of land, to facilitate the adequate and economical provision of streets and utilities and to preserve the natural and scenic qualities of the open lands and forests of the Town and to guide the type of development within certain designated areas.

In order for the Town to prosper as a four-season resort community, the Town should provide opportunities, through zoning, and civic improvements for additional recreational choices and other forms of entertainment and activities other than skiing and snowboarding.

All development alternatives should consider smart growth strategies. Killington did not develop as the typical compact New England town. The Town, prior to the development of the ski resort, was a collection of scattered residences and buildings with no real core or sense of place. The creation of the ski resort with the five mile long Killington Road created a core of linear commercial development along the road, mostly one lot deep. Residential development is spread out behind the commercial development. Little or no thought was given to pedestrian access, public transit or compact development. Access to all parts of the Town was through the private vehicle. It was not until the early 1990s that the first section of sidewalk was constructed along Killington Road.



Today the Town lives with this development legacy. But there are ways to fix the existing built environment by permitting development that considers good planning through smart growth techniques such as clustering, maintaining open space, efficient and safe circulation for all users including pedestrian access and safe pedestrian road crossings, green infrastructure and mixed use development.

The ten accepted guidelines for smart growth are:

1. Mixed land uses
2. Take advantage of clustering buildings
3. Create housing opportunities and choices for a range of household types, family size and incomes
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, natural beauty and critical environmental areas
7. Reinvest in and strengthen existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair and cost-effective
10. Encourage citizen and stakeholder participation in development decisions

## **1. PLANNED UNIT DEVELOPMENT**

PUD is encouraged for developments on larger parcels of land which will provide a desirable and stable environment in harmony with that of the surrounding area; to permit flexibility that will encourage a creative approach in the development of land, will result in a more efficient, aesthetic and desirable use of open space, to permit flexibility in design, placement of buildings, use of open spaces, circulation facilities and off-street parking areas; and to best utilize the potential of sites characterized by special features of geography, topography, size or shape.

PUDs might also be used on smaller tracts of land to allow non-conforming structures or uses to come into compliance with Zoning Bylaws.

PUDs in Residential 1 and Residential 3 Districts should concentrate on clustering and use of innovative development techniques as opposed to maximizing density.

There may be more than one set of PUD standards to deal with unique development situations such as the proposed village at the base of Killington Resort in the SVII District. Developing standards that are relevant and specific for the district and anticipated types of development will assist in efficient and effective reviews and create greater predictability for all parties.

## **2. DESIGN REVIEW POLICY**

The use of Design Review Policies may be considered in areas in which there is a concentration of community interest and participation, such as a central business district, civic center, or a similar grouping or focus of activities. Such districts may also be created for any area containing structures of historical, architectural, cultural merit or to preserve a scenic view or area.

Throughout the Town there are areas where it may be desirable to have policies to guide the Commission in review of certain development projects. These areas may include, the Valley District and the Hamlet Districts. Review policies may be used to insure a coherent style and preserve scenic areas, coordinate style, colors and size, and also to help preserve and improve the character of the districts through orderly development.

The following are some of the potential benefits of design review policies:

1. Improved parking lot landscaping and the reduction in the size of parking lots.
2. Continuity of structural types.
3. Increased awareness of cultural image.
4. Increased property values.
5. Preservation of a sense of place and character.
6. Improved design and aesthetics of structures and sites.

## **3. GROWTH CENTERS**

In order to encourage unified growth and to attract new business, the Town may encourage the formation of a growth center. A growth center should have defined boundaries in which mixed development would be encouraged such as light non-polluting industry, mixed use housing or other innovative uses which would not strain Town services. State agencies in cooperation with the Town would provide an umbrella Act 250 permit so that a new business wishing to locate in the growth center would know exactly what requirements must be met in order to build there.

If, in the course of designating a growth center, natural or cultural resources come into

conflict with the proposed location of the growth center, mitigation, in the form of preserved resources in another section of Town may be used to balance the loss. When reviewing the impacts of the growth center, state and federal agencies should come down on the side of positive influences such as economic and well planned development of the growth center, as opposed to incidental, locally contained negative impacts.

#### **4. TRANSFER OF DEVELOPMENT RIGHTS**

Transfer of Development Rights as defined in Section 4423 of the Act, allows a developer to increase building density or decrease lot size in exchange for not developing a mitigating property which would be held by the Town as a conservation easement for not less than 30 years. TDRs have the advantage of preserving forest, open land or other unique lands while encouraging clustering or other innovative use of land better suited for development.

#### **D. ZONING BYLAWS**

The Town has a comprehensive set of Zoning Bylaws which have been used to successfully guide development. As with any set of bylaws, they need to be constantly reviewed and when necessary updated to reflect the changing needs and character of the Town. The Town may consider expanding allowed uses in some zoning districts. For example, there may be areas in town where it is appropriate to include “light commercial” uses which would have limited impact on surrounding uses.

##### **1. ZONING PERMITS**

No Land Development may be commenced within the Town without a zoning permit issued by the Administrative Officer. The permit may be issued only to projects that are in conformance with the Zoning Bylaws. An applicant may request a variance to the Zoning Bylaws per #4 below.

When the zoning permit is submitted for the approval of a structure the Administrative Officer shall provide the applicant with a copy of the applicable building energy standards under 21 V.S.A. §§266 and 268.

The Bylaws also provide that it shall be unlawful to use or occupy a structure covered by the zoning permit until a certificate of occupancy is issued by the Administrative Officer.

##### **2. CONDITIONAL USES**

Conditional use review and permits are used to regulate businesses which do not traditionally fit into current zoning. Businesses which create excessive amounts of traffic, noise, dust or other disturbances should be regulated through a conditional use permit. By requiring certain uses to be allowed with conditional use provisions, it provides a means for the Town to better regulate the location, intensity of use and aesthetic qualities of a particular project.

### **3. PERFORMANCE STANDARDS**

In addition to traditional zoning techniques, performance standards may be adopted to specify and describe acceptable levels of operation for any use. Performance standards could be used to limit the adverse affects of certain business operations by limiting objectionable elements such as noise, dust, smoke or odor. Performance standards could also be developed to redefine existing regulations pertaining to such planning elements as parking, landscaping and setbacks.

### **4. ZONING VARIANCES**

A person may seek relief from the provisions of the zoning bylaws by requesting a variance. If, at a warned public hearing, the Zoning Board of Adjustment (“ZBA”) finds, that a project meets certain requirements then the ZBA may grant a variance to the bylaws.

### **E. SITE ASSESSMENT**

Site Assessment measures the zoning characteristics of the parcel such as size of the lot, access to Town Highways, zoning district and relationship to surrounding uses.-Use of site assessment would give the Town an idea of how much land is available for any particular use, and how that use would work in relationship to existing uses and current Zoning Bylaws The survey would use existing Town zoning information and knowledge of development trends. With this information the Town should be able to make an informed judgment as to where and to what extent development might take place.

### **F. AGRICULTURE AND FOREST INDUSTRIES**

Title 24 V.S.A. Chapter 117 §4413(d) places strict limits on the Town’s ability to regulate accepted agriculture and silviculture practices, including the construction of farm structures. Therefore, the Bylaws do not regulate or control accepted agriculture and silviculture practices.

There is currently only one active farm in the Town.

The farm operation specializes in the production of organic meat and produce.

There are many large tracts of land which are managed by forestry companies and are logged on a regular basis. The Town has limited interaction with the logging operations other than to protect the Town's road infrastructure from overweight trucks or use of gravel roads during mud season.

#### **IV. SCENIC AND HISTORIC FEATURES**

Scenic and historic features constitute a valuable and irreplaceable resource. The rugged mountain landscape, numerous scenic areas and a variety of scenic views are of important aesthetic value. Social values are derived from continuity with the past as it is reflected in the historic features of the Town. Because of the Town's dependence on tourism, recreation and vacation homes, scenic and historic features are valuable components in maintaining a strong economic base. The policies set forth in this section on the preservation of scenic and historic features are directed toward protecting and enhancing these values.

##### **A. SCENIC FEATURES**

The scenic quality of Killington is derived from two major visual components of its landscape. They are its form and pattern. Landscape form is the sculptural effect created by the topography of the land as it reflects underlying bedrock formations and past modification by glacial action. Height, size, shape, position and voids are the five elements which visually compose land form.

Landscape pattern, the second major visual component affecting scenic quality, is the distribution and relationship of physical features on the land. Vegetation, open land, and man-made structures are the three main elements comprising landscape pattern. In addition, surface water, wetlands, rock outcroppings and other natural features contribute to a diversity of pattern.

##### **1. LANDSCAPE FORM**

The landscape form of the Town is quite dramatic and varied. Its important scenic elements are mountain peaks, ridgelines, steep slopes and valley floors.

###### **a. MOUNTAIN PEAKS**

Mountain peaks are prominent forms which are visible from distant locations. They serve as focal points in a panoramic scene or a landmark providing a point of

orientation. Killington Peak, Pico Peak and Deer Leap Mountain have been identified as fulfilling these visual functions. They are all accessible by foot via the Appalachian and Long Trail system. In addition, Killington Peak and Pico Peak are accessible by ski lift. From their summits, distant views of the northeast are obtained.

Development on mountain peaks should be sited in a manner which will not obstruct distant views.

#### b. RIDGELINES

Ridgelines are strong visual forms which create a sharp break in the horizon. Like the mountain peaks which they link, ridgelines are also extremely visible from distant locations. Two ridgelines of scenic importance occur in Killington. First is the ridgeline forming the spine of the Green Mountains. It runs north-south connecting Killington Peak, Pico Peak and Deer Leap Mountain. Second is the ridgeline running along the crest of the steep-sloped foothills to the east of Sherburne Valley. It is of particular scenic value, as it forms the limit of spatial enclosure for the valley.

The linear continuity of the ridgelines is an important component of their visual quality. Settlement or removal of tree cover along ridgelines could be disruptive to this quality.

To maintain their linear continuity, only selective removal of tree cover along ridgelines should be allowed.

#### c. STEEP SLOPES

Steep slopes are vertical landscape forms comprising valley walls and the sides of mountains. For purposes of identification, these areas coincide with slopes greater than 30 percent in gradient. The steep slopes along Sherburne Valley are particularly important as visual forms. They create a strong spatial enclosure which is lineal in dimension. Steep slopes are visually sensitive to intensive settlement.

Development and timber removal on steep slopes should be carried out in a manner which will minimize their visual impact on scenic quality.

#### d. VALLEY FLOORS

Valley floors are in complete contrast to steep slopes. The floor of Sherburne Valley is narrow and open and therefore sensitive to visually disruptive uses.

Development or use on the valley floor should be restricted to low intensities clustered in locations which will have minimal impact on scenic quality.

## 2. LANDSCAPE PATTERN

An analysis of landscape pattern has identified scenic features which contribute to visual quality. These include scenic areas, scenic views, ponds, scenic backroads and hiking trails.

### a. SCENIC AREAS

Scenic areas are locations which have unique visual characteristics created by natural features. While many areas may fulfill this requirement, nine areas have been located on the Natural Resources map. Each area along with a brief description of its scenic significance is listed below.

NAME	SCENIC SIGNIFICANCE
1. Baker's Falls	Waterfalls on Thundering Brook
2. Thundering Brook	A brook with many small pools and falls
3. Roaring Brook	A brook which cascades through steep-sided ravines
4. Falls Brook	Similar in quality to Roaring Brook
5. Deer's Leap Mt.	Massive outcropping of ledge forming cliffs and caves
6. Pico Pond	A glacially scoured pond in natural setting
7. Kent Pond	Man-made pond
8. Colton Pond	Scenic pond
9. Gifford Woods	Old growth forest

Scenic areas should be protected from development and uses which would degrade their scenic appeal. Protective measures could include acquisition, easements and a minimum setback distance for buildings.

b. SCENIC VIEWS

Scenic views with higher visual appeal exist at numerous points throughout the Town. The visual impact of the Town is primarily enjoyed from its roads, highways and recreational trails; therefore, the visual analysis of scenic views was concentrated along these routes. Important panoramic views are from the southern end of Sherburne Valley to Wolf Hill, which encloses the northern end of the valley, Route 4 overlooking Kent Pond and distant mountains, and along sections of the Appalachian and Long Trails where cleared ski trails provide for panoramic views.

There are also middle and close distance views of scenic landscape features which provide a contrast to the distant views. These include views of a wetland marsh, open fields, mountain peaks, surface water and other features of the Town's landscape pattern.

Important scenic views should be protected from development which would substantially diminish their scenic value.

The Town has scenic views from mountain peaks, Deer's Leap and from other high elevation areas that enhance and add to the beauty and character of the Town. Consideration should be given to the preservation of these views when planning and siting projects, including cell towers, wind towers, solar panels and other new technology that will be visible from these higher elevations.

c. SURFACE WATERS

Streams and ponds create a pattern of high scenic and recreational value. Kent, Colton and Pico Ponds and the Ottauquechee River are particularly important in fulfilling this function. Their scenic appeal is directly related to the naturalness of their shoreline.

Surface waters should be protected from uses which would reduce the scenic appeal of their shorelines. Recreational uses should be planned and sited so as to add to the overall value of the shoreline without causing undue harm to the scenic value.

d. WETLANDS

Many of the wetland areas within the Town contain special vegetative communities; they form a distinctive and unique landscape pattern of high scenic quality.

Some Wetland areas which contain special vegetative communities or contain areas of high scenic quality, should be protected.



e. SCENIC BACKROADS

Scenic backroads are integral scenic elements of the Vermont countryside. The close proximity of diverse and contrasting features in their roadsides, details of color, texture, form, and a sequence of openings and closings in the vegetative canopy combine to produce a visual experience of high scenic quality not obtainable along high speed roads. If these roads are altered without consideration of these characteristics, much of their scenic appeal will be lost.

Thundering Brook Road (TH#10), the roads in Little Sherburne (TH#19, 21, and 23), and others may be designated as scenic backroads. Improvements to these roads should be carried out in a manner which will protect, conserve and enhance their scenic features, and are consistent with the intent of this Plan. Such improvements should also be consistent with the guidelines set forth in the manual entitled "The Vermont Backroad."

f. HIKING TRAILS

Hiking trails provide access to the scenic wild lands of the Town. The Long Trail and Appalachian Trail are the major trails traversing these remote areas. In order for hiking trails to provide access to remote areas, it is recognized that the hiking trails may have to cross or come into close contact with ski trails, lifts and their related structures, as well as other development associated with a resort town. This is not seen as a detriment to either the hiking trails or the ski development.

The scenic and wilderness character of the Long Trail and Appalachian Trail should be protected and preserved. However, the Long Trail and Appalachian Trail shall not interfere with or restrict the use of private property. Should a conflict arise and a compromise cannot be reached on the trail location, the hiking trails shall be moved. Nothing in this recommendation or the Town Plan shall be construed to prohibit the crossing of the Long Trail or Appalachian Trail by ski trails or lifts

**B. HISTORIC FEATURES**

Historic features are sites and structures of local or regional importance. They include residences, water-powered saw and grist mills and old roads. Twenty-seven such sites in the Town of Killington have been noted in the State Register of Historic Preservation.

Within the Town there exist numerous sites and structures which remain as outstanding examples of the continuing role played by historic features. Their locations are indicated on the Scenic and Historic Features Map. It is important to recognize that

the Historical Settlement District extends along the length of Sherburne Valley.

### **1. SHERBURNE VALLEY SOUTH**

This section of the Valley stretches from Sherburne Center to West Bridgewater (South Sherburne). The oldest existing building in the Town is located near West Bridgewater within a complex known as the Mission Farm and Church. Several homes of indigenous architectural character also stand in the South Sherburne area.

From Sherburne Center to South Sherburne, preservation and enhancement of historical features should be a major consideration in evaluating permits for new development.

### **2. SHERBURNE CENTER**

Sherburne Center was the focus of settlement in the valley. Several sites and structures of local historic importance are present within the Sherburne Center area. Foundation stones from the first grist mill, constructed in 1805, lie along the bank of Roaring Brook, near its confluence with the Ottauquechee River. The Cain House, was built in 1832 and reigns as the oldest residence in Sherburne Center. Adjacent to this structure is the United Church of Christ, a meeting house built in 1838 with lumber donated by local residents. A schoolhouse, which served District No. 4 for over 60 years, has stood on River Road for nearly 100 years and has now been converted for use as a fire station.

Design control policies may be used as part of a Zoning Bylaw as provided for by the Vermont Planning and Development Act. Design review guidelines may be established to compatibly relate new construction and alterations with the present character of Sherburne center. Residential uses should be allowed along with commercial uses that are appropriate to a hamlet atmosphere, such as small craft shops or a general store. A Historic Settlement District, which would recognize the historical significance of the Valley areas from Pittsfield to West Bridgewater, should be established.

### **3. SHERBURNE VALLEY NORTH**

Sherburne Valley North through River Road is characterized by numerous historic structures which once served farms now long abandoned. River Road, formerly the main byway connecting Pittsfield and the Town of Killington with the Bridgewaters, still provides a thread of continuity. The water-driven mill formerly owned and operated by Archie Baker is of particular significance locally, if not nationally.

The use of land and the introduction of new structures in Sherburne Valley North should

maintain its historic and scenic corridor nature.

#### **4. NORTH SHERBURNE**

Emphasis has been given to Sherburne Valley because of its particular resource value as an historic corridor. There are other sites and structures of significance in other locations, particularly in North Sherburne. The Doris Baker House on Coffee House Road is significant from an architectural standpoint, as is the Coffee House itself. North Sherburne was also the site of a mica mine and is also the location of the cemetery and other remnants of the Doubleday family who first settled in this area.

#### **5. ADAPTIVE USE**

Sound planning methods encourage the reuse or recycling of historic buildings in modern community development. By adapting older structures through renovation or conversion for modern uses, several purposes will have been served. As an element of the community's physical design, preservation of an historic structure contributes to the maintenance of the Town's character and cultural fabric. Old and familiar structures provide a sense of identification for residents and help to establish a feeling of continuity with the past. Adaptive use provides a social and economic rationale for the preservation of older structures which have outlived the purposes for which they were originally designed. Numerous examples of this technique exist in the Town; including the Town Office building, formerly a school, and several homes now converted to ski or guest lodges.

The adaptive use of historic structures should be considered as a method of preservation.

A museum or other permanent exhibit site should be used to display historical artifacts from the Town's early days. This could also include space for a ski museum. The Sherburne Library currently has many historical objects on display in the Vermont Room.

#### **V. TRANSPORTATION PLAN**

An effective transportation system is an integral part of any community's future development and economic well-being. This is particularly so with the Town because of its economic dependence on recreation. It is the responsibility of the state to maintain state roads in a manner which will accommodate future growth in the Town and region.

The Commission has adopted a policy for the review of private roads to be used during

site plan and planned unit development reviews. The policy serves as a checklist to ensure that private roads are built to accommodate the anticipated traffic volume of a project in a safe and efficient manner.

#### **A. COMPLETE STREETS**

All new Town highway projects and the rehabilitation of existing roads should consider the use of “Complete Streets” design. Complete Streets ensure that the needs of all users, including motorists, bicyclists, public transportation users and pedestrians of all ages and abilities, of the Town’s transportation system are considered when planning, developing, constructing and maintaining transportation projects.

As a resort community Killington should incorporate Complete Streets design to enable safe access to all modes of transportation for all users. There is no singular design for Complete Streets. Each situation has its own unique challenges to safely accommodate the most users. Complete Streets may include sidewalks, bike lanes, public transportation access, frequent and safe pedestrian crossing opportunities, median islands, ADA accessibility, narrower travel lanes, turning lanes, traffic calming techniques and other measures to ensure the street and related infrastructure is user friendly for all.

#### **B. Highways**

The Town is serviced by a network which ranges from major state arterial highways to minor untraveled roads. These Town highways have been designated as belonging to one of the following classes:

Class 2 - River Road, West Hill Road, Killington Road.

Class 3 - Town roads negotiable under normal conditions in a standard manufactured pleasure car at all seasons of the year.

Class 4 - all other Town highways.

To be effective, the highway network must form a system which provides for safe and efficient movement of through traffic as well as ease of access within the Town. This is accomplished by assigning principal functions which each highway or road must fulfill in accommodating vehicular movement. In turn, land use, access and other factors must recognize and be consistent with these functions. The following functional classification types and related policies shall guide the Town toward a highway network which is effective, economical and provides for orderly development.

## **1. ROUTE 4**

U.S. Route 4 is the primary arterial highway extending to and through the Town. It is the major east-west link across central Vermont, with annual average daily traffic flows for 2014 of 9,000 vehicles.

### **a. FUNCTIONAL CLASSIFICATION**

Route 4 is classified as a major arterial highway through the Town, connecting larger population centers within and outside the state.

The primary function of Route 4 should be to serve for the movement of through traffic.

### **b. OPERATIONAL MODIFICATIONS**

Operational modifications, as needed, are recommended by the Vermont Agency of Transportation.

### **c. ACCESS**

Route 4 is a major carrier of through traffic traveling at highway speed.

Access points along Route 4 should be consistent with providing maximum safety and efficient movement of through traffic. A plan should be developed for improving the safety of access to existing parking areas adjacent to Route 4. Creation of new access points should be minimized by encouraging the use of shared driveways and frontage roads.

Through the efforts of the Town, Route 4 has been designated the Crossroad of Vermont Byway. The byway designation on Route 4 stretches from West Rutland to White River Junction. As a part of the Byway system the Town embarked on a plan to create a sense of arrival in Killington by creating the Route 4 Gateway Plan. The plan discusses the need for a sense of arrival in the resort community, provides for traffic calming measures to improve safety for all users, adds pedestrian sidewalks and enhances the streetscape, landscaping and public amenities.

To date two projects have implemented the plan's goals to improve the sense of arrival. The Town received a VTrans grant to construct a park-and-ride facility at the Killington/Pico Area Association information building. The Grant allowed the Town to redesign the open driveway by building a defined driveway shared with the adjoining Base Camp Outfitters. The open driveway was replaced with a landscaped berm. The new parking lot includes defined parking spaces, bus access, landscaping and lighting.

The second project created a wayfinding system using distinct signage to direct visitors to their destination. The following is the hierarchy of wayfinding signs:

- Welcome to the Killington Region sign
- Vehicular directional signs
- Pedestrian directional signs
- AOT guide signs
- Street name signs

The Town and the Resort worked together to design a concept to ensure similar but different branding to create a sense of place when arriving in the Town.

## **2. ROUTE 100**

Route 100 is also an arterial route, but of secondary importance. It is coincident with Route 4 from West Bridgewater to Killington Road, where Route 100 veers north through North Sherburne. Route 100 experiences lighter traffic volumes than Route 4 but also functions to provide for through movement of traffic. This section of Route 100 is part of the Scenic Route 100 Byway and is recognized by Yankee Magazine as one of the most scenic drives in New England. Route 100 is also called the “Skier’s Highway” as it connects some of the best skiing and riding opportunities in the northeast.

### **a. FUNCTIONAL CLASSIFICATION**

Route 100 is classified as a secondary arterial highway through the Town primarily connecting population centers within the State.

The primary function of Route 100 should be to serve for the movement of through traffic. Route 100 is also used by recreational bicyclists.

### **b. OPERATIONAL MODIFICATIONS**

Operational modifications, as needed, are made by the Vermont Agency of Transportation.

Improvements to Route 100 should be consistent with the road's scenic character. VTRANS should carefully control wide-load traffic on Route 100 to ensure maximum safety for all users of this route, including bicycle riders. The Town and VTRANS should investigate the feasibility of creating a bike path along the North Sherburne section of Route 100.

c. ACCESS

Although Route 100 is a secondary arterial highway, control of access points is still an important factor in maintaining its function as a highway for through traffic. Because Route 100 north is listed as a Scenic Byway by the State of Vermont, access should be managed so as to preserve its scenic quality.

Access points along Route 100 North should be consistent with providing maximum safety and efficient movement of through traffic. Creation of new access points should be minimized by encouraging the use of shared driveways.

### 3. KILLINGTON ROAD

Killington Road provides access from Route 4 to the Killington Resort and the major concentration of settlement in the Killington Basin area. For this reason, the Killington Road is considered a collector in terms of volume of traffic carried.

The Killington Road has been progressively changed by widening the road to its current three lane configuration, creating separations between adjacent parking areas, better defining access points, and improved street lighting. These improvements have eased winter traffic congestion considerably and have improved safety.

a. FUNCTIONAL CLASSIFICATION

Killington Road is classified as a collector road within the Town Highway network.

The Killington Road should function to provide safe and efficient movement of traffic from Route 4 to the Killington Resort. It must also serve to provide safe and convenient access to connecting Town roads, residential areas and commercial business establishments along its route.

b. OPERATIONAL MODIFICATIONS

The ability of Killington Road to efficiently accommodate vehicular movement during winter peak periods at acceptable levels may be exceeded as development within Killington Basin continues. In 1988, the Town commissioned an extensive study to develop a plan of action parts of which have been implemented over time to effectively accommodate future traffic demands. The study examined not only increases in road capacity, but also methods for reducing traffic demand as strategies for accommodating future growth. A number of potential solutions to decrease traffic demand were proposed, among them, a continuing program to upgrade Killington Road generally

within the existing right-of-way, and increased emphasis on public transportation and private hotel shuttles to reduce trip generation.

In order to improve traffic conditions on Killington Road, a third lane was added to help improve traffic conditions for visitors leaving the Resort. Several traffic signal lights were also added at key intersections. Currently there is only one traffic signal light at the West Hill Road intersection. A pedestrian walkway has been built along most of the Killington Road Commercial District to help decrease vehicular traffic and provide for safe pedestrian movement.

Future planning for Killington Road should consider complete street strategies to allow safe and efficient use by all users. Changes to Killington Road should consider traffic calming techniques, consideration of the pedestrian environment including safe road crossings and sidewalks and an analysis of the number of required lanes.

The Town and its resort industries should encourage development of a public transportation system, which may include Marble Valley Regional Transit District (“The Bus”) and the increased use of shuttle buses during all peak periods to lessen the number of vehicle trips generated along Killington Road. Where necessary to assure safe access and circulation of traffic, the Commission, during Site Plan Review, may require some lodging facilities to provide shuttle service to the ski areas for their customers.

Public transportation stops along Killington Road should be designed so as not to impede traffic or create unsafe traffic situations. Shelters and other transportation structures should be located to encourage ridership and designed so that they do not block sightlines or create traffic hazards. Shelter locations should also be located to encourage ridership.

#### c. ACCESS

The pattern of land use along Killington Road requires many access points. This situation is not inherently detrimental to the operation of the road if measures are taken to limit the speed of traffic, to provide well defined access points and to promote safe turning movements at access points.

New access points should be minimized by requiring new development to utilize existing accesses, sharing driveways and encouraging the use of internal roadways for multi-business developments.

#### **4. WEST HILL ROAD**



Prior to the construction of the Killington Road, West Hill Road served as the only access from Route 4 to the base of Killington Peak and the Bates farm. Currently, many vehicles leaving Killington for eastbound destinations use West Hill Road as a shortcut to Route 4. West Hill Road also serves as a collector road for the many residential roads which it serves to connect. Although improved in recent years, West Hill Road remains difficult to maintain under winter conditions because of its steep grade and susceptibility to icing.

a. FUNCTIONAL CLASSIFICATION

West Hill Road is classified as a collector road within the Town Highway network. In 2014 West Hill Road lane width was reduced from 12 feet to 11 feet. The 11 foot width is in conformance with VTrans standards for roads posted with a 25 mile per hour speed limit.

b. ACCESS

Four town roads and several private roads and driveways access West Hill Road to serve residential development. New access points should be minimized by requiring the use of existing accesses for new development where ever possible.

**5. RIVER ROAD**

River Road leaves Route 4 at Sherburne Center and follows the valley floor, flanked by several old farmsteads, marshland and the headwaters of the Ottauquechee River, eventually meeting Route 100 in North Sherburne. This was part of the original route between Killington and Rutland. Most of Killington's municipal facilities are located along River Road including the Town Office, Library, Solid Waste Transfer Station, Johnson Recreation Center, Town Garage and Riverside Cemetery.

a. FUNCTIONAL CLASSIFICATION

River Road is classified as a collector road in the Town Highway network.

River Road should function as a collector road of secondary importance within the Town Highway network. Through traffic, especially heavy truck traffic, should be discouraged between Route 4 and Route 100 North.

b. OPERATIONAL MODIFICATIONS

Modifications to River Road should be consistent with its scenic and historic character and should provide for maximum safety and compatibility between motor vehicle, pedestrian and bicycle traffic.

c. ACCESS

River Road serves an area of the Town with limited development potential and will likely remain mostly residential and municipal in nature. Significant changes in the number of access points along its route are not anticipated.

**6. CLASS 3 HIGHWAYS**

These are local roads which provide the link between collectors or arterials and access to permanent and seasonal residences. As required by law, Class 3 roads must be negotiable in a standard car at all seasons of the year. The majority of these roads are located in the Basin, Killington East and North Sherburne areas.

The Town should not designate any new roads as Class 3 highways unless they have been constructed in accordance with Town Highway specifications. The Town should not designate any existing private roads as Class 3 highways unless the Selectboard determines that the designations benefits the Town as a whole.

a. FUNCTIONAL CLASSIFICATION

These roads are classified and maintained as year-round local roads in the Town Highway network.

Class 2 and 3 highways should be maintained in such a manner so as to be negotiable in a standard manufactured pleasure car under normal conditions.

b. OPERATIONAL MODIFICATIONS

Identification and solutions to individual problems are not within the scope of this plan. In general, the circulation problems associated with these roads are primarily related to grades and alignment. Steep grades exist on several roads as a result of mountainous terrain. Grades over 8% are difficult for automobiles to climb at sustained speed and even more so for fire and emergency vehicles. Constant maintenance of gravel surfaces is also required on these stretches as there is more washboarding and erosion than on flatter grades. The alignment of some roads has resulted in switchbacks of nearly 180 degrees which provides poor sight distances around curves.

c. ACCESS

Class 3 Town roads traverse most of the districts established in the Land Use Plan. Access to them is influenced by various uses along their rights-of way.

Access points along Class 3 Town roads should be limited by the standards for each land use district as set forth in the Town Zoning Bylaws.

**7. CLASS 4 HIGHWAYS**

The remainder of the public highway network in the Town consists of these seasonal roads.

a. FUNCTIONAL CLASSIFICATION

These roads are classified as seasonal roads and trails within the Town Highway network.

Seasonal roads may function to provide limited vehicular access and as paths for recreational activities as naturally exist and without any required Town maintenance.

b. OPERATIONAL MODIFICATIONS

The Town is not required to maintain Class 4 highways to any particular standards.

Class 4 highways should be maintained only to the degree determined by the Selectboard as that which benefits the Town as a whole.

**C. MAJOR INTERSECTIONS & HIGHWAY CONTROL AND ACCESS**

There are several major intersections in the Town which merit special consideration because of the heavy volumes of traffic they carry or because of less than desirable configuration.

1. Killington Road/Route 4/Route 100 North interchange.

This intersection is controlled by VTrans. However, due to the many turning movements, high speed traffic, poor sight lines at the Killington Road and Route 4 intersection, and poorly aligned intersections there may be a need to redesign this intersection and provide signalization. Landscaping in the center traffic island has been improved by the

Town with additional landscaping proposed for the future.

2. Ski area entrance and exit points such as the Pico entrance, Skyship Base area and East Mountain Road intersection, and Killington Road.

The ski areas should continue to use the Sheriff's Department to manage traffic flow during peak periods at these intersections.

Good land use controls, access management and complete street design should be considered for a successful transportation management system. Well planned road corridors and well placed road accesses produce several benefits including:

1. Reduction in the number of accidents
2. Increase the safe and efficient movement of vehicles
3. Increased road capacity
4. Reduction in the need to build additional lanes
5. Reduction in the number of driveways
6. Increase in multi-modal travel such as public transit, pedestrian and bicycle movement.

The Town and developers should work together to ensure that highway access points do not result in multiple and unsafe access or compromise the adequacy of rights-of-way. Development plans should consider the use of service roads for multiple business developments, especially along Route 4.

#### **D. GRAVEL & PAVING PROGRAM**

A program for reconstruction and paving of existing gravel surface roads exists. The priorities and budget for the program are reviewed annually by the Selectboard.

#### **E. ROADSIDE/HIGHWAY BEAUTY**

The overall beautification of all of the roadways within the Town limits and properties adjoining Town roadways relative to visual impact through creative landscaping and natural screening is essential for the continued visual beauty of the area. Special attention should be given to creative landscaping, natural screening, innovative signs and outdoor lighting, and the attractive application of colors, materials and textures. Storage areas, mechanical equipment, dumpsters and other visually unappealing objects should be screened from the view of roadways as well as from adjacent property. Beautification of the actual roadway and adjoining properties through landscaping and natural screening consistent with the "Objectives for Development" and "Scenic and

Historic Features" sections of the Town Plan is desired.

## **F. PUBLIC TRANSPORTATION**

A comprehensive public transportation system could help to maintain the Town's continued economic vitality. Both residents and visitors alike would benefit from a reduced dependence on automobiles, today and in the foreseeable future, by developing public transportation into the Rutland and Woodstock areas, other surrounding communities and throughout the Town.

Develop a coordinated effort with the Rutland Regional Planning Commission, The Vermont Agency of Transportation, the Rutland Region Chamber of Commerce and surrounding communities to support a viable regional airport, public bus system and passenger rail service through the region.

The Town and area businesses should continue to work with the Marble Valley Transit District (The Bus) to develop and expand bus routes to serve the Town and the region. Many people rely on the bus to provide transportation to and from the Town for employment opportunities.

It is anticipated that development may affect traffic accessing the area to the extent that it may be necessary to expand public transportation to service the new development. Any plan for development which will greatly increase traffic should include plans to adequately deal with the increase in traffic. Such plans should consider, at a minimum, alternative means of public transportation and increased use of pedestrian walkways.

One of the primary goals of development within a PUD is to promote compact development patterns. Compact development lessens the reliance on the automobile as the primary means of transportation for those visiting and working at a new PUD. Additional forms of public transportation should be considered including buses, and pedestrian and bicycle paths. Solutions should address the issues of traffic performance, pollution, safety and convenient access to all sections of the Town and the region.

## **G. PEDESTRIAN MOVEMENT**

The Town is in the process of constructing a pedestrian walkway along the Killington Road. To date the walkway extends from the Glazebrook commercial building to Schoolhouse Road. The section from Schoolhouse Road to West Hill Road has been designed and will be built in 2015.

The Town has hired a consultant to study the feasibility of constructing an approximately 3000 foot long, eight foot wide paved and lighted walkway to connect the southern terminus of the existing Killington Road walkway with the proposed Killington Village core. The study will allow the Town to consider the best locations to develop the walkway. Public walkways should be uniform in design including adequate lighting, signage and design elements.

An additional challenge is creating safe pedestrian crossing areas on Killington Road not only in the study area, but along the length of Killington Road. The Town should consider a number of locations and options for pedestrian crossings. Some of the challenges in locating safe pedestrian crossings concern the need to slow traffic on Killington Road, provide adequate sightlines for both pedestrians and approaching traffic and create a safe crossing zones.

Areas that are primary pedestrian corridors as well as pedestrian drop-off points should be designed so that it is clear that vehicles are subordinate to pedestrians. Design and signage should suggest that cars are intruders in any primary pedestrian space. In order to clearly define pedestrian paths the paths should be paved and signed in a consistent manner with variations in paving patterns to help define transitions and indicate the predominate traffic flow.

There currently is no pedestrian connection between the SV II District, the Ski Village District – Killington Basin Section and the Killington Road pedestrian walkway. With the proposed development of the SVII District, well planned pedestrian movement will be necessary to successfully reduce the reliance on the automobile. Therefore, any plan for development in the SVII area should include a plan for safe and efficient pedestrian movement. New pedestrian walkways which connect to the existing Killington Road walkway should be compatible in design with the existing walkway.

## **H. PARKING**

Parking should be sufficient to meet demand; all development should be able to meet the parking demand they generate with on-site parking.

Parking should have a strong relationship to the primary destination and should relate to pedestrian circulation and desired points of access to the use being served by the parking facility. However, parking should not use prime development sites and does not have to be immediately adjacent but should be within reasonable proximity to the use being served.

In order to maximize the use of a potential development site, it may be necessary to

develop parking which is not in reasonable proximity to the use being served through development of remote parking facilities. Remote parking may be used if a development plan includes drop-off/pick-up points located close to the development, convenient shuttle service or if the remote parking is used for employee or valet parking. Parking facilities should be well lighted, screened and landscaped with adequate directional signage to direct vehicles and pedestrians to and from the parking facility.

In order to minimize the impact of charter or other bus noise and emissions on development, especially residential/lodging uses, it may be necessary to create bus parking areas away from those uses.

Parking lot design should consider the need to be designed to be aesthetically pleasing, have proper drainage, have sufficient room for snow storage and should have proper sightlines for entering and exiting on to the adjacent roadway. Parking lot design should consider low impact development strategies that use natural elements and processes to manage stormwater. Such strategies might include vegetated swales to allow for the infiltration of stormwater and to allow for the conveyance of stormwater to designated drainage areas.

Where appropriate, parking lots should have landscaped islands which can be used to break up the apparent expanse of the lots. The islands should contain shade trees and low maintenance type grasses or ground covers which can withstand the impact of plowed snow and salt.

Parking lots should be designed to allow for good site circulation to ensure both vehicular and pedestrian safety. Where appropriate there should be shared parking lots to reduce parking lot coverage and curb cuts. Such design will help to encourage clustering and promote improved pedestrian access to area businesses.

## **VI. UTILITY AND FACILITY PLAN**

Provision of adequate public utilities and facilities is required for an improved living environment. They can serve as positive reinforcements to the physical, economic and social structure of a community. As presented here, the section on utilities consists of a review of sewage treatment, water supply, solid waste disposal and recycling and public utility lines. The facility section deals with education, the Library, fire and police protection, emergency and medical services and proposed projects to help create a year-round resort destination area in the Town. Roads and recreational facilities are discussed in other sections of this Plan.

Through proper planning, utilities and services should keep pace with growth and development in the Town. Any expansion of infrastructure should be made within the

framework of good planning and orderly development.

## **A. UTILITIES**

### **1. SEWAGE TREATMENT**

The Town is serviced by several large capacity sewage treatment facilities. Most of the Killington Road Commercial District and adjacent residential areas are serviced by the Sherburne Fire District #1. The Alpine Pipeline services Pico, expanded development in the Killington Basin, other sections west of the Sherburne Pass, the Route 4 Commercial District and parts of lower Killington Road. Killington Resort and existing development in the Ski Village District – Killington Basin Section are serviced by two systems operated by Killington Resort, while the Sunrise condominiums and the Topridge development are serviced by their own treatment facility. The remainder of the sewage treatment and disposal in Town is primarily carried out by individual on-site systems. Interpretations of soils provided by the Soil Conservation Service indicate that the majority of the Town is covered with soils that have severe limitations for on-site sewage systems. Therefore, the use of leaching systems is difficult.

In 1997 Killington, Ltd. entered into a contract to purchase approximately 600,000 gallons per day of wastewater disposal capacity from Rutland City. Killington, Ltd. constructed a pipeline from the Killington Resort treatment plant to the Alpine Pipeline to serve the Grand Hotel as well as proposed new development within the Killington Basin area.

An extension of the Alpine Pipeline was constructed on the east side of the Sherburne Pass. The extension serves existing businesses and residential development from the top of the Pass to just easterly of the Route 4/Killington Road intersection. Additionally, the new line serves existing and proposed development along Killington Road to approximately Merrill Drive. The primary purpose of the pipeline extension is to serve existing businesses and residents which have relied on in-ground sewage disposal.

The pipeline was not extended to the north side of Route 4 because much of the undeveloped land is owned by the United States Department of Agriculture Forest Service as part of the Green Mountain National Forest and also serves as Long/Appalachian Trail protection. Additionally, much of Route 4 from the top of Sherburne Pass to the Route 4 Commercial District has limited access capability due to steep grades and limited sight lines. Therefore, it is not anticipated that the pipeline extension will generate excess growth.

### **2. WATER SUPPLY**



There presently exists no municipal water system in the Town. Most residential and commercial dwellings maintain individual wells whose ground water supply is primarily from bedrock aquifers. The Management and Engineering Division of the Vermont Department of Water Resources in Montpelier has indicated that the median depth of the wells in the Town is 190 feet. The shallowest well of record is 22 feet and the deepest, 722 feet. Yields range from a low of a gallon per minute to 75 gallons per minute. There currently are no water systems of record which fall under the regulations of the Vermont Public Service Board.

With expanded development of the Killington Basin the Town and the development community should consider the need for a municipal type water storage and distribution system to serve new development as well as existing development along and adjacent to Killington Road. SPLC currently has wells with large capacity in the Sherburne Valley District, generally located behind the Pasta Pot Restaurant. There are indications that this water supply may be adequate to serve the needs of the Killington Resort expansion, development of the SVII and existing development without harming the existing aquifer.

In 2011 the Town hired Aldrich-Elliott Engineers to conduct a study of the water needs in the Killington Basin area. The study had the following goals:

1. To assess the water needs of public, commercial and residential properties within the Killington Road area.
2. To provide reasonable options and cost estimates for long term, effective solutions to meet those needs.

The study concluded that continued growth in the Killington Basin area may eventually lead to competition for sustainable quantities of groundwater and that sustainable usage and protection of groundwater resources in the area could perhaps be better accomplished through an actively managed municipal source of supply.

### **3. SOLID WASTE DISPOSAL AND RECYCLING**

Solid waste disposal service is currently provided by private contractors, although the Town does provide a collection site adjacent to the Town Garage for residential use, bulky items and recycling.

Currently, recycling containers are provided at the transfer station for newspaper, certain glass items, metal cans, clear plastic and cardboard. There is a charge for bulky

metal and non-metal items. There is currently a program to actively encourage the responsible disposal of electronic waste.

The Town should work closely with the Rutland County Solid Waste District, of which it is a member, as well as with communities in the Rutland Region and the Rutland Regional Planning Commission in developing solid waste and recycling alternatives.

#### **4. PUBLIC UTILITY LINES**

Reliable electric service is essential for the future well-being of the community. Central Vermont Public Service (“CVPS”) built a new sub-station in the Killington Basin which will help to assure adequate electricity for the region. Since that time CVPS has been sold to Green Mountain Power (“GMP”) which has indicated that they will continue to work to meet the demands of the Town.

All large development projects that are reviewed under the Act 250 process require an Ability to Serve letter from GMP. During the local Site Plan Review and PUD review hearings the Commission requires the applicant to provide the plan and required State permits for water, wastewater and other utilities for the project.

#### **5. ENERGY**

Notwithstanding any other provisions of this plan, but subject to such appropriate general and specific standards as may be specifically prescribed for such uses, windmills, water generators, solar energy collectors and other energy producing facilities should be permitted uses in any district. Structures should not be built that would overshadow adjoining property owners' lots or existing structures in a way that could prohibit or restrict their use of solar energy collectors.

Such energy production facilities should fit the context in which they will be located. Consideration should be given to the compatibility of the project's design with the surrounding environment and the impact on locations from which the facility can be viewed. Facilities should be designed to mitigate negative impacts on the immediate environment. Design elements and appropriate site placement should be incorporated which minimize the negative impact the facility will have on scenic views.

Killington Resort is the largest energy consumer in the Town. However, over the years they have been leaders in innovative energy conservation measures. Killington Resort was awarded the Vermont Ski Areas Association 2014 Green Mountain Award for Environmental Excellence as the greenest overall resort in Vermont.

The Town Zoning Administrator discusses energy efficiency and makes available State energy code requirements to applicants for new construction. The Town encourages compliance with the 2011 Vermont Residential Building Energy Standards (“RBES”) and distributes the RBES certificate with all residential Zoning Permit applications. The Town strives to maintain all municipal facilities energy efficient.

When permitted by State Statutes the Town actively participates in the siting of renewable energy projects.

## **B. FACILITIES**

On a comparative basis, the Town provides a wide range of community facilities. They include an elementary school, town office, fire and police protection, emergency medical services, a library, town garage and transfer station recreation fields, swimming pool and a golf course. All public facilities should be sited so as to enhance and encourage an efficient pattern of growth.

Many of the Town’s municipal facilities are located on River Road. These facilities include the Town offices, garage, library, transfer station and recreation facilities. As the need for Town services increases there may be a need to re-locate some of the facilities. For example the Town is currently conducting a study to locate the fire station on a larger piece of land to accommodate the growing responsibilities and needs of the fire department. The study will also consider the possibility of locating police services and the town offices on the same piece of land. If such a facility were to be located on Killington Road, this would enhance the concept of Smart Growth as these facilities would be better accessible to the most densely built residential section in the Town, integrated into the heart of the commercial district and in addition to vehicle access the site could be accessed by public transportation and pedestrian walkways.

### **1. EDUCATION**

The Sherburne Elementary School opened its doors in 1971 to house 84 students. The town provided a one-story, steel framed, K-6 elementary school located in a cul-de-sac at the southern end of Schoolhouse Road.

Classrooms are bright with abundant natural light and ventilation. All classrooms open to the outdoors. The facility can accommodate up to 153 students in a flexible physical plant. The original “open classroom” concept was replaced with a more traditional separate classroom setting when partitions were installed in 1980.

A playground structure, Kids’ Kingdom, built in 1988/89 by students, parents, and

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community members, has several slides, tunnels, obstacles and climbing apparatus. A soccer field and nature trail are located on the south side of the school property. A traditional “sugar house” on the island adjacent to the playground is used annually to produce maple syrup as part of the fourth grade curriculum.

Renovations in 1995 provided a full size gymnasium and stage, a larger library, a resource room, and a math/science/technology room.

The former “art room” space in the original design was converted to a private prekindergarten room. The math/science/technology room was converted to a “specials” room for weekly art, music, and language classes.

For the first 20 years, enrollment averaged in the low 80s, dipping as low as 64 in 1985-86 and climbing to slightly over 100 from 1978 - 80. Highest enrollment figures were experienced from 1993 to 1998 when yearly enrollment averaged 125. From 1998 to 2002, there was a steady decline in enrollment. From 2003 to 2013, enrollment fluctuated, averaging about 78 students per year. The 2014-15 enrollment spiked to 97 students including 49 tuition students from other towns.

The name of the school was changed to Killington Elementary School, effective July 1, 2011.

The Killington School District is a member of the Windsor Central Supervisory Union with students in grades 7 through 12 attending Woodstock Union Middle and High School. The Town of Killington sends students to Woodstock Union Middle and High School each year.

The Town hosts the Green Mountain College’s Resort Hospitality Management Program. The program is located in a converted lodge on Killington Road which provides class space and student living facilities. The School offers an innovative program which allows students to earn a B.S. degree in three years. The program allows students to learn directly from Killington Resort staff and management to develop practical skills required to succeed in the hospitality business.

Killington Mountain School (“KMS”) is also located in a converted lodge on Killington Road. KMS combines college-preparatory academics with world-class athletic training. The approximately 70 students are primarily from the east coast but KMS also attracts students from around the world. KMS is a fully approved Vermont independent school serving grades 6-12 with additional offerings for post graduate student-athletes.

In addition to the Green Mountain College program there are a number of higher

educational opportunities available to Killington residents. The college of St Joseph's and the Community college of Vermont in Rutland, Castleton State College and Vermont Technical School in Randolph are all a short drive from the Town.

## **2. LIBRARY**

The Sherburne Memorial Library ("SML") continues to grow and thrive with our local community. The collection of over twenty-two thousand items includes a current and significant print collection, a very popular DVD collection, books and music on audio CD, disc free audio on mp3, and a variety of e-book and e-audio from both the local collection and the state through One Click Digital services. SML also has access to over five hundred free on-line continuing education classes, research tools, including professional journals, and an ever expanding collection of Vermont publications as well as large print.

The library offers access to the Internet for the local community and tourists with free access to email and other programs. Patrons are also able to connect to the wireless access from anywhere on the property after the library is closed. SML has nine desk top computer stations available for public use and two designated specifically for children. There are also two laptops and four tablets available for use within the library. The library has an active friends group which supports both our adult and children's programming throughout the year. SML offers book discussions, film series, lectures, craft programs for adults, author visits, story times and a hugely successful summer reading program for children and young adults which will expand to cover adults in 2015. The library works cooperatively with various groups in the community to provide quality programming both on and off site. SML will continue to work with the town's Recreation Department to provide a summer concert series that takes advantage of the library's back lawn and beautiful venue.

In the years to come SML hopes to be able to continue to expand services and offer opportunities for the community to gather and celebrate all Killington has to offer. The Sherburne Memorial Library is a Town Department governed by an elected Board of Trustees.

## **3. FIRE PROTECTION**

It should be noted that the Town changed its name in 1999 to the Town of Killington but the Fire Department's name remains the Sherburne Volunteer Fire Department inc. ("SVFD"), dba Killington Fire & Rescue.

The Town currently contracts with the SVFD for the delivery of fire and emergency

medical first response services within the Town. The contract term generally runs for three years. SVFD is a volunteer, not-for-profit organization.

SVFD is comprised of one Fire Chief, two Deputy Chiefs, two Captains, two Lieutenants, firefighters, firefighter/emergency medical technician, and firefighter/emergency care attendant. (There is also the corporation side of the Department made up of a President, Vice President, Secretary, and Treasurer.) Department personnel consist of active firefighters with varying firefighting expertise obtained through attendance at weekly training sessions and State and County fire schools. Emergency medical members also receive training both at the station and State and County schools. The SVFD sponsors a prevention program with the Sherburne Elementary School during Fire Prevention Week. The SVFD is an active member of both the Rutland County and Connecticut Valley Mutual Aid Systems.

The Town is largely rural however the Town is host to one of the largest ski resorts in the eastern United States. This has resulted in an expansion of condominiums, second homes, hotels and lodges, restaurants, retail stores and other commercial infrastructure. As a result the SVFD faces a number of challenges in dealing with these developments including the following:

- Many of the residences are condominium complexes located in the woods, some distance from the main roads.
- Many of the units are occupied only seasonally by renters and owners who are not familiar with their exact location. As a result many people who call for help do not have knowledge of their exact location.
- There is not always a convenient source of water for fire fighting. The SVFD often uses a tanker truck to shuttle water to the scene of a fire.

The SVFD in September of 2004 finished with the ISO rating inspection for the Town. The last ISO inspection was completed in 1987. The Town's ISO rating will drop from 7/9 to at least a 5/8B therefore lowering insurance rates in the Town. One thing that has been pointed out during the inspection is the minimal numbers of personnel that respond at times. The number of calls that the department is responding to has increased to a level approaching the limits of the membership. As the Town continues to grow, the Town should carefully review the options available to the Town for fire protection. Given the variety of fire departments throughout the state, the Selectboard, Commission and Sherburne Volunteer Fire Department should work together to come up with a solution that is best for the residents and visitors to the Town.

The ISO inspection noted the second fire station located on River Road is an important building for the town rating. The inspectors also pointed out that a third station on or near Sunrise Development would be of value. SVFD has been working with the Vermont

Rural Task force in the development of the water resources for the present and future.

The SVFD should continue to work with the Killington Resort and their fire brigade to assist the SVFD in providing needed personnel.

Under the water supply section the Plan discusses adding a municipal type water system. If such a system is added, the Town should consider adding fire hydrants. The addition of fire hydrants would greatly increase the ability of the SVFD to quickly get fires under control without waiting for backup water supplies to be pumped to the site.

The Town is currently discussing the need for a new fire station. The current facility has become outdated, unsafe, non-code compliant, not energy efficient, undersized and in need of numerous repairs. The Town has formed a committee and commissioned a report to outline the condition of the current facility to determine if it can meet the needs of the Town. The committee and report will look at the feasibility of several options to improve the facility including renovation, an addition or new construction on the existing site. The project will also investigate alternate sites to determine if the facility would better serve the needs of the department and the Town on a new site.

#### **4. POLICE PROTECTION**

In 2013 the Town transitioned from a Constable Department to a Police Department. As the Town has developed, there has been an increased demand for full-time professional police services. The Killington Police Department, staffed with two full time police officers, is responsible for over 54 miles of roads, 3,171 tax accounts and up to 20,000 people on a busy ski weekend.

The Police Department employs a community oriented style of policing. This is a joint venture that brings together the police and the community in an attempt to solve neighborhood problems, quality of life issues and prevent crime. Resort policing also requires a unique perspective, understanding and philosophy, relying heavily on community oriented policing techniques and a focus on customer service.

The Killington police interact with the Vermont State Police, police departments of other Vermont municipalities and other law enforcement agencies to foster co-operation in the provision of police services.

#### **5. EMERGENCY AND MEDICAL SERVICES**

Emergency facilities in the Town are limited but have expanded in recent years. The Sherburne Volunteer Fire Department has instituted a First Response unit to provide initial treatment and quick response time. The area is also served by the Rutland

Regional Ambulance Service of which the Town is a member. In addition, during the winter months, personnel with first aid training comprise the Skiing Services Department at Killington Resort and the Ski Patrol at Pico Mountain. The Killington Mountain Medical Clinic is also operated during the skiing season.

Generally, medical needs for the residents of the Town are served by facilities within the Rutland area which includes the Rutland Regional Medical Center. Many Town residents also use the Dartmouth-Hitchcock medical facility in Lebanon New Hampshire and the University of Vermont Medical Center in Burlington. All of the medical centers provide surgical and convalescent care. In Killington, the Killington Medical Clinic, located near Ramshead Base Lodge, specializes in sports medicine, while the Visiting Nurse Association of Woodstock and Rutland provides home visits and health supervision. Other services available to Town residents include the Alcohol Rehabilitation Board, Rutland Department of Social Welfare, Rutland Mental Health Service, Public Health Nurses of Randolph and the Vermont Association for Crippled Children.

In 2014 Killington Search and Rescue was formed to help meet the increased demand to find people lost in the back country both in the winter and summer. A core group of competent people who are familiar with working off trail received additional search and rescue training to meet state guidelines. The team's enthusiasm and strong leadership have made them an asset to the community.

## **C. PROPOSED FACILITIES**

As the Town expands into a four season resort area, there are several proposals and options which the Town should consider as we plan for the future.

### **1. PUBLIC ASSEMBLY FACILITIES**

There was discussion among various civic and business groups in the Town concerning the need for a public assembly facility. However, no clear consensus has emerged as to the exact type or location of facility that would best serve the needs of the Town. Some of the ideas include a civic/conference facility which would allow the Town to expand as a four season resort area.

The library has been designed with a program/meeting room, kitchen and restrooms. The facility has been used extensively for community groups to hold meetings and other special events. The library also hosts a summer music series sponsored by the recreation department. These summer evening concerts have become very popular and are well attended.



The lower level of the Town Office has a meeting room for use by Town Boards and Commissions. The meeting room is also used by other civic groups such as the Sherburne Women's Club for candidate debates and the U.S. Census Bureau for training seminars.

## **VII. RECREATION AND CULTURAL DEVELOPMENT**

The Cultural Development and Recreation Plan is based on the growing need to coordinate and promote the many cultural and recreational activities which have become a part of the Town. This is seen as a way to enrich the lives of the full time residents as well as to make the Town attractive as a year-round recreational center. Because of the Town's dependence on tourism and recreation, the support of cultural and recreational activities is seen as a way to promote the Town as a four-season resort destination.

### **A. RECREATION**

The natural environment of the Green Mountains is perhaps the Town's greatest economic and recreational asset. It provides open space and the setting for a multitude of recreational activities which attract visitors throughout the year. In addition to the Killington Resort and Pico Mountain the Town has embarked on an ambitious recreation plan to enhance recreational opportunities. The Town has created an extensive mountain bike trail system, walking trails and a kayak water trail.

#### **a. ALPINE SKIING**

The Town is home to two alpine ski resorts, Killington Resort, which is rated as one of the top ski resorts in the country, and Pico Mountain with a reputation for fine family skiing. Both ski resorts are owned by Killington/Pico Ski Resort Partners LLC.

#### **b. HERBERT I. JOHNSON RECREATION AREA**

This is a multi-purpose recreational facility located on River Road, next to the Town Offices. The area includes an outdoor swimming pool, tennis and basketball courts, picnic area and shelter, playground equipment and baseball and soccer fields.

#### **c. SHERBURNE ELEMENTARY SCHOOL**

With the aid of the Vermont Youth Conservation Corps, the school was able to build a nature trail which was completed in 1990. Through a community led effort, the school also built "Kids' Kingdom" which is a multi-functional outdoor playground structure.

d. CROSS COUNTRY SKIING

In addition to Mountain Meadows, the Town has many acres of state land and forest reserve areas, which offer many miles of cross country skiing.

e. HIKING

Both the Long Trail and the Appalachian Trail travel through the Town offering both the novice and the experienced hiker an unsurpassed hiking opportunity.

f. PRIVATE FACILITIES

Most of the large lodging facilities, in addition to the ski areas, offer swimming, tennis and exercise rooms.

g. GOLF; There are two public golf courses within the Town:

Green Mountain National Golf Course ("GMNGC") is an 18 hole championship designed course. GMNGC is the first and only municipally owned and operated 18 hole golf course in Vermont. GMNGC has won many awards as one of the best golf courses in New England.

The Killington Resort Golf Course is an 18 hole championship quality facility located in the Killington Resort basin area.

h. ZIP LINES and MOUNTAIN COASTER

In the summer of 2015 Killington Resort constructed zip lines, a mountain coaster ride and other amusements at the base of Snowshed slope.

i. YEAR-ROUND ACTIVITIES

With the many streams, the Ottauquechee River, Colton and Kent ponds and the hundreds of acres of woodlands and mountains, the Town offers a full array of outdoor activities including fishing, hunting, camping, and hiking, mountain biking and boating.

Because so much of the Town's recreational capacity depends on open space, streams, ponds and woodlands, planning should be done in such a way so as to preserve these spaces.

The Town should consider the need for an indoor multi-purpose recreation/civic center and other municipally developed recreational facilities, such as but not limited to a bike, skateboard park and an ice rink.

The Town should continue to encourage events such as festivals, concerts, golf tournaments, and other sporting and cultural events in order to further develop as a year-round destination community.

## **B. CULTURAL DEVELOPMENT**

Over the years, the Town and several local businesses and civic groups have taken the lead in promoting cultural events in the Town. These include the annual Killington Music Festival, the Killington Arts Guild, Cooler in the Mountains concert series, the library concert series and local businesses that feature art such as Liquid Art and the Art Garage.

## **VIII. EMPLOYMENT AND HOUSING**

### **1. EMPLOYMENT**

According to the 2010 census there are 811 full time residents in Killington. 2012 US Census data shows there are 139 businesses in the Town which employ 2,530 people making Killington the third largest employment center in Rutland County. The median household income in the Town is \$64,712. Due to the seasonal nature of the ski industry, many employment opportunities are only seasonal. Many of the seasonal ski employees are employed in the summer at the two local golf courses and will also have increased summer employment opportunities as the Town and the Ski Resort increase their summer activities.

The Town and ski resort are actively trending toward creating a four-season resort community. The Town has created the Economic, Development and Tourism Department to help promote a strong local economy with diverse and sustainable employment opportunities. The Resort has added many summer activities such as mountain biking and has developed mountain rides such as zip lines and a mountain coaster. These projects will allow seasonal employees to be employed year-round.

The Zoning Bylaws and Planning Commission support the creation and sustainability of jobs by:

- Having reasonable standards to allow for home occupations/businesses
- By allowing diverse commercial uses clustered in the Commercial and Business districts thus limiting sprawl

- By supporting transportation alternatives through site plan and PUD reviews
- By working with developers to allow good development which will increase employment opportunities.

The Town cooperates with neighboring towns, the Rutland Regional Planning Commission, Economic Development groups and the State Tourism Commission to plan for and create jobs in the region.

## **2. HOUSING**

According to the 2010 census report there are 2,613 total housing units in Killington with 388 units occupied year-round. Of the 388 year-round occupied units, 274 are owner-occupied units and 114 are renter-occupied units. The remaining 2,221 units are seasonal rental units, or used seasonally by the owner. The median home value is \$218,182.

Killington Zoning Bylaws permit one and two family dwellings and manufactured housing in all zoning districts with the exception of the PD District. Land located in the PD District is generally recreational land owned by the State of Vermont or the United States Government.

Most of the zoning districts allow increased density for dwellings, including multi-family dwelling units, reviewed and approved under PUD regulations. The Zoning Bylaws allow for accessory dwelling units which are appurtenant to an owner occupied one family dwelling unit as defined in 24 VSA §4412(1)(E).

Single and two family dwelling unit zoning permits have declined over the past several years. From 2009 through 2014 the Town issued 28 one and two family zoning permits. Contrasted to 2005 when 26 such permits were issued for that year alone. This decrease in permits is also reflected in the decline in population from 1098 people in 2000 to 811 people in 2010.

Planned Unit Development allows for increased density in all zoning districts where residential uses are permitted. PUD encourages clustering reduces the development costs by sharing water resources, septic and reducing the amount of required roadway. These savings can be passed on to potential buyers.

In working toward achieving the goals as set forth in the Vermont Planning and Development Act, the Town recognizes the need for affordable housing for all income groups. This chapter will explore the constraints placed on providing affordable housing in the Town, and offer, through planning recommendations, several possible methods in

which to deal with these constraints.

The Town faces several obstacles in providing affordable housing. There is limited municipal sewage capacity both in terms of geographical area served, and the amount of sewage that can be treated and discharged.

Much of the Town contains soils that are dense or hardpan which makes on-site sewage systems inefficient and subject to a high failure rate. Septic systems require large amounts of land and must provide adequate isolation zones from surrounding wells adding to the need for large residential lots. In addition, steep slopes and thin layers of top soil make much of the Town unbuildable.

The Town should encourage agreements between the development community and local affordable housing organizations to help provide affordable housing for employees of local businesses.

The Town should consider establishing a housing task force to collect information on current techniques for addressing affordable housing needs in the region. The task force should then turn this information into a program by which the Town may work toward providing affordable housing.

The task force may also create a Town of Killington housing inventory tracking program which would keep track of affordable housing opportunities in the Town and also act as a liaison between the State and Federal Government to coordinate and locate sources of housing money (grants or low interest loan programs).

The Town may establish a system in which density bonuses are granted to developers in exchange for the creation of affordable housing.

The Town may consider giving a density bonus to developers who use a portion of their sewer capacity to build affordable housing.

If the Growth Center concept is adopted and built, it should provide for a mix of housing to accommodate affordable housing.

As a resort area it is essential that we have qualified workers who will add to the enjoyment and pleasure of visitors helping to cause their return to our area. Due to the cyclical shortage of labor and the seasonal demand for such, the Town should encourage new businesses and projects to participate in programs that provide affordable housing. While it is desirable to have affordable housing located within or close to the Town, eligible employees should also be given an opportunity to choose

where they prefer to live and raise their families.

There are a number of lodging facilities and rental houses which offer their units to low income and seasonal workers.

## **IX ECONOMIC DEVELOPMENT PLAN**

The Killington Selectboard adopted a strategic plan to help them focus on what kind of community we want to be and how to accomplish that vision. The economy of the Town is closely tied to the Ski Resort and it is in the best interests of the Town to compliment the economic engine that is the Ski Resort.

The Strategic Plan states four basic goals to achieve this:

1. Maintain fiscal strength and low municipal taxes
2. Provide dependable and efficient services
3. Increase tourism, year round employment and support the growth of our tourism based economy
4. Maintain strong educational and cultural institutions to enhance quality of life and help attract new full time residents

The Town can accomplish the above goals by helping to increase tourism and year-round employment and maintain a reliable infrastructure and efficiently deliver municipal services. Department budgets should be closely monitored to remain efficient.

The Town should also consider plans that have been developed through consultant recommendations including improvements to the Route 4 Killington Gateway Plan, the Killington Road Commercial Design Review Guidelines and the Wayfinding Plan.

The Town should continue to apply for grants that will allow for the development of a strong infrastructure such as the construction of sidewalks and improved culverts and roads. These activities improve the Town for residents and visitors alike.

The Town should continue to support the efforts of the Economic Development and Tourism Department in their efforts to promote the Town through activities such as concerts and sporting events that strengthen the tourism economy.

The Town should continue to support activities such as mountain biking, the kayak trail and hiking/walking trails. The town should support policies that will keep Green Mountain National Golf Course economically viable without hurting the quality of the golfing experience.

In 2008 the Vermont Council on Rural Development held a town meeting that was

attended by over 200 residents and Town officials. At the meeting the attendees established four main priorities listed below to move the Town forward.

1. Build a Killington Town/Mountain Partnership
2. Expand four season events
3. Create a comprehensive marketing/healthy recreation brand
4. Build an indoor/outdoor arts center

To date the Town is working on or has accomplished the above goals. An arts center has been created through collaboration with the Killington Arts Guild and private business people resulting in the establishment of an art gallery at Base Camp Outfitters. Through the efforts of the Town, the resort, the business community and the many commissions, boards and volunteers the above goals are being achieved.

## **X. ENERGY PLAN**

Vermont Statutes require municipalities to include an energy plan in the Town Plan. Such a plan is intended to promote the efficient and economic use of energy. Good energy planning and implementation results in positive environmental and economic returns to the community. The Town recently replaced the old inefficient boiler in the Town Office building with a new energy efficient boiler.

The Town can derive certain economic benefits from allowing the installation and operation of renewable energy facilities or equipment. These benefits include local jobs, tax revenues, and reduced energy expense for residents. The less money spent on energy uses by residents the more money there will be available to spend locally.

The Town should encourage a permitting process which allows for development of renewable energy facilities. However, during the review process consideration should be given to the effect alternative energy sources might have on neighbors. For example, improperly sited and constructed wood furnaces might degrade air quality for neighbors. Windmills might have a negative impact on views.

Permitting should allow and encourage siting of energy efficient facilities that can be cost effective. The Town should assist in the proper siting of windmills, solar panels and other energy efficient uses by including incentives under site plan review and PUD review.

The Town should encourage the use of good planning to conserve and reduce energy needs. Zoning and development reviews should help guide developers to use energy efficient development methods using the most current energy efficient standards.

Conservation of energy resources lessens demand for new energy producing resources to be constructed. The Town should lead the way by conducting energy audits on all municipal facilities and take appropriate steps to become energy efficient.

The Town recognizes that one town cannot have a significant impact on national or even state supply and demand. However, the Town can take steps to reduce demand and give incentives for energy conservation.

Because energy has historically been produced outside of Town and transmitted into Town the primary aesthetic concerns have been transmission lines and utility infrastructure. With more interest in wind power and solar power it will become more important to have standards for the siting and construction of these facilities.

Goals; Minimize air pollution, reduce energy costs, reduce reliance on fossil fuel sources. The Town should determine best locations for energy producing uses.

### **Transportation and Energy**

Effective land use planning should promote energy efficiency by encouraging high density mixed use development where appropriate. High density development decreases scattered development and helps promote other forms of transportation besides car travel. Compact development better allows for the use of walkways and bike paths and increased use of public transportation. Use of home occupations, expanded walking and bike paths, reliable public transportation and efficient parking strategies make it easier to use alternative means of transportation.

## **XI. HOME CHILD CARE FACILITIES**

State enabling legislation for zoning requires town bylaws to treat the care of up to eight children on a full time basis within a single family dwelling as a permitted use of the dwelling. However, towns are permitted to require site plan review for child care facilities that care for more than eight full time and four part time children.

The Town Zoning Bylaws allow day care centers as permitted uses in the residential and commercial districts. Day care centers can also be approved as home occupations, through site plan review, in all of the zoning districts in the Town.

The Town should continue to support day care centers through zoning and home occupation approvals to be consistent with state law.



Currently there are three licensed daycare facilities in Killington. One is a preschool program operated through KES and the other two are seasonal day care facilities operated by Killington/Pico Ski Resort Partners, one at Killington Resort and one at Pico Mountain.

## **XII. Emergency Plans**

The Federal Government through the Emergency Relief and Assistance Fund has instituted new rules for towns to qualify for the maximum relief in the case of a federally declared disaster. The new rules require towns to adopt four basic measures to maintain the full state share for FEMA public Assistance Grants.

The four basic measures are:

- Adopt the Agency of Transportation Town Road and Bridge Standards;
- Adopt a local Emergency Operations Plan;
- Adopt a local Hazard Mitigation Plan; and
- Adopt or take steps towards adoption of a flood hazard bylaw adequate enough to secure participation in the National Flood Insurance Program (NFIP).

1. The Killington Selectboard adopted the required Town Road and Bridge Standards on March 12, 2013. In addition to being one of the requirements to receive maximum relief during a federally declared emergency it also makes the Town eligible for increased funding from the local road program.

The Town has completed a culvert inventory program since Tropical Storm Irene and has replaced undersized Town culverts with culverts capable of withstanding a 50 year storm event. The culvert maintenance program will help protect Town infrastructure from future storm damage.

2. Vermont Local Emergency Operations Plan:

The Town adopted an Emergency Operations Plan on May 6, 2014. The plan is required to be updated and readopted annually. The plan establishes an Incident Command Structure (ICS). The command structure identifies local resources to be used in the event of an emergency. It is required that this plan be reviewed and adopted by the Town annually.

The Plan identifies seven planning tasks to be accomplished in the case of an emergency.

- Task one creates a High Risk Population List such as schools and the Vermont Achievement Center and identifies where each high risk population is located.
- Task two lists major high hazard and or vulnerable sites. This list primarily includes major bridges in low lying areas.
- Task three identifies the Fire Station on Killington Road and the Town Office on River Road as emergency operations centers.
- Task four identifies agencies and Town Departments responsible for different areas of local support.
- Task five identifies who will likely be the lead for each type of emergency.
- Task six identifies emergency relief shelters and:
- Task seven identifies the physical resources such as firefighting equipment, road equipment and other resources which can be used in an emergency situation.

### 3. Local Hazard Mitigation Plan:

The Local Hazard Mitigation Plan (“LHMP”) identifies known flood hazard issues in the Town and allows the Town to seek FEMA Hazard Mitigation Assistance funds to reduce current flood risk levels. The LHMP is currently under review by FEMA and will be adopted upon FEMA approval.

This plan focuses on five high risk hazards in Killington and describes plans and resources for effectively dealing with each potential hazard. The five high risk hazards identified in the plan are:

- Flood, fluvial erosion and ice jams;
- Hazardous materials passing through the community on the major highways which intersect the town;
- Highway accidents;
- Severe thunderstorms;
- Winter storms, ice storms and power outages. In addition the plan identifies less likely risks such as aircraft crashes, earthquakes and terrorism.

The plan identifies a mitigation strategy to deal with each type of disaster in an orderly and efficient manner. The goal of the plan is to be prepared for an emergency, respond quickly and efficiently and aid in a rapid recovery.

### 4. Flood Resilience Plan:

Killington is one of the few towns in Vermont that has not been mapped for NFIP and therefore has not been qualified to participate in NFIP but has still been able to be

reimbursed for the full share of emergency relief funds for a federally declared disaster. The Emergency Relief Assistance Fund (ERAF) is a State program which provides assistance grants through FEMA has implemented new rules which require towns to implement Flood Hazard Regulations. Even though Killington has not been mapped the State of Vermont has mapped river corridors and identified special flood hazard areas. Killington can use the State provided maps as a basis for delineating the hazard areas in town and therefore qualify for the full reimbursement rate.

This LHMP identifies flood hazard and fluvial erosion hazard areas based on river corridor maps provided by the Vermont Agency of Natural Resources. The plan recommends policies and strategies and policies to protect identified areas in the Town to mitigate risks to public safety, critical infrastructure and municipal investments.

Flood hazards in Killington are generally associated with stream channel instability or fluvial erosion hazard as opposed to inundation related losses. This is the result of Killington's geography consisting of steep relatively narrow river channels. Because of the pattern of development private residences, commercial uses and highway infrastructure is located in close proximity to river channels.

To date the Town has not adopted flood hazard regulations.

### **XIII. REGIONAL COMPATIBILITY**

The towns of Stockbridge, Bridgewater, Pittsfield, Mendon, Plymouth and Chittenden abut Killington. Through the public notice requirements, Killington exchanges draft copies of town plans with all of these towns. The Killington Town Planner reviews these plans to ensure the plans are reasonably compatible with one another and allow possible conflicts in land use to be identified and properly addressed.

Killington is involved in regional cooperation in a number of areas including Mutual Aid for emergency responders, coordinating E-911 addressing where neighborhoods cross town lines, active participation in the Rutland Regional Planning Commission ("RRPC") and work with the Marble Valley Regional Transit Company to help ensure reliable public transportation to, from and around Killington. Town staff and the Town RRPC representative review the Regional Plan to help ensure the Regional Plan and the Town Plan are compatible with each other.

The Town recognizes that there are issues which transcend town borders which require regional solutions. The towns in the region need to plan for harmonious development by addressing mutual concerns. It must be acknowledged that all towns cannot provide all of the benefits which towns in regional cooperation are able to provide. Only through

planning and cooperation can all of the benefits of a strong economy, good education, safe affordable housing, a healthy environment and good jobs be provided.

The Regional Planning Commissions should provide the leadership and technical assistance to help all of the towns in the region identify their interdependent needs based on land development strategies. This assistance will aid each town to move successfully toward attaining their development goals. Where conflicts arise between towns, the Regional Commissions should be looked to as a mediator to offer solutions acceptable to the towns involved. To this end, the Town will continue its relationship with the Rutland Regional Planning Commission.

The State must also recognize its role in offering solutions to regional problems. It should no longer be acceptable for State Agencies to offer little or no assistance in helping to solve regional problems. The various State Agencies must provide well documented plans that do not conflict with each other, are realistically achieved and do not put the burden of proof or financing on the towns or the region.