

City of Rutland, Vermont
Master Plan - Adopted June 15, 2020

SECTION 1: INTRODUCTION

1.1 Planning Process

This plan is an update of the Rutland City Master Plan adopted on June 16, 2014 and re-adopted by the Rutland City Board of Aldermen on June 1, 2015. During the five year period since the plan was last updated significant changes continue to take place in the City, especially relating to long term economic development strategies, transportation and infrastructure improvements, housing strategies, and continued development and redevelopment within the downtown and throughout the City.

The current document seeks to build on the strengths of the original plan while properly incorporating new issues and proposals. Elements included are consistent with the requirements of 24 V.S.A. Chapter 117, which requires public hearings by both the Planning Commission and the Board of Aldermen prior to final approval by the Board of Aldermen.

Vermont Statute defines 14 planning goals to be addressed within the context of 11 technical elements contained in the Plan.

In drafting the Plan, the Planning Commission relied on projects already defined as priorities within the community. The Commission views the Plan as an opportunity to compile information about many initiatives already in progress and set goals for the future. All have involved public meetings or intensive municipal review, and each has gained the support of the appropriate departments, agencies and neighborhood organizations.

Cooperation of the Regional Planning Commission, City Department of Education and other departments and agencies was solicited as part of the process.

The public hearing phase of adopting this Plan will tell the Commission if the priorities in the plan accurately reflect the public's understanding of how the goals and projects fit together.

1.2 State and Regional Context

Rutland, the third largest City in the State by population, is situated in the broad portion of the Lower Otter Creek Valley in west central Vermont. The City covers 7.56 square miles, of mostly level and gently sloping land. The elevation ranges from approximately 500 to 900 feet above mean sea level. The City owns additional lands in the Mendon Brook watershed area of approximately 4,500 acres. The five parcels of land comprising the water shed are situated between Pico Peak, East Mountain and Blue Ridge Mountain.

The City is at the crossroads of US Route 4, connecting east west to White River Junction and Glens Falls, N.Y., and US Route 7, connecting north south to Burlington and Bennington.

Historically, Rutland's development was based on its location in the valley, surrounded by important natural resources such as slate, marble and limestone. They contributed to the early development of the physical and cultural base of the community and continue to play an important economic role. More recently, the adjacent Green Mountains' growth as a resort center contributes significantly to the region's economy.

1.3 City Historic Perspective

Rutland City was granted a charter by the Vermont Legislature as an entity separate from Rutland Town in 1892. Vigorous industrial activity carried Rutland well into the twentieth century. The neighboring towns' residents used the expanded trolley and train systems to travel downtown for their shopping. By 1924, the increased use of the automobile drove the trolley system out of business. The trolley tracks were replaced with parking spaces in the downtown and the regional importance of US routes 4 and 7 grew.

During the 1920's Rutland was a thriving center of commerce, attracting established industries from other towns in the region and supplying the needs of the railroads, the construction trade and the marble industry. However, a sharp downturn in the marble industry following World War II sent local manufacturers to seek other markets. By 1953, passenger rail service was discontinued, and by 1964 the entire downtown railroad complex was demolished, except for one track and two sheds. Passenger rail service was reinstated in 1996 and its preservation is considered a top priority.

SECTION 2: EXECUTIVE SUMMARY AND STATEMENT OF OBJECTIVES

2.1 Rutland City, The Regional Center

The City of Rutland recognizes its historical role as the economic, cultural and social leader of the region, and as the region's growth center. This plan sets forth the various goals and objectives the City will pursue to fulfill this role.

The important goals of this plan are:

- a. to continue to develop the City's leadership role in the Region,
- b. to efficiently manage the City's resources,
- c. to enhance the quality of life for all of the City's residents,
- d. to promote a new regional awareness, and
- e. to encourage coordination and co-operation among the various branches of City government and the towns of the region.
- f. to promote economic development
- g. to increase the population
- h. to improve the housing stock and neighborhood stability

2.2 Statement of Major Issues

In order to achieve these goals the City of Rutland must focus on the major issues that it faces in its five year plan. The major issues are:

Transportation
Housing
Education and Training
Public Services and Infrastructure
Environmental Quality and Natural Resources
Cultural Resources
Economic Development
Coordination of Capital Improvements
Energy
Population Loss

2.3 Transportation

Rutland City, by virtue of its geographic placement at the crossroads of major highways, carries a major traffic burden that affects residents and businesses alike. Streets in the City system include City streets, and State and Federal highways. Planning for maintenance of this infrastructure is complex.

The City also has transportation assets other than automobiles. Tangible improvements to the Rutland Southern Vermont Regional Airport have occurred and continued investment in that facility is seen as critical to increasing passenger volume which will benefit the regional economy. Improvements and investment in the Vermont Western rail corridor are also strongly

encouraged as they will benefit the City in better rail transportation options for both passenger and freight.

Increased traffic on Routes 4 & 7 has hampered access to homes and businesses, created barriers to pedestrian, bicycle, and vehicular flow and caused a significant public safety hazard. This congestion has generated neighborhood "cut-through" traffic, cars that use residential streets to circumvent congested areas. Continuing encroachment by through traffic on residential streets needs to be curbed and appropriate steps should be taken to address safety issues related to "cut through" traffic.

Aesthetic quality and pedestrian and bicyclists safety need to be insured and transportation improvements related to bicycle and pedestrian traffic have been and should continue to be considered.

Rutland City supports regional transportation planning to solve problems caused by continuing development, and detrimental impacts upon the City. Rutland City supports development in the area contributing to the economic health of the region.

2.3a Improvements to 4 & 7

The alignment of U.S. Routes 4 & 7 causes the City of Rutland to be segmented, thereby isolating various community functions and creating barriers to pedestrians, bicyclists and neighborhood vehicular travel.

Simply widening U.S. Routes 4 & 7 is not a viable solution. Widening would increase the segmentation of the City, destroy historic structure and public park lands in the Main Street Historic District, damage front yard setbacks on those routes, and still not solve the long range traffic problem.

Improvements to Routes 4 & 7 should be limited to those that preserve or reduce the motorized travel lane width. Adding turning lanes within the existing street width has improved Main Street. Pedestrian accessibility and crosswalks are infrequent. Bicycles are prohibited on Main Street and Woodstock Ave. All of this limits the multi-modal transportation options. Proposed projects should be studied and public education and input included.

Studies such as the 2001 analysis of upgrades to Routes 4 and 7 in Rutland City and Rutland Town are strongly encouraged. Such inter-municipal collaborations are required to craft comprehensive solutions to transportation problems. The City will continue to urge the State to support such efforts and fund the improvements they recommend.

The City of Rutland and the Town of Rutland in conjunction with the Rutland Regional Planning Commission and the Vermont Agency of Transportation developed a scoping report which recommended numerous improvements to the Routes 4 & 7 corridors both in the City and in the Town. This report was completed and approved by the Vermont Agency of Transportation, the Rutland Regional Planning Commission, the Rutland City Board of Aldermen and the Rutland Town Board of Selectmen in 2002. The "first phase" of these recommended improvements was accomplished in 2003-2004. The "second phase" were the proposed

improvements within the US 4/7 corridor based on alternatives approved at an AOT public meeting on Aug. 24, 2005 and were completed in 2015. The project limits for these improvements extend along US 4/7 (South Main Street) from Strongs Avenue northerly to West Street.

The 2015 project included a multi-use path along Main Street Park and south to Clover Street, the realignment of power lines along Main Street Park, the realignment of curb south of Jackson Avenue, and a small area of widening to accommodate a dual left turn lane from Strongs Avenue to Clover Street.

2.3b Bypass

Further discussion related to a bypass should remain an option as population and traffic needs change in the future.

2.3c Downtown Access, Parking and Circulation

Downtown redevelopment will affect access, signalization, circulation and parking needs for Downtown and the City must take appropriate steps to address these issues proactively. It must be anticipated that certain transportation projects will arise during the life of this plan that will need to be addressed, even though they cannot be anticipated in the writing of this plan.

2.3d Public Transit / Rail/ Air

The City supports and encourages public transit in the City and the region, and the Regional Commission's planning efforts to maximize access to transportation services to all people of the region. Continuation and improvement of air service and passenger rail service are important to the growth of the region.

2.4 Housing

The availability of safe and affordable housing is essential to the continued growth and progress of Rutland City. Housing has a direct impact on every aspect of community life. Rutland has historically been home to a diverse population that requires varied housing options. Families, single persons, the elderly and persons with disabilities and special needs are all part of our community. Consequently, their needs must be considered in the construction or rehabilitation of housing. A comprehensive housing needs assessment and market study was conducted in 2012 which has provided significant insight into Rutland City's current and future housing environment and led to a significant revitalization initiative focused primarily on Rutland's Northwest Neighborhood. A more recent Rutland Housing Market Study Update was completed in July of 2019.

2.4a Rehabilitation

As a result of the data and recommendations obtained from the housing needs assessment the City will look to move forward with a neighborhood revitalization strategy in the coming

years. Priority should be given to preserving the existing housing stock in the City when possible. The City will continue collaboration with NeighborWorks of Western Vermont, Rutland Housing Authority, Housing Trust of Rutland County, and other regional service providers to ensure that public housing services are strategically applied.

The neighborhood revitalization strategy may also require the elimination of blighted properties from the housing inventory and the short term land banking of such property as neighborhood green space, pocket parks, or community gardens, or the disposition to abutting neighbors for private use.

Existing housing should be used effectively. Attention should be paid to the maintenance and rehabilitation of older houses and older spaces so they will be clean, safe and economically viable for the owners. A number of initiatives are underway which will seek to deter the extended vacancy and abandonment which has been leading to blighted properties and public nuisances within the City.

The conversion of housing to office and other commercial uses should be limited to those locations along major travel corridors, consistent with Land Use Regulations.

2.4b New Construction

Creation of new residential areas in well designed, aesthetically pleasing settings such as planned residential developments and other forms of clustered or attached housing is encouraged. Use of public-private partnerships to develop strategies for alternative financing and creative housing designs will foster cooperative efforts between tenants, landlords, homeowners and City officials.

Areas of new residential growth, identified in the Proposed Land Use Plan, prescribe residential development that will promote conservation of natural areas, minimize the need for expanded infrastructure, and encourage a mixed income population through different housing types, clustered development and upper story rehabilitation in Downtown.

2.4c Rentals

The Mixed Residential District and the use of upper story residential units in the Downtown are designed to increase the potential for rental stock. While the current level of code enforcement is commended, an assessment and restructuring of the current building codes and their level of enforcement relating to historic buildings should be undertaken to encourage the preservation and reuse of these structures.

2.4d Permit Process

In order to facilitate the permit process, the City is rewriting the zoning regulations as of 2017 in support of the Municipal Plan.

The City should also work with State and Federal regulatory agencies to facilitate permitting and remove barriers to desired residential and commercial growth. Specifically, the City advocates for the State of Vermont to allow municipalities with regulated water and sewer systems to manage connections to these systems locally and exempt such connections from state permitting. Duplicative permitting, regulation and fees are an impediment to residential and commercial growth and hinder enhanced protection of health and the environment.

2.5 Educational Services

The City benefits from a range of educational opportunities for its residents. In addition to the public schools the following institutions are located within the city: Christ the King School, Green Mountain Christian School, Mount Saint Joseph Academy, Rutland Area Christian School, and Community College of Vermont. The Vermont Achievement Center, a highly regarded institution for special needs students, is also located in the City. There are several private pre-schools in Rutland City.

The Rutland Public School System needs to provide a solid foundation that allows students of all ages to develop a lifelong learning program. The curriculum should be comprehensive and allow each student to become good citizens, develop their potential to the fullest and prepare them for a variety of post high school opportunities. Adult and vocational training should offer programs vital to the area's economic growth.

2.5a Regional Role

Rutland High School and the Stafford Technical Center serve both the City and the region.

2.5b Higher Education

The City of Rutland should determine if any educational opportunities are lacking in Rutland and devise ways to rectify the shortcomings. Full advantage should be taken of the change in status of College of St. Joseph from a degree granting institution to a potential innovation center focused on workforce training and entrepreneurship, Community College of Vermont and UVM Extension within the City itself, and Castleton University. These institutions are significant in improving the workforce and general quality of life for all residents.

2.5c Preparing Youth for Local Industry

The City of Rutland should ensure that offered courses are in tune with market demands through the Regional Advisory Board of the Stafford Technical Center. The City will continue support of the Workforce Investment Board (WIB) in its efforts to enhance job training in the Rutland area.

2.5d Proposed District to Support Future Development of CSJ Lands

The College of Saint Joseph (CSJ) lost its accreditation in 2019. The closure is part of a national trend that has led to the closing of many small, private colleges similar to this one. As with many communities experiencing similar closures, the municipality is keenly interested in seeing the campus and other landholdings of CSJ repurposed to their highest and best use. This campus presents a prime opportunity for creative redevelopment that will benefit multiple goals for the City. As feasibility studies and visions for the future are considered, this plan seeks to support a variety of uses and ownership structures, provided impacts to existing neighborhoods are considered and mitigated to a reasonable degree. Further guidance toward establishing a new zoning district is provided in section 7.4 of this plan.

2.6 Public Services and Infrastructure

Rutland City has long provided high quality public services to a wide range of users within the City and in neighboring towns. These services include state-of-the-art water and sewer plants, fire protection and cooperative police services. The City is also home to Rutland Regional Medical Center, the Regional Ambulance Service, Rutland Free Library, Rutland High School and Stafford Technical Center, and a wide array of community service organizations.

2.6a Public Safety

Police Services: The Rutland City Police Department (RCPD) has an authorized strength of 52 positions. Forty of the positions are sworn, 6 are Emergency Communication Officers (Dispatchers), two record clerks, one administrative assistant to the Command Staff, one animal control officer, one property and evidence custodian, and one crime analyst. The staff is supplemented by assistance from the Vermont Army National Guard and the use of college interns.

The RCPD answers to the Rutland City Police Commission and works extensively through that Commission to keep the community involved and informed.

The City of Rutland Fire Department is a full-service fire department staffed by 27 highly dedicated career firefighters and supplemented by up to eight “substitute firefighters” under the direction of a full-time career Fire Chief. The City of Rutland Fire Department is responsible for approximately 45 square miles of service area which includes the Town of Mendon under contract and responds to approximately 1,000 emergency incidents annually. The department enjoys an Insurance Service Office (ISO) Fire Rating of 3.

In 2002 the City consolidated its emergency management function within the Fire Department. The Emergency Management Director is the Fire Chief. The City has a number of emergency management plans dealing with all hazards emergency response. The City actively participates in the Local Emergency Planning Committee (LEPC), and in local and regional emergency drills. The plans are reviewed and updated annually and after any major emergency situation.

2.6b Infrastructure

The water filtration plant and water storage facilities provide Rutland with the water supply infrastructure to meet its foreseeable needs well into the future.

However, the aging water distribution system, much of which was constructed in the 1800s, will inevitably require increasing investments to maintain the existing level of service. In the early 2000's the City determined that it will take \$1 million in annual water distribution investments for a century to bring 100% of the distribution mains operating within their design life.

The City's sewer treatment facilities are efficient, effective and adequate for all anticipated demands in the foreseeable future.

Portions of the sanitary sewer collection system received extensive rehabilitation in the mid to late 1980's. However, large lengths of sewer mains are in poor or failing condition and will require on-going rehabilitation or replacement for decades to come.

Combined Sewer Overflows (CSO) are attracting significant public attention. Combined sewers serve a large percentage of the City's developed areas including the downtown commercial core. The City is required to develop a Long Term Control Plan to manage and minimize CSOs and significant capital investment will be required to meet state requirements. But the combined sewers are far more effective in protecting water quality than separated sewers, so wholesale separation of combined sewers is not a responsible strategy.

Sidewalks and Roads: The City must focus its attention on safe and efficient movement of traffic, both vehicular, bicycle and pedestrian, The City should plan bike path routes for future development and provide bicycle storage/racks throughout the City.

Rutland City Solid Waste Management: Rutland City belongs to the Rutland County Solid Waste District (RCSWD), a special purpose municipality overseen by a board of directors representing the member towns. The District has contracts in place to provide its members with access to lined landfill space, hazardous waste collection, recycling, and related services and facilities.

There are currently 2 transfer stations in Rutland City with additional drop-offs located outside the city operated by the private sector. Curbside service is contracted between the homeowner or business and the private sector. Commercial service is contracted between the business/manufacturer and the private sector.

One regional transfer station is operated at the former city landfill. The facility is managed by the Rutland County Solid Waste District. The services available at the site include waste disposal, extensive recycling, and multiple programs for construction and demolition waste, yard waste management, household and Conditionally Exempt Small Quantity Generators (CESQG) hazardous waste management, special waste management for white goods, scrap metal, tires, Do It Yourself oil, electronics, bulky waste, and non-friable asbestos.

Another transfer station is located on West Street operated by the private sector offering waste disposal and recycling. A third, privately run transfer station is operated outside the city limits that offers extensive waste disposal and recycling options.

Residents and businesses are responsible for the cost of managing their waste streams. Rutland City generates approximately 21,000 tons of solid waste per year. Efforts should be undertaken to inform the public of the options for waste diversion in the city.

2.6c Recreation

The Recreation and Parks Department has been providing recreational services to the residents of this community for over 80 years. The Department has three basic divisions: administrative, recreation and parks. The department has ten full-time staff.

The Department has 12 main facilities, 7 “pocket parks” and 17 additional areas to maintain including the outdoors areas of the fire station, police station, city hall, and train station. The former Federal Reserve’s Armory on North Street Extension is the central home for the parks division and offices for the administrative and recreation staff. There is room for program equipment storage and theatre and arts programs. This does still leave a void in the community for indoor sports such as basketball, volleyball and indoor field sports.

The following community facility projects, among others, are encouraged during the next five years: a regional recreation center, upgrade of parks, further implementation of a bike route plan and continued upgrades to Downtown street lighting.

2.6d Childcare

Available information indicates that there are sufficient home providers and centers providing early education services in Rutland City. The Rutland City Supervisory Union is currently looking to partner with providers to implement universal pre-k. The biggest issue for centers and home providers alike is that there has been no increase in the reimbursement rate in years so it is very difficult for all early education providers to pay a livable wage.

2.7 Environmental Quality

Natural Resources: Only relatively small parcels of prime agricultural soil remains in agricultural or forest use within the City. Due to the highly developed urban context, the City plans conservation of selected open space as a recreation resource, rather than for agricultural or forest use.

The City’s watershed area consists of approximately 11,900 acres and extends over portions of three different towns. The majority of the watershed, approximately 8,000 acres, is located in the town of Mendon, the town of Killington has approximately 3,800 acres in its boundaries, and there is approximately 100 acres of undeveloped land located in the town of Chittenden. The City of Rutland owns approximately 4,500 acres of the land in its watershed area. There are approximately 35 miles of brook in the watershed area. There are five major

brooks each having small tributaries. These are Mendon Brook, Sawyer Brook, Rooney Brook, Brewer Brook, and Lime Kiln Brook.

The City should have a strategy for creation of trails and bike paths to circle the City and have multiple spokes into Downtown as well as multi-use trails connecting the City with regional recreational assets. Such facilities are popular for recreation, aid in economic vitality, and, if properly routed, can ease congestion by providing a viable, active (human powered) means of transportation.

As part of the Proposed Land Use Plan, Design Control Districts have been designated in order to minimize the development of the natural resource areas identified in the Natural and Cultural Resources map that are appropriate for residential development, recreation uses or open space.

2.8 Energy Plan

The City encourages efficient energy use and development of renewable energy sources where appropriate. The City has been active in encouraging solar array development, both on private and municipal lands, as part of a Green Mountain Power initiative to make Rutland City the Solar Capital of the Northeast by developing over 10MW of solar energy capacity.

2.9 Cultural Resources

Historic designation is a major means of protecting the City's Historic and Architectural resources. The two designated Historic Districts shown on the Historic Districts mapping include most of the significant resources relating to the early years of the City and the current downtown. There are also many buildings in the gateway areas, not included in the National Register, that contribute to the City's architectural heritage.

Design Control Districts have been proposed as a part of the Proposed Land Use Plan. The purpose of the Districts is to protect the historic integrity and aesthetic value of these highly visible historic and gateway areas.

In addition to its historic resources captured by the Rutland Historical Society, Rutland can currently pride itself on being host to venues and events for visual arts, theater, music, dance, literary and culinary arts. Events are held at the Paramount Theater, Chaffee Art Center, Rutland Free Library, PEG TV, churches, bookstores, galleries, schools and other local businesses. The City's Recreation Department also hosts a series of cultural events.

In the encouragement of Rutland as a developing arts destination for our region, the City will continue to support community arts projects, cultural events, festivals, and cultural tourism. Rutland, through the local municipality and its departments, will also continue to encourage the collaboration and growth of the cultural organizations and the arts.

Rutland will continue to encourage partnerships with cultural and historical community organizations in City redevelopment efforts such as parks or gateway improvements. Rutland will also utilize public facilities or public space for cultural or historical exhibits and events.

2.10 Economic Development

Economic development should create jobs and promote economic growth and tax base enhancement while preserving the residential quality of City neighborhoods. Given the limited amount of undeveloped land in the City, and the need to conserve some areas for open space and recreation, the primary potential for most future investment will be through infill development and the rehabilitation of existing residential, commercial and industrial properties for future reuse.

Recognizing the regional interdependence of the economic base, the City acknowledges the need for close collaboration with other regional economic development organizations and supporters from the private sector. In addition to coordinating regional recruiting and retention efforts, the agencies must act together to develop plans that will qualify the City and the region for funding available through Federal agencies such as EDA, HUD, USDA and DOT.

The primary focus of the City's economic development efforts will be attraction of investment into established commercial and industrial districts and toward retention and expansion of existing businesses. Other efforts will be undertaken consistent with land use designations defined in this Plan.

The redevelopment investments undertaken by private developers over the last five years, and the effective operation of both the Rutland Redevelopment Authority and the Downtown Rutland Partnership indicates that both the public and private sectors recognize this avenue as feasible and desirable.

The City has a designated downtown district with its boundaries mimicking those of the Special Benefits District within the Downtown Business District. It is understood that maintaining this designation furthers the goals of this Plan per Act 59 [24 V.S.A. §2793(c) and §2793a (d)] by supporting local revitalization efforts to improve a community's vitality and livability. The City will apply for renewal of its designation in 2023.

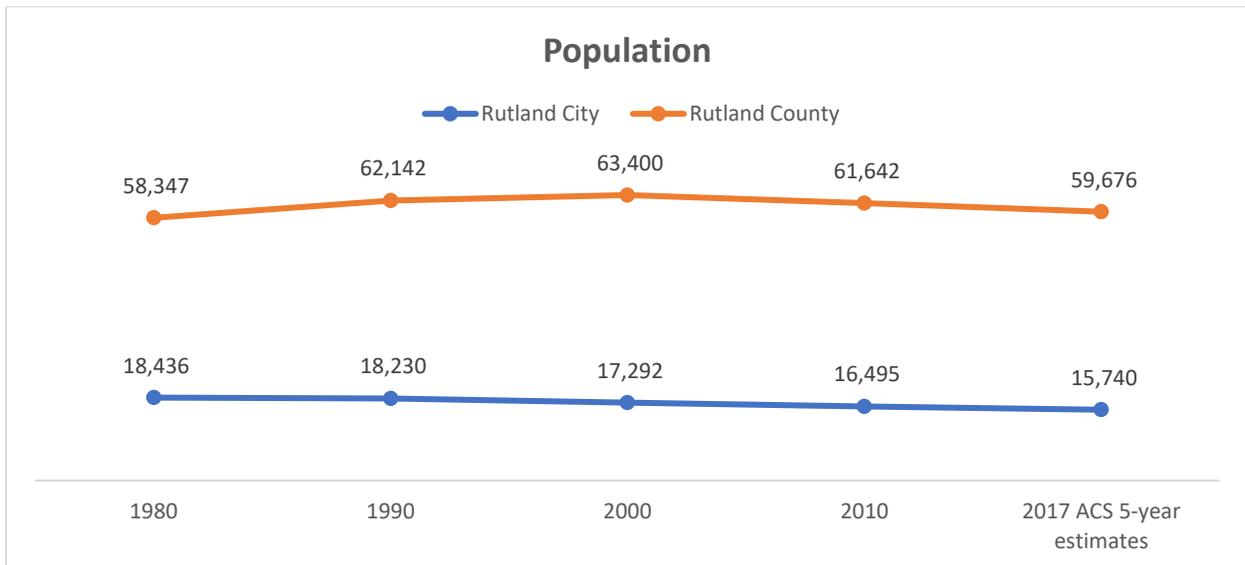
2.11 Coordination of Capital Improvements

Rutland City should have a Capital Improvement Program that clearly prioritizes capital expenditures for education, public safety, infrastructure, transportation and recreation. The City has generally defined a capital improvement as any item with a value in excess of \$50,000 and a life expectancy of at least (5) years. Capital improvements are distinguished from regular ongoing operating and maintenance expenses.

SECTION 3: STATISTICAL INFORMATION

Sources: U.S. Census 2000 and 2010
 Vermont Housing Data
 2013-17 American Community 5 Year Estimates
 I2CDC - Rutland VT, Housing Needs Assessment and Market Study
 I2CDC – Rutland Housing Market Study Update

3.1 Population Trends and Projections



The City of Rutland has been slowly but steadily losing population and households over the past 30 years, with 7,404 households and 16,495 residents as of 2010. Rutland County has grown over the same time period, despite a recent population loss.

As of 2010, the City of Rutland’s population was 16,495. Each year since 1980 the city has lost population. Rutland County and Vermont’s populations have increased since 1980, but the rate of growth is slowing. Only in the last decade has the County lost population.

Population – Percent Change from 1970 to 2010				
	1970-1980	1980-1990	1990-2000	2000-2010
Rutland City	-4%	-1%	-5%	-5%
Rutland County	11%	7%	2%	-3%
Vermont	11%	10%	8%	3%
Source: Vermont Housing Data (www.housingdata.org); US Census				

The US Census Bureau no longer prepares population projections for states or counties. As of 2000, it had predicted a 1 percent population increase for the period of 2000 to 2010 (compared to the 3 percent decline that was actually observed). These projections had also anticipated a population increase of 1 percent from 2010 to 2020. Given recent economic trends and the age structure of Rutland County, which is strongly skewed towards an older population compared to the age structure nationally, continued population loss is a real possibility unless new development strategies can be identified.

3.1a Households

Number of Households			
	2000	2010	% Change
Census Tract 9630	1,955	1,970	1%
Census Tract 9631	1,713	1,644	-4%
Census Tract 9632	1,400	1,356	-3%
Census Tract 9633	2,384	2,434	2%
Rutland City	7,452	7,404	-1%
Rutland County	25,678	25,984	1%
Vermont	240,634	256,442	7%

Source: 2000 Census, 2010 Census

Both Rutland and Rutland County continue to lose population and households, and are forecast to continue losing population. This trend places a significant constraint on the housing market and also requires that housing policy adjust to reflect the reality of a shrinking city and region.

Below we present decennial census data for each geography, followed by 2017 5-year average estimates of population (which is the best data available for Rutland City). This chart shows a decline of 4.6% for Rutland City and 3.2% for Rutland County between 2010 and 2017. Note that annual population estimates are also available for Rutland County, which suggest an even steeper decline of 4.8% between 2010 and 2018.

Number of Households

	2000	2010	% Change 2000 to 2010	2008-2012 ACS 5-year estimates	2013-2017 ACS 5-year estimates	% Change 2012 to 2017
Census Tract 9630	1,955	1,970	1%	1,982	1,779	-10%
Census Tract 9631	1,713	1,644	-4%	1,747	1,636	-6%
Census Tract 9632	1,400	1,356	-3%	1,331	1,345	1%
Census Tract 9633	2,384	2,434	2%	2,214	2,147	-3%
Rutland City	7,452	7,404	-1%	7,274	6,907	-5%
Rutland County	25,678	25,984	1%	26,047	25,160	-3%
Vermont	240,634	256,442	7%	256,830	258,535	1%

Source: 2000 Census; 2010 Census; 2008-2012 ACS 5-year estimates; 2013-2017 ACS 5-year estimates

See map #5 Existing Land Use for Census Tracts.

ESRI provides population projections for a series of concentric rings around the center of Rutland City. From 2018 to 2023, it projects that the number of both population and households will decline by about 0.6 percent annually for the 2-mile area surrounding the center of Rutland City, and by about 0.4 percent annually for a 10-mile radius.

3.1b Demographic Info

What is probably more important than absolute population figures in a Master Plan such as this is information about the types of people currently and expected to be living in the area: their ages, income, housing needs, educational level, and family sizes. This information is provided in the next section.

The following tables and graphs have been included to show in a "snapshot" view the current statistics for the City of Rutland. Data from Rutland County and the State are also shown to give some comparison information.

Age distribution: Rutland and Rutland County are substantially older than the United States population as a whole. In Rutland County, 33 percent of the population is between age 45 and 64, compared to 26 percent nationally; 17 percent of the Rutland County population is 65 or older, compared to 13 percent nationally.

Median Age	
Rutland City	42.9
Rutland County	44.3
Vermont	41.5
United States	37.2
Source: 2010 Census	

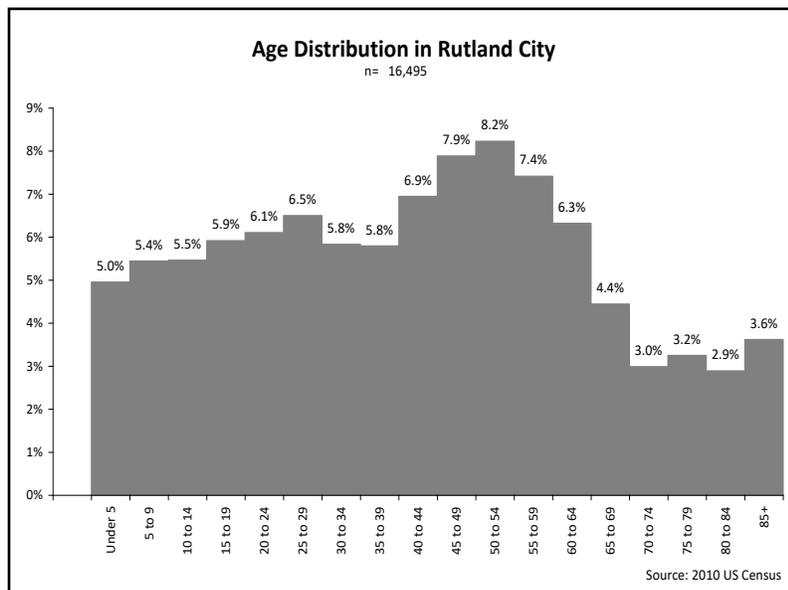
Population in Rutland appears to be getting increasingly concentrated in middle-aged to pre-retirement-age groups, mimicking a statewide trend as the baby boom generation ages. This growing 55 to 64 age bracket is an age where households may begin to shift their housing arrangements – and in particular might seek some of the conveniences of an “in-town” lifestyle that the City of Rutland could conceivably offer.

The proportion (and the actual number) of retirement-age population has been growing in the County and the State but shrinking in Rutland City – a surprising result given that not only is the broader population aging, but a City with the conveniences of Rutland might be seen by many older households as a good place to live.

Age Distribution Over Time						
	Census 2010			% Change from 2000 to 2010		
	Rutland City	Rutland County	Vermont	Rutland City	Rutland County	Vermont
19 and under	22%	22%	24%	-13%	-14%	-12%
20 to 34	18%	17%	18%	0%	-2%	-2%
35 to 44	13%	12%	13%	-21%	-26%	-25%
45 to 54	16%	17%	16%	17%	8%	6%
55 to 64	14%	16%	14%	58%	53%	54%
65 to 74	7%	9%	8%	-7%	18%	18%
75+	10%	8%	7%	-5%	4%	10%

Source: 2010 Census; 2000 Census

Within the next two decades, over a third of their population in Rutland City (34.2%) will reach retirement age and will be faced with caring for an aging population. Rutland City, like Rutland County and Vermont all face an older population as compared to the United States.



Racial/Ethnic Distribution: In Vermont, Rutland County and Rutland City, there is not a significant level of racial or ethnic diversity. Many larger cities have been sustaining themselves with the growth of minority and immigrant populations, sources of growth from which Rutland appears to be cut off. Minority populations also have a much younger age structure, so the lack of racial and ethnic diversity in Rutland also affects the age structure of the population.

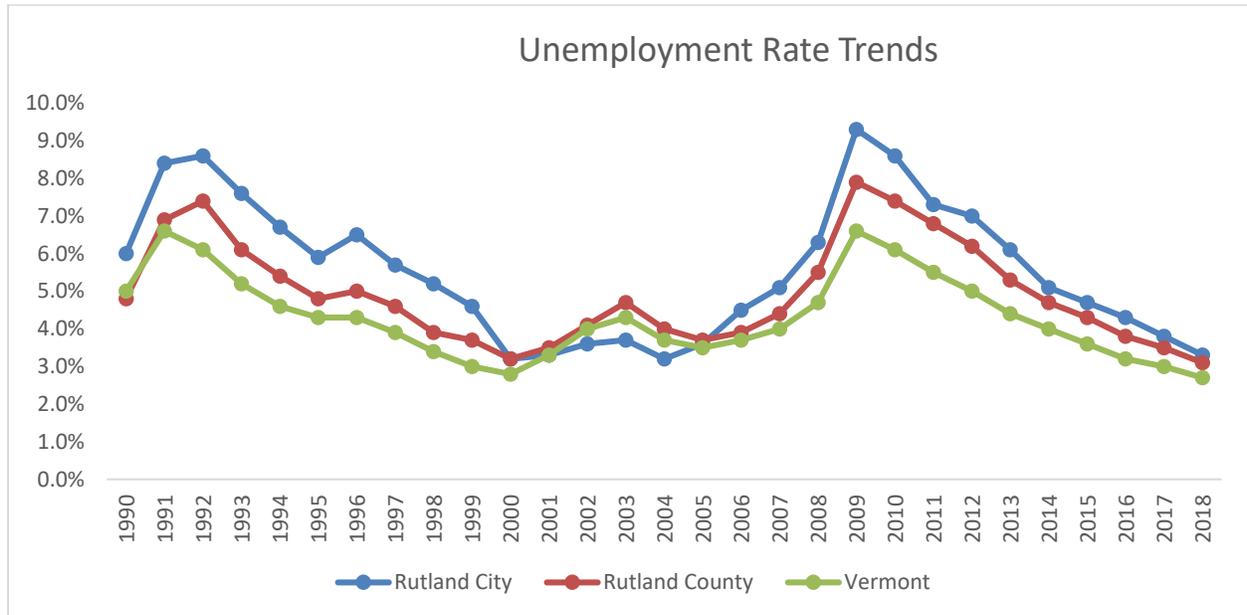
Geography	Race Distribution					Ethnic Distribution	
	White	Black or African American	Asian	Other race	Two or more races	Non-Hispanic	Hispanic
Census Tract 9630	97%	1%	1%	0%	1%	99%	1%
Census Tract 9631	95%	1%	1%	1%	2%	98%	2%
Census Tract 9632	95%	1%	1%	0%	3%	98%	2%
Census Tract 9633	96%	1%	1%	0%	1%	98%	2%
Rutland City	96%	1%	1%	0%	2%	98%	2%
Rutland County	97%	1%	1%	0%	1%	99%	1%
Vermont	95%	1%	1%	0%	2%	99%	1%

Source: 2010 Census

3.2 Economy and Income

3.2a Unemployment rate

Unemployment spiked in 2009 with the recession, but has since declined to very low levels; unemployment in Rutland County stood at only 3.1% in 2018. While the regional economy might not be growing, employers are nevertheless facing an extremely tight labor market. Housing policy could potentially play a role in supporting economic growth by providing attractive housing options that could help employers recruit talent from outside the region.



Source: Vermont Department of Labor. Annual averages, not seasonally adjusted.

Unemployment Rate			
	Rutland City	Rutland County	Vermont
2000	3.00%	3.00%	2.70%
2001	3.20%	3.50%	3.30%
2002	3.60%	4.10%	4.00%
2003	3.80%	4.90%	4.50%
2004	3.20%	4.10%	3.70%
2005	3.60%	3.70%	3.50%
2006	4.50%	4%	3.70%
2007	5%	4.30%	3.90%
2008	6.10%	5.30%	4.50%
2009	9.80%	8.30%	6.90%
2010	8.80%	7.30%	6.20%
Source: Vermont Housing Data (www.housingdata.org)			
Vermont Department of Labor			

3.2b Employment Trends

The City of Rutland has experienced stronger job growth than the County or the State during the past decade (although in raw number terms the job growth has been modest). Note that while the City of Rutland is an important job center, it actually contributes more to the region's housing stock than it does to its employment base. Only 25% of jobs in Rutland County are located in the City of Rutland, compared to 28% of households.

Total Number of Jobs			
	2000	2010	% Change
Rutland City	12,930	13,451	4%
Rutland County	28,930	27,441	-5%
Vermont	296,468	293,088	-1%
Source: VT Department of Labor, Covered Employment & Wage Series			

The majority of jobs in the region appear to be in non-basic sectors of the economy; particularly in health care and social assistance, retail, and government. Manufacturing and hospitality together make up only 18 percent of jobs, with health care accounting for a growing share of jobs during the period from 2011 to 2018.

Employment by Industry, Rutland City			
	1988	2011	2018
Health Care & Social Assistance	18%	29%	32%
Retail	17%	13%	12%
Government	10%	14%	13%
Manufacturing	13%	10%	10%
Leisure & Hospitality	8%	8%	8%
Professional & Business Services	6%	8%	9%
Financial Services	7%	4%	4%
All Other	21%	14%	12%

Source: VT Department of Labor, Covered Employment & Wage Series

3.2c Education Comparison

Rutland City Education Attainment	City	County	State
High school graduate or higher, percent of persons age 25+, 2007-2011	87.8%	88.9%	91.0%
Bachelor's degree or higher, percent of persons age 25+, 2007-2011	21.2%	26.4%	33.8%

Source: U.S. Census Bureau

3.2d Income Comparison

	CITY	COUNTY	STATE
Median Household Income (2007-2011)	\$37,297.00	\$48,190.00	\$53,422.00
Persons below Poverty Level (2007-2011)	16.20%	12.40%	11.30%
Source: US Census Bureau			

Median income trends: After adjusting for inflation, median household income in the City of Rutland decreased 3% from 1999 to 2010. It also decreased in both Rutland County and Vermont by 1% and 2%. This indicates incomes are stagnating and losing ground in Rutland City, Rutland County, and Vermont after adjusting for inflation.

Median Income from 1979 to 2009 - adjusted to 2010 dollars					% Change		
	1979	1989	1999	2006-2010	1979-1989	1989-1999	1999-2010
Rutland City	\$62,370	\$44,001	\$39,317	\$38,108	-29%	-11%	-3%
Rutland County	\$43,704	\$48,836	\$47,398	\$47,027	12%	-3%	-1%
Vermont	\$43,778	\$51,540	\$52,704	\$51,841	18%	2%	-2%

Source: Vermont Housing Data (www.housingdata.org); US Census

3.3 Housing

Statistics on affordable housing, publicly assisted housing, and housing trends, can be found in Section 8: Housing Element.

SECTION 4: LAND USE PLAN

4.1 Introduction

Rutland was settled in the latter part of the 18th Century at the crossroads of what is currently Main Street and West Street/Woodstock Avenue. With the coming of the railroad in the 1840's, the center of the town moved westward, and a pattern of development evolved around railroad and industrial uses. The placement of the rail yard dictated a street grid that remains in place today. The central business district grew up across from the rail yards, industrial uses located close to rail spurs, and residential neighborhoods grew where they were convenient to the employment of the time. Rutland was a compact city. This left the City with an attractive historic building stock and meaningful landmarks that create a distinct community identity.

The next generation of growth took place along Routes 4 and 7, the areas now called the gateways. This growth continues, and planning for it poses one of the major planning challenges facing the City. This pattern corresponds more to the 1950's automobile-oriented style; less dense commercial development designed for automobile, single use areas that further separate residential areas from employment centers, a lack of public open space and poorly defined boundaries separating uses.

Smaller uses have evolved in and between neighborhoods scattered throughout the City. There is little commercial or industrial land left to be developed within the city limits. Judicious planning for these parcels is a key objective of this document. The special needs of these areas are addressed in the description of land use districts that follows.

Rutland City's land use plan must be viewed in conjunction with the broader economic context of the Rutland region. The junction of major highways and rail lines within the city creates unique opportunities for growth using long-established infrastructure. The corridors defined by the Bennington to Burlington rail line, with connections to Whitehall, NY and Bellows Falls, and US Routes 4, 4A and 7, which run paralleled to the rail lines in many areas, facilitate development that balances its transportation needs between highway and rail. Thus land in the commercial and industrial zones abutting the rail corridor, and also served by the National Highway System, become prime sites for development under a practical application of "smart growth" principles.

Rutland's location and role in the regional economy make it a working model for "smart growth." However, smart growth is an evolving concept; it has many different definitions depending which constituency one is addressing and what type of community is involved. It is therefore useful to delineate the principal tenets that define Rutland's interpretation of smart growth:

- Rutland seeks to maximize the benefit of existing infrastructure. Renovation and new construction on infill sites are primary objectives, along with new development in areas that can be reasonably served by the City's systems without compromising community objectives for conservation districts and public areas.

- Rutland recognizes that many different types of businesses are required to serve the regional market. Some businesses are reasonably located downtown; others requiring larger sites and direct automobile access are encouraged in established gateway districts. Commercial and industrial uses are encouraged in established zones and in rail/highway corridors.
- Rutland seeks to improve its housing stock and to combat blight. Growth in the Grand List is a positive outcome of development activity; it is also important to retain reasonable stock of affordable housing, ensuring that workers needed for commercial growth will find adequate housing opportunities in the community.

Land use issues of particular importance are discussed below.

4.2 Natural Conditions

When planning for the future of a community, it is important to consider environmental conditions. The natural features that affect development in the City are: steep slopes, flood plains, wildlife habitat, primary agricultural soils and primary forest lands.

4.2a Agricultural and Forest Lands

The City, settled in the lower section of the Otter Creek Valley, was built on lands that the United State Soil Conservation Service (USSCS) classifies as primary and secondary agricultural soils. Since approximately 85% of the City has been developed, only relatively small parcels of prime agricultural soils remain in agricultural or forest use.

Of this remaining resource, approximately 250 acres is primary agricultural land (along the Otter Creek) and approximately 400 acres is primary forest land (in and around Pine Hill Park). In the case of Pine Hill Park, the City recognizes its unique potential for recreational uses and is developing strategies for its conservation as an open space recreation resource. The City of Rutland also holds 4,400 acres of "Class A" Watershed in Mendon. This property should receive the highest level of protection as long as the City derives its' drinking water supply from Mendon Brook.

4.2b Steep Slopes

At the edges of the Otter Creek Valley, the topography rises to the Taconic Mountain Range to the West and to the Green Mountains to the East. Within the City, there are areas along the east and west boundaries which contain slopes in excess of 15%. Of these areas, only those in Pine Hill Park and just south of Pine Hill Park are of a significant size and undeveloped. Development of these areas should be carefully planned to minimize soil erosion.

The Pine Hill area, on the west side, contains the highest elevation within the City at a height of 999 feet above mean sea level. This area creates a natural backdrop for the City when viewed from the east along Stratton and Allen Streets or from the higher elevations on Main

Street and Center Street. Because of its undeveloped nature, it offers a pleasant contrast to the skyline of the City's Downtown.

The forested hillside of Pine Hill Park and open field areas along the Otter Creek to the west help frame the city and provide a natural backdrop to the skyline. Future development should be sensitive to these natural resources and view corridors.

4.2c Flood Plains and Wetlands

The Otter Creek is fed by four tributaries that flow through the City, each of which produces a flood plain and in some cases feed wetlands. Of these water sources, the East Creek and the Otter Creek plains are the most significant and to a lesser degree, Tenney Brook, Moon Brook and Mussey Brook. Development of these areas is limited because of federal flood plain regulation and the U.S. Army Corps of Engineers jurisdiction in the filling of wetlands.

Other significant water bodies are Patch Pond, Muddy Pond and Rocky Pond. These ponds are all found in the northwest section of the City and contribute to the flows in East Creek.

Restrictions on development in wetlands and flood plains are included in the City's zoning bylaws. These regulations must be addressed when building in a flood plain.

4.2d Flood Resiliency

As shown in Map 3 of this plan parts of the City lie in the 100 and 500 year flood plain. The City has established a specific ordinance, Title 61, Chapter 6, Flood Hazard Regulations, related to policies for development within a flood plain.

It is the purpose of this ordinance to: A. Minimize and prevent the loss of life and property, the disruption of commerce, the impairment of the tax base, and the extraordinary public expenditures and demands on public service that result from flooding and other flood related hazards; and B. Ensure that the design and construction of development in flood hazard areas are accomplished in a manner that minimizes or eliminates the potential for flood and loss or damage to life and property; and C. Manage all flood hazard areas designated pursuant to 10 V.S.A. § 753; and D. Make the state, municipality, and individuals eligible for federal flood insurance and other federal disaster recovery and hazard mitigation funds as may be available.

The City will be updating a Hazard Mitigation Plan in 2020.

4.2e Quality of Air, Water, Wildlife, and Land Resources

Due to the urban and densely built character of Rutland City, most of the 4382 Natural Resource criteria related to land use are not necessarily applicable. The City will continue to strive towards goals of maintaining the highest quality of air and water for its residents, as well as thoughtfully preserving existing wildlife habitat and other open land resources wherever possible.

4.2f Wildlife Habitat

On the eastern boundary of the City, just east and north-east of the Rutland Regional Medical Center, is the City's only official wildlife habitat, a deer wintering area. The State of Vermont Department of Fish and Wildlife has established regulations controlling development in or near critical habitat.

4.3 Development Potential

Given the limited amount of undeveloped land in the City of Rutland, and the need to conserve some areas for open space and recreation, the primary potential for development is in rehabilitation of existing residential, commercial and industrial developments, and utilizing undeveloped areas previously zoned for these uses. Recent renovation of major sites by developers, and the continued efforts of both the Rutland Redevelopment Authority and The Downtown Rutland Partnership, indicate that the City and the private sector both recognize this potential.

Care must be taken to ensure a balance between residential and commercial/industrial growth so that residents' desires to maintain the integrity of their neighborhoods are satisfied.

Developments should be evaluated according to their potential to improve the quality of life and economic stability of the Rutland community.

Additionally, the compact nature of the City's development patterns affords opportunities to design land use and transportation systems that will make economical use of energy resources. Cluster development and concentration of business uses in established commercial areas reduce energy use over continued strip development outside of existing districts. Active modes of transportation, particularly public transit and pedestrian/bike ways are also viable in an urban setting.

4.4 Tax Implications of Development

The City of Rutland maintains a high level of infrastructure and services, all of which require maintenance and occasional upgrading. There are fixed costs that must be borne regardless of the level of use. To the extent commercial users do not contribute to these fixed costs, residential tax payers must pick up the tab.

As a regional hub, the City is home to many tax exempt institutions and land uses, such as the courts, library, fairgrounds, churches, hospital and waste treatment plants. These institutions require services yet remove significant parcels of land from the Grand List.

It is therefore incumbent upon the City to encourage the most effective possible use of taxable commercial property and the infrastructure for developments that will enhance the City's Grand List and thus help pay the bills.

Public decisions are not made strictly on an economic basis, nor should they be. However, the consequences of land use policies on all revenues, including taxes, user fees and subsidies, should be addressed.

4.5 Cultural Features

The cultural features that should be taken into consideration when planning developments are: major parks and playgrounds, historic architectural districts and community facilities.

4.5a Major Parks and Playgrounds

The major parks, playgrounds and walking paths shown on the Natural and Cultural Resources Map include: Pine Hill Park, Giorgetti Park, Msgr. Connor/Meadow Street Park, St. Peters Field, Whites Field, Rutland High School, Stafford Technical Center, Poor Farm Community Gardens, Northeast School fields, Allen Street fields, Flaitz Field, Main Street Park, Rotary Field, Justin Thomas Park and Rutland Creek Path. These amenities are all located in proximity to flood plain areas and are fairly evenly distributed throughout the City. A concept designed to connect these functions with foot paths or bike routes has been designed to strengthen the resource and is being constructed.

4.5b Historic Districts and Resources

The central core of the Downtown is a designated Historic District on the National Register of Historic Places.

This area, with its retail shops, municipal buildings, Center Street Marketplace, and Depot Park, forms a major amenity in the Downtown. This resource has been strengthened with the adjacent shopping plaza, Depot Park, and Farmers' Market to serve as a more prominent public space.

The Downtown Rutland Partnership's landscape and wayfinding plans are effective guides for landscape and streetscape improvements in downtown, and are being adapted for use in other parts of the City.

Rutland City's other National Register District is the Courthouse District, stretching eastward from Downtown to South Main Street, and encompassing parts of the original 18th Century settlement.

4.5c Streetscape and Sidewalks

Integral to the preservation and public use of the City's cultural features is the ability of citizens to circulate freely among them. This requires access on foot, bicycle and public transit as well as by automobile. Since little open land exists within the City, most connectors must be built within the existing street grid. Sidewalks are an imperative. Off street walking paths are advised in those areas where they are feasible. Bike routes, paths and lanes should be incorporated into the street plan. Of primary importance is preservation of the traditional character of Rutland's

neighborhoods by maintaining safe, attractive active transportation connections throughout the City on a system of well-designed sidewalks and paths.

4.6 Gateways

The gateway areas differ from historic districts in that they are not listed on the National Register of Historic Places and design issues have more to do with general aesthetics than historic preservation. Gateways are designated for design review.

4.7 Visual Quality

Above and beyond treatment of historic districts, the City must consider its overall visual quality and the image it conveys to visitors and residents. This image has improved significantly since 1990 but there is still more to be done. Poorly planned strip development dating from the 1950's and later, the vast array of telephone, electric and cable wires strung throughout the City, all contribute to a cluttered visual quality. Inappropriate development in historic districts diminishes the value of those areas as well as the City's image.

4.8 Guidelines for Future Implementation

- a) Historic designation is a major means for protecting the City's historic and architectural resources. The two designated districts, shown on the Historic Districts and Complexes map, include most of the significant historic areas. There are many buildings in the gateway areas, not included on the National Register, which contribute to the overall character of the City's architectural heritage. These areas will be addressed in the Land Use Designations section that follows.
- b) Design Control is proposed as a part of this plan. The purpose of design control is to protect the historic integrity and aesthetic value of these highly visible gateways or historic areas.
- c) Design Control Districts and Planned Office Park Districts are recommended in order to ensure appropriate development in the sensitive areas identified on the Natural and Cultural Resources Map.
- d) Consideration should be given to placing utility wires underground where feasible in the context of a neighborhood or development area.
- e) The gateway along Route 7 South conveys a cluttered commercial image. The underutilized Fairgrounds reflects ambiguous future direction and poorly defined visual elements.
- f) The gateway on West Street presents a poor image as a result of the chaotic juxtaposition of land uses, confusing roadway alignment and signage.

- g) The gateway on Route 4 east, like Route 7, suffers from poorly defined strip development, lack of edge definition and vegetation, lack of separation of sidewalks from the travel corridor and cluttered signage.
- h) The Strongs Avenue approach into Downtown was recently improved with pedestrian bulb outs, and landscaping. A major commercial complex, Howe Center, is located in this area and could be used as a catalyst for continuing to improve the public thoroughfare and abutting properties.
- i) The block of North Main Street between West Street and Woodstock Avenue is, at present, a commercial strip at the heart of Rutland's original settlement and out of character with the Gateway Districts immediately adjacent. Design control should attempt to make the District more compatible with its neighbors.

4.9 Zoning

Rutland's first zoning ordinance was adopted January 24, 1948. Consequently, existing land use is generally patterned after that ordinance, the exceptions being the uses already existing when the ordinance was passed, and those uses allowed by the granting of variances. Most of those variances have been in the Residential zones to allow a higher density, for example, allowing conversion of a single-family house into a three-family apartment building.

Since most of the undeveloped land was zoned Single Family Residence, most of the new development has been single and two-family residential, with some multi-family development occurring close to the downtown area.

Commercial and industrial growth generally has also occurred where appropriately zoned. The major changes in commercial land use have been (1) development of a shopping mall downtown in the former railroad yards, and (2) development of highway-oriented businesses along North Main Street, South Main Street and Woodstock Avenue. The City recognized the continued importance of both types of business development in appropriate districts to satisfy modern commercial and retail markets, and enhance Rutland's competitive position as a commercial hub.

As shown on the Existing Land Use Map, aspects of Rutland's land use can be summarized as follows:

- a) Central Business District (CBD) where the principal shopping, banking, entertainment and governmental activities are located.
- b) High density residential areas adjacent to the CBD.
- c) Medium density residential areas surrounding the high density residential.
- d) Low density in the rest of the residential areas.

- e) Industrial areas, generally adjacent to the railroad lines, especially in the southwest quadrant.
- f) Additional "strip development" commercial areas along major arteries.
- g) Privately owned undeveloped and/or farm land in the outlying areas.
- h) Publicly owned land, open space and developed, in various areas.

An estimate of the breakdown of land uses as follows:

- 56% single-family houses
- 24% multi-family units
- 13% commercial/industrial
- 7% public and/or open land

An estimate of the number of acres and percentages of the various zoning districts is as follows:

<u>Zoning Districts</u>	<u>Acres</u>	<u>Percent</u>
Single Family Residential (SFR)	2,333.9	47.50%
Mixed Residential (MR1)	553.2	11.26%
Mixed Residential (MR2)	17.9	.36%
Gateway Business 1	8.6	.18%
Gateway Business 2	19.9	.41%
4&7	15.5	.32%
North Main (GBNM)	84.8	1.73%
South Main (GBSM)	84.4	1.72%
Gouger Hill (GBGH)	8.6	.18%
West Street (GBWS)	79.2	1.61%
Woodstock Avenue (GBW)	88.3	1.80%
Downtown Business (DBD)	76.5	1.56%
Courthouse (CD)	26.4	.54%
Main Street Park	43.2	.88%
Planned Office Park (POP)	241.8	4.92%
Industrial (I)	513.2	10.45%
Neighborhood Business (NB)	9.2	.19%
Park (P)	<u>704.9</u>	<u>14.35%</u>
TOTALS	4,913.3	100%

Single family housing is permitted in all districts, including Industrial and Park. Sixty-percent (60%) of the land in Rutland is either zoned Single-Family Residential or Mixed Residential. These two zones give priority to housing over other uses. Eleven percent (11%) of

the land gives priority to industrial uses. Fifteen percent (15%) is zoned for a variety of commercial uses.

4.10 Housing

Housing issues are presented in the separate Housing Plan section.

4.11 Special Considerations

4.11a Mixed Use and Umbrella Permits

A basic tenet of Vermont's planning strategy is to encourage effective redevelopment of existing commercial districts, especially downtowns, while discouraging strip development along highways in outlying areas. Effective permitting procedures are in place to control the negative effects of growth but Rutland would like to go farther by creating incentives for growth in business districts. One means to accomplish this is by allowing a mixture of commercial and housing uses within a single structure. By practice, the City currently permits this type of development in appropriate Zoning districts. In addition, the City is exploring the use of "umbrella" permits. These can be particularly useful when repurposing large buildings or in the creation of business and industrial parks. With an umbrella permit the overall development would be reviewed and as tenants move in and out of the permitted spaces, review would be limited provided it can be shown the new uses would be consistent with the terms of the umbrella permit.

4.11b Cluster Development

Clustering allows for development on lots smaller than those specified in the zoning ordinance, providing land area is set aside for permanent common use, usually as open space or for agriculture. Clustering site design allows for more economical use of land. Infrastructure and energy costs are reduced because of the reduction in street and utility installations. Although small lot sizes will limit its applicability, the land use designation for Planned Office Park encourages the concept of cluster design.

4.11c Site Plan Review

Generally, new development is an asset to a community. However, it is appropriate to review commercial and industrial development, and in some cases multi-family dwellings, to ensure issues of traffic safety, circulation, parking, landscaping and infrastructure are addressed. For this reason, the State enabling legislation makes provisions site plan review of all new development or redevelopment of structures and land uses (except for one and two-family dwellings). The City's staff and Development Review Board participate in site plan reviews and impose appropriate conditions and safeguards with respect to these issues.

4.11d Open Space and Access

The special land use designation, Park District, provides a means of preserving natural spaces and man-made features of cultural or aesthetic importance. Success will depend, in part, on the ability of the public to gain access to these areas in a manner that is not disruptive to the element to be preserved. Pedestrian ways and bike paths are important in this regard. Thought should be given in planning pedestrian ways and bike paths to maximize connections to and within Park District areas.

4.11e Special Transportation Needs

Passenger rail service is anticipated as a major ongoing transportation element in the Transportation Plan. Passenger rail facilities are located where they have efficient access to highways and the public transportation network, and provide safe pedestrian and bicycle access.

4.12 Land Use Districts

There are ten general land use designations established within the City:

1. Single Family Residential District (SFR)
2. Mixed Residential Districts (MR1) (MR2)
3. Main Street Park District
4. Neighborhood Business District
5. Gateway Business Districts
6. Downtown Business District
7. Courthouse District
8. Planned Office Park District
9. Industrial District
10. Park District

Aside from the Flood Hazard Area overlay district, the City would benefit from the continuation of Design Control Districts in historic areas and along major commercial corridors. There would also be a benefit to acknowledging nodes of commercial development in primarily residential areas. The general designations are defined as follows:

Low Density Single Family Residential

The purpose of the Low-Density Single-Family Residential District would be to conserve and protect the character of existing single-family buildings and neighborhoods, and to encourage growth and redevelopment in ways that protect and conserve land and natural resources. Pedestrian facilities and connections are encouraged throughout.

Medium Density Single Family Residential

The purpose of the Medium-Density Residential District would be to provide for moderate density single-family residential development, to and allow for a mixture of housing types and community facilities and services that are desirable and compatible with single-family residential development including duplexes and detached accessory dwelling units. Pedestrian facilities and connections are encouraged throughout.

Mixed Residential District

The purpose of the Mixed Residential District would be to conserve and protect the character of existing residential neighborhoods, while providing opportunities for expanded housing choice by permitting a mix of higher density housing types. This district would accommodate community facilities and services that are desirable and compatible with residential development, and to encourage growth and redevelopment in ways that connect to, protect, and enhance the continued viability of the Downtown and other adjacent commercial areas. Pedestrian facilities and connections are encouraged throughout.

Historic Districts

The purpose of these areas would be to support compatible development that preserves the architectural significance of the historic large buildings, green spaces, and historic properties for residential and low-density professional and service uses and to encourage regeneration focused on creating an active low-density professional and service center with a high concentration of cultural and community institutions (including areas surrounding the Library and historic Court House). Pedestrian facilities and connections are encouraged throughout.

Gateway Business Districts

The purpose of these areas would be to create attractive entries into the City and Downtown areas while accommodating a variety of non-residential uses, including highway-oriented commercial use. This would be achieved through the implementation of site design and architectural design standards, enhanced landscaping and tree planting, implementation of access management measures, and installation of pedestrian and bicycle facilities. Architectural review is intended to ensure that the visual quality and attractiveness of these gateway districts into the City, is stabilized and enhanced through the use of quality materials, building design, and site design. Uses in this district are expected to minimize the potential for negative impacts on surrounding properties and uses related to noise, light trespass, delivery and maintenance activities, vehicular parking and drive aisles, and similar impacts from activities that may occur routinely or periodically in the district, through buffering, landscape and lighting design, and other site design measures.

Downtown Business District

The purpose of the Downtown Business District is to promote a compact, pedestrian-oriented town center that serves as the business, commercial, service, and governmental hub of the county. Mixed-use buildings that include high density residential uses on upper floors are encouraged. Furthermore, it is the intent of this district to foster a unique, attractive, and memorable destination for residents and visitors by protecting historically and culturally significant resources and promoting high quality urban design.

Planned Office and Medical District

The purpose of the Planned Office and Medical District is to promote concentrated development in a clustered arrangement containing a mix of office, institutional, and medical uses. Mixed-use buildings and sites are encouraged. Community facilities, services, and commercial uses that serve workers, clients, and adjacent neighborhoods may be permitted as secondary uses in the district. Uses in this district are expected to mitigate the potential for negative impacts related to noise, light, delivery and maintenance service, and similar

impacts from activities that may occur routinely or periodically in the district. Mitigation should include the use of open space and landscaping to buffer development from adjacent neighborhoods and roadways.

Industrial District

The purpose of the Industrial District is to provide areas for industrial growth, especially in places with good access to transportation arteries, where adequate **infrastructure** exists. Service, institutional, and commercial uses that serve employers and workers may be permitted as secondary uses in the district. Uses in this district are expected to mitigate the potential for negative impacts related to noise, light, delivery and maintenance service, heavy vehicular traffic, parking, and similar impacts from activities that may occur routinely or periodically in the district.

New District to Support Future Development of CSJ Lands

The purpose of establishing a new district to encompass the lands of the former College of St. Joseph (CSJ) is to assist creative redevelopment of the campus and its surrounding lands. General goals for this district include allowing a higher intensity of uses than currently allowed in the Single Family Residential district, cluster buildings, protect significant natural features, maximize retention of open space and buffers, and allow for retail and general services of a neighborhood scale.

Park District

The purpose of the Park District is to facilitate public use of indoor and outdoor facilities designed for municipal recreational purposes.

SECTION 5: TRANSPORTATION PLAN

5.1 Existing Functional Classification System

The purpose of the classification of the roadway network is to organize the network according to the functions of each segment. The main functions of roadways are to provide for through traffic flow and access to adjacent land. The Existing Traffic Map shows the existing roadway classification network for the City.

5.1a Arterials

These are the major roadways through the City, which connect with major points in the region and State. They are U.S. Routes 4 (Woodstock Ave.), 4A (West St) & 7 Main Street. These arterials carry large volumes of traffic, more than 500 vehicles per hour. They also connect the four quadrants of the City with the central business district. In this role they serve pedestrian and bicycle traffic as well as vehicular traffic in an adequate manner and all future improvements should include Complete Streets policy. Road diets will be encouraged.

The City's approach to traffic enhancement will thus reflect the interests of neighborhood cohesion and pedestrian, bicycle and vehicular circulation, and safety of all users. This approach will at times contradict traditional traffic design practices, such as widening roads to speed the flow of traffic. Rather it recognizes that a certain amount of controlled congestion facilitates pedestrians and bicycles, and thus has a beneficial effect on the community overall. As is the case downtown, a slower pace of traffic can also enhance access to businesses located along the route.

It is also important to note that the City owns the rights-of-way for Routes 4 and 7 within City limits and maintains these routes as part of the City street system.

5.1b Collectors

The role of the collector is to provide for both land access and movement within residential communities and industrial areas. Collectors penetrate but should not have continuity through residential areas. The collector also acts as a connection between the arterial and the local streets. Their purpose is to bring the traffic from the local streets to the arterials in an organized manner with a minimum of intersections. Conflicts arise when the collector roads are misused as arterials in order to avoid congested conditions on the actual arterials.

5.1c Local Streets

The local streets form the balance of the roadway network. These streets fulfill the function of accessing adjacent land uses. They are not meant to carry through traffic. To prevent or discourage through traffic, local streets should be laid out so that vehicle traffic is slow and through traffic is not encouraged to use these roads. Speeds should be slow and daily volumes below 1,000 vehicles per day.

5.2 Traffic Management: Overview

As the hub of regional commerce, the City recognized the importance of an integrated, intermodal transportation system that maximizes options for transporting goods and passengers while limiting the negative effects on neighborhoods and the environment. In this vein, the concept of transportation corridors linking communities throughout the region takes on added importance.

The City endorses the concept that the north-south rail line and the National Highway System (NHS) highway (Route 7) that runs parallel to it be viewed as a corridor in lieu of an interstate highway corridor. This will enable communities along the corridor, Rutland City among them, to consider strategies for dividing the freight and passenger load between rail and highway whenever the opportunity arises. Plans are underway to extend passenger rail from Rutland to Burlington, serving important industrial or commercial facilities. Transportation projects should be considered in the context of corridor transportation, taking into consideration the potential for improvements to affect the overall corridor infrastructure and not be viewed as isolated, independent projects.

5.2a Specific Issues and Strategies

At the local level, this policy translates into the following specific issues and strategies:

- The City's traffic related constraints stem from congestion, mixed functional use and limitations of intersection geometry and signalization. Increased traffic on Routes 4 and 7 has hampered access to homes and businesses, created barriers to pedestrian, bicyclists and vehicular flow and caused a public safety hazard.
- Aesthetics of arterial and collector streets, and bicycle and pedestrian safety need to be assured. Encroachment by through traffic on local streets needs to be reduced.
- Rutland City supports regional planning to address general transportation issues related to economic growth and appropriate development. Regional planning needs to recognize Rutland City's special role as an economic hub; regional support may be required to address issues that in another setting might be viewed as strictly local in scope. In Rutland city's case, local issues may have regional implications.
- The City is actively involved with the Regional Transportation Council and collaborates with the Regional Planning Commission.
- The City also pursues local transportation solutions in close collaboration with neighboring municipalities. Use of inter-municipal committees comprised of elected selectmen and their designees is seen as an effective means of solving problems that cross town lines.

- It is also important to emphasize that the major arterials are City streets, owned and maintained by the City. This differs from surrounding communities where the State owns the arterials.

5.2b Upgrade Initiatives

Vermont's Complete Streets law became effective July 1, 2011. The principle underlying the Complete Streets concept is that state and town streets, roads and highways should safely accommodate all transportation system users, regardless of age, ability, or what mode of transportation they prefer – walking, biking, driving, or use of transit. The purpose of the Complete Streets bill is to ensure that the needs of all transportation system users are considered in all state and municipally managed transportation projects and project phases, including planning, development, construction, and maintenance, except in the case of projects or project components involving unpaved highways. The policy applies when new roads are being constructed, and when paved roads are being reconstructed, rehabilitated, or otherwise maintained.

Typical elements that make up a complete street include sidewalks, bicycle lanes (or wide, paved shoulders), shared-use paths, safe and accessible transit stops, and frequent and safe crossings for pedestrians, accessible pedestrian signals, and curb extensions. In rural areas examples could be the striping of shoulders on paved roads to accommodate bicyclists and others or the development of a separate multi-use path. Balancing safety and convenience for all users is the common denominator.

At the direction of the Board of Aldermen, the Department of Public Works developed a "Complete Streets Guidance Document" which was approved by the Board of Highway Commissioners on July 11, 2018 and put into use. This document was created to serve as a framework in considering Complete Streets principles in all new and applicable construction projects within the City. The document provides a standard systematic approach, which when used, assures compliance with state law. It specifically ensures that Complete Streets concepts are considered in a thorough and consistent manner for all projects undertaken within the City.

5.3 Areas of Mixed Functional Usage

Mixed functional usage occurs when the actual usage of the infrastructure is incompatible with the intended usage. The conflict areas shown on the Existing Traffic Plan (Map 6), relate to the arterials through the City. The source of these conflicts stem from the arterials on the one hand serving the flow of through traffic and on the other serving as a collector, and in some instances even as a local street.

The "Stratton-Allen Bypass" suffers from mixed functional usage. Stratton Road, Allen Street and others are collectors being used as arterials. The solution lies in discouraging mixed functional usage.

5.4 Intersections

The Existing Traffic Plan (Map 6) shows the location of the intersections within the City that experience the greatest levels of congestion. Improvements will be sought through implementation of the upgrades recommended in the Route 4-7 upgrades study cited above.

What is often more frustrating for the motorist than delay at an isolated intersection is the cumulative effect of delays at successive intersections, and the difficulty of making turns onto and off of arterials and collectors. This problem is most severe along the Route 4 and Route 7 corridors.

5.5 Neighborhood Cut-through Traffic

One of the results of congestion on major roadways and in downtown is the use of local streets by drivers seeking to avoid congestion on collectors or arterials. The City adopted a truck ordinance in 1992 limiting truck traffic to certain designated routes. The dispersion of business destinations in mixed use neighborhoods makes enforcement difficult. Those who drive through neighborhoods are chiefly residents of the region and frequent visitors, as occasional visitors are less familiar with the shortcuts listed below. If it was faster to travel on arterials than through local streets and neighborhoods, some through traffic would be less likely to occur. This could be accomplished by reducing speed limits or implementing traffic calming measures.

- a) Southeast, along Stratton Road, Allen Street and Killington Avenue. Cut-through traffic combines with local traffic related to the hospital and professional offices to create significant congestion.
- b) Southwest, along Strongs Avenue, River, Park and Forest Streets and Dorr Drive. This volume has decreased since the opening of the Southwest Bypass, but congestion is still a concern in residential neighborhoods.
- c) Northwest, along Crescent Street, Pierpoint Avenue and Grove Street. There is a chronic problem with heavy trucks using these cut-throughs between North Main Street and Business Route 4.
- d) Northeast, along North Street Extension, Hillside Road and Temple Street. Residential streets are being used to bypass the intersection of Main Street and Woodstock Avenue.

5.6 Other Problems

- a) Widening West Street, Main Street and Woodstock Avenue has been suggested in the past, but the City does not support this approach. Widening streets will speed the flow of traffic at the expense of active transportation safety. This contradicts the City's policy of encouraging pedestrians and active modes of transportation, such as bicycles and transit.
- b) The southwest quadrant of the City has for decades been cut off from the central business district by railroad tracks. Vehicular traffic has been routed either to River Street or Pine Street, both of which gain access to downtown through congested intersections.

Pedestrian access has been improved in recent years but continued efforts to improve connections between downtown and the southwest neighborhood continue to be a priority.

- c) Left turns onto busy main roads from unsignalized intersections often experience very long delays. The exceptions are where adjacent traffic signals on the major road provide a break in the traffic by stopping the oncoming stream.
- d) Through truck traffic on arterials and collectors is forced to mix with local traffic, causing congestion and safety hazards for local traffic and bicyclists and pedestrians.

5.7 Rail Improvements

The City supports the extension of freight and passenger rail service along the entire western rail corridor from Bennington to Burlington. The City believes that connecting the service to the major Burlington metropolitan market is key to bolstering ridership and establishing the market viability of extended passenger rail service in Vermont. Aesthetics should also be improved along the rail corridor.

5.8 Proposed Transportation Improvements

- a) Rutland's anticipated street development will happen in existing neighborhoods where it will have minimal effect on natural surroundings. Rail improvements will be sited in commercial and industrial areas that will also enhance the potential for multimodal facilities. The City will pursue the following: Implementation of the upgrades recommended in the 2002 Routes 4-7 study. Continue to encourage the close collaboration established with Rutland Town to ensure seamless connections between City and Town elements of the work plan. Encourage the State to phase these improvements when necessary to expedite them and collaborate with the City Department of Public Works to use local management of projects whenever possible.
- b) Upgrades to Strongs Avenue the entire length from South Main Street to Washington Street, improving the visual quality, safety and access to businesses along a major gateway access to downtown.
- c) Redesign the Evelyn Street corridor to encourage better traffic flow, safety, and economic development opportunities by redeveloping this underutilized section of the Downtown.
- d) Continue to monitor all railroad grade crossings within the City to ensure that they remain safe for the traveling public.
- e) Continue discussion following a recent traffic study recommending two way traffic flow on Wales Street to improve downtown traffic flow.

- f) Encourage establishment of electric vehicle charging stations at convenient locations within the City.
- g) Continue to apply Complete Streets on road projects

5.8a Additional Improvements

- a) Improvements will be defined through continued collaboration with VTrans, the regional planning commission and other communities located along routes that affect the City. Regional growth will be a key determinant of future needs, as growth almost anywhere in the region affects Rutland City.
- b) Special attention will be paid to the need to transport commercial goods, resources and tourist traffic into and out of the region. While major new highway construction is not currently considered a viable option, the City shall remain open to the future possibility of such development if it is required to support a diverse, sustainable, productive economy. Such projects could include a city bypass and an east-west connector to the Interstate Highway System.

5.9 Parking

The City recognizes a responsibility to manage public parking downtown. Parking is a matter of policy. The City shall provide parking at a level it judges advantageous for growth of commerce. This may include surface and structured parking. At the same time, it is recognized that control of the parking supply is integral to any effective strategy to encourage a shift to active transportation modes.

Consistent with 24 VSA Sections 4303(22), 4382(d) and 4407(4), amended by the legislature in H.715 (1996 adj. session), the City may, at its own discretion, allow an employer's issuance of transit passes, or other evidence of reduced demand, to be accepted in lieu of parking spaces that might otherwise be required by a building project. Availability of free public transportation may be recognized as such evidence. Notwithstanding this allowance, the City may require private property owners and developers to create or contribute to parking to accommodate their tenants and customers.

5.10 Active Transportation Modes and Public Transportation

The City has made a major commitment to development of public transportation as a key element of the regional transportation mix.

The convenient availability of public transportation is important to the City's transportation strategy. Consistent with other State and regional plans, the City encourages a shift from use of private cars to public transportation and other modes, reducing traffic congestion, saving energy, and enhancing air quality.

5.10a The Bus

Marble Valley Regional Transit District (MVRTD), commonly known as "The Bus", is the largest non-urban public transit system in the State of Vermont. In Rutland County, MVRTD provides transportation to the general public through Fixed Route Service, Demand and Responsive Service, Dial A Ride, Rideshare, and Medicaid Brokerage Transportation,. It also provides service to several Social and Human Services agencies. MVRTD increases self-sufficiency and the quality of life for the elderly and persons with disabilities, and is a vital resource for those who need transportation.

MVRTD is also active in supplying transportation services to the resort community in the Killington area. Bus routes also provide service to Proctor, Fair Haven, Castleton, Ludlow, Manchester and Middlebury, where one can connect to bus service to Burlington.

5.10b Multi-Modal Transit Center

MVRTD, the City and the State collaborated on development of a multi-modal transit center in Rutland's central business district. The facility is designed to be the regional hub for public bus service and private intercity bus service, providing seamless inter-modal linkages for the public. This structure, if properly utilized, is seen as a key asset for future downtown redevelopment initiatives.

5.10c Rail Service

The City is actively pursuing opportunities to retain and expand passenger rail service through either Amtrak or private rail operators, or both. The passenger rail station located in Downtown Rutland has the capacity to handle significant growth. The City supports extension of passenger service south to Manchester and Bennington, north to Middlebury and Burlington, and eventually into the Montreal markets as well.

5.10d Air Service

Air service for the region is provided by Rutland - Southern Vermont Regional Airport in North Clarendon, minutes from downtown. The city supports retention and expansion of passenger service, as well as freight handling, at the airport. In the regional economic environment anticipated over the life of this plan, air transportation is important in servicing existing businesses, as well as any that may choose to locate in Rutland and need ready access to outside destinations.

5.10e Bicycle Paths

The City has signed bikes routes, tying together the four quadrants of the city and extending into the downtown business district. Despite the technical difficulties of mixing bicycles with vehicular traffic in an urban setting, the city nonetheless endorses and supports all

reasonable projects that encourage increased usage of this mode. In practical applications, bicycles can ease congestion and reduce the environmental impact of transportation.

Given their potential to address multiple community needs, pedestrian and bicycle facilities should also be evaluated for their recreational utility. The city supports the completion of a multi-use path planned from Giorgetti Park to the former College of St. Joseph along East and Otter Creeks.

5.11 Pedestrian Circulation

An important advantage of locating in an urban area is the ability to move around on foot. The city strives to provide safe, attractive pedestrian access within and between neighborhoods. Several key concepts contribute to this objective:

- a) A pedestrian way between the southwest neighborhood and the central business district was constructed in the late 1990's, providing for the first time, a safe, well-maintained means of crossing the railroad tracks that had long divided the City.
- b) Traffic control downtown should foster a smooth flow of traffic without allowing cars to travel at too great a speed. Slower automobile traffic makes the street safer for pedestrians. Toward this end, the development of traffic calming projects and on-street parking is encouraged.
- c) The upgrading of the City's signalization system greatly improved the safety of many pedestrian crossings. Further implementation of the recommendations of the Rt. 4-7 improvement plan cited above will further improve conditions for pedestrians. This aspect of public safety is a key element of the City's policy toward corridor improvements and creating additional pedestrian crossings along major thoroughfares is encouraged.
- d) Particular attention needs to be paid to increasing access and accommodating persons with physical disabilities.

SECTION 6: COMMUNITY FACILITIES PLAN

The Community Facilities Plan is presented in four subsections: 6.1 Public Safety (Police, Fire Department); 6.2 Infrastructure (Water, Sewer, Solid Waste, and Telecommunications); 6.3 Recreation; and 6.4 Childcare.

6.1 Public Safety

6.1a Police Department

The Rutland City Police Department (RCPD) has an authorized strength of 52 positions. Forty of the positions are sworn, 6 are Emergency Communication Officers (Dispatchers), two record clerks, one administrative assistant to the Command Staff, one animal control officer, one property and evidence custodian, and one crime analyst.

The staff is supplemented by assistance from the Vermont Army National Guard and the use of college interns. The RCPD answers to the Rutland City Police Commission and works extensively through that Commission to keep the community involved and informed.

The sworn members consist of the Chief of Police, three Commanders, seven Sergeants, five Corporals and 25 officers.

The RCPD is committed to protecting children in the community and have committed resources to that effort. A detective is assigned full-time to the Child First Advocacy Center conducting child sexual assault investigation. There is also an officer assigned full-time to the Rutland School District as a School Resource Officer.

The RCPD is charged with providing primary policing services to a community that, in an effort to address the opioid epidemic, has increased education, prevention, and treatment efforts, and yet continues to struggle with substance use disorders and issues associated with such use. With the prevalence of substance use disorders comes an increase in calls for service for intoxicated subjects, family fights, juvenile problems, property crimes and disorderly acts in select neighborhoods. In some selected neighborhoods the chaos that occurs from the issues surrounding substance abuse and mental health issues drives down quality of life. The City of Rutland remains a safe city against violent crime.

The RCPD continues to work with countless partners on a comprehensive strategy to address the issues associated with quality of life crimes. Project VISION is targeting the underlying issues driving the quality of life issues in the city. Those partners include but are not limited to Rutland School District, Rutland County State's Attorney, Vermont Department of Corrections, Vermont Network against Domestic and Sexual Violence, Vermont Attorney General, Vermont Department of Health, Rutland Regional Medical Center, Regional Mental Health, Rutland County Parent Child Center, Rutland Redevelopment Authority, and Rutland region faith community.

The strategy is focused on creating community norms which reduce the harm and disorder in the City of Rutland. The effort is not on enforcement but rather compliance to community norms. The effort focuses on long term solutions to lingering issues that create an opportunity for crime to be committed. The areas of focus are:

- Police Visibility
- Problem Solving with partners and citizens
- Engaging Community in dialogue
- Enforcement

The coalition that has been developed has led to a nontraditional model inside the RCPD. There is currently assigned to the RCPD a dedicated domestic violence advocate, social workers and a mental health crisis worker.

The RCPD is embracing technology in an effort to enhance the effectiveness of the above described strategy. The use of in car computers, high-tech radios and in car video recording are strategic to maximizing assets.

As part of the ongoing use of technology, the RCPD is embracing the concept of Intelligence Led Policing that has identified “hot zones” where resources are more surgically applied and results are measured on data that affects quality of life for citizens in those areas. This means that arrest data is not the sole measure of success or accomplishment. The measurement of success is the reduction of quality of life crimes that undermine the ability of the City of Rutland to thrive.

In order to support the efforts on utilizing data the command staff of RCPD has invested heavily in crime mapping capabilities to include the ability to display meaningful data to all stakeholders. The use of data to be more effective will continue into the foreseeable future and will require continued investment in technology.

As part of its overall crime reduction strategy, the Department has adopted Data Driven Approaches to Crime and Traffic Safety (DDACTS), a law enforcement operational model supported by a partnership among the Department of Transportation’s National Highway Traffic Safety Administration and two agencies of the Department of Justice: the Bureau of Justice Assistance and the National Institute of Justice. DDACTS integrates location-based crime and traffic crash data to determine the most effective methods for deploying law enforcement and other resources. Drawing on the deterrent value of highly visible traffic enforcement and the knowledge that crimes often involve motor vehicles, the goal of DDACTS is to reduce crime, crashes, and traffic violations across the country.

The Department has in place a clear vision and robust mission. As a leader in law enforcement, the Rutland City Police Department works collaboratively to build a bias-free community where everyone feels safe and secure. We are dedicated to protecting and serving our citizens through professionalism, courtesy, compassion, and community partnerships.

In the future RCPD will need to invest in more personnel to enhance its presence in the neighborhoods to include non-sworn staff to act as community outreach workers. There will need to be continued investment in technology to continue the efforts in the area of Intelligence Led Policing. Finally, there will need to be a continued emphasis throughout City Government that focuses on cooperative efforts to get to positive outcomes that affect the quality of life in City of Rutland.

6.1b Fire Department

The City of Rutland Fire Department is a full-service fire department staffed by 27 highly dedicated career firefighters and supplemented by up to eight “substitute firefighters” under the direction of a full-time career Fire Chief. The City of Rutland Fire Department responds to approximately 1,000 emergency incidents annually and has an Insurance Service Office (ISO) Fire Rating of 3.

The department provides fire and rescue services along with Hazardous Materials response at the Operations Level for the City of Rutland and is contracted to provide these services to the Town of Mendon. The department is also contracted by the State of Vermont to provide Aircraft Rescue Firefighting (ARFF) services at the Rutland-Southern Vermont Regional Airport. The department protects approximately 45 square miles from Fire Department Headquarters located on Center Street at South Main Street.

Personnel are assigned to one of three shifts which work 24 hours on duty followed by 48 hours off duty. The minimum daily staffing is seven personnel which staff one Engine Company with four personnel and one Ladder Company with three personnel. Our fleet consists of three pumpers, one 100’ Tower Ladder, one 75’ Quint, one Utility truck and one Command vehicle. The department is a member of the Rutland County Fire Mutual Aid Association which consists of 27 member agencies across Rutland County that assist each other at major fires and emergencies. The City of Rutland Fire Department responds to approximately 1,000 emergency incidents annually.

The department provides personnel who are team members of VT USAR TF1; a highly trained and equipped technical rescue team. These members are trained and certified in trench, confined space, high and low angle rope rescue and swift water rescue and boat operations.

Members of the department can be found proudly supporting and participating in many community activities, charitable events, and public education opportunities!

The motto of the Fire Department is “*Courage, Commitment, Compassion*”.

6.1c Emergency Management

Emergency Management functions in the City are vested in the Fire Department. The City has a number of emergency management plans dealing with all-hazards emergency response. The City actively participates in the Local Emergency Planning Committee (LEPC), and in local and regional emergency drills. The plans are reviewed and updated annually and after any major emergency situation.

6.2 Infrastructure

6.2a Water

Virtually 100% of the City of Rutland has municipal water service. In addition, portions of Rutland Town, particularly the commercial/industrial areas along Route 7 South, the town school, and Northwood Park are served by the City's water system. The municipal water supply meets all State and Federal regulations for drinking water quality.

The City of Rutland presently provides water to 5,992 metered customers. There are 65 customers who are not metered but who pay a set rate to the City. The total number of billed customers is thus 6,057. The above numbers include 237 metered accounts in the Town of Rutland. Water usage in public and private schools and City buildings is not billed.

The average daily demand is 2.1 million gallons per day and the current average daily per capita consumption is approximately 130 gallons per day (gpd). This compares to the 212 gpd average in Rutland over the past 25 years.

Between 2014 and 2019 daily average water demand dropped by 360,000 gallons per day while metered water sales remained steady. This is attributed to leak detection and repairs and advanced metering infrastructure improvements that better track use and prevent theft. The ten largest water customers served by the City's water supply are listed below:

		\$ Collections	% of Total
1	General Electric	\$ 301,893	8.72%
2	Rutland Regional Medical Center	\$ 111,341	3.22%
3	Mark K Foley	\$ 71,703	2.07%
4	BAI Rutland	\$ 66,267	1.91%
5	General Electric	\$ 60,140	1.74%
6	Tulsi Rudraksha Hosp LLC #2	\$ 42,051	1.21%
7	Meadows at East Mountain	\$ 26,854	0.78%
8	CBYW Rutland Propco LLC	\$ 23,760	0.69%
9	Pistols & Roses	\$ 21,637	0.62%
10	Maples I LP	\$ 20,910	0.60%

The City draws its supply from a weir and intake facility on Mendon Brook, about 3 miles north of the City. In 1921, the City purchased the water rights to part of the North Branch

of the Cold River, including Brewer Brook and Rooney Brook, giving a water capacity that is yet to be fully utilized. In 1995, the City completed construction and placed on-line a new water filtration plant and 2.5 million gallon storage tank. A second 2.5 million gallon storage tank was constructed in 2002.

In conjunction with the filtration plant project, facilities were installed to enable the City to draw water from East Creek in the event of an emergency affecting the primary water supply. This situation occurred only once in 2011 when Tropical Storm Irene destroyed the water intake from Mendon Brook.

With the above items in place the City will be able to meet its water consumption demands for the foreseeable future.

6.2b Sewer

The City's municipal sewage system, as with the municipal water system, serves virtually all the City. In addition, portions of the Town of Rutland, particularly the commercial/industrial areas along Route 7 South, are served by the City's sewer system. A private sewer pipe, the Alpine Pipeline, carries wastewater from commercial and residential areas along Route 4 in the Towns of Killington, Mendon and Rutland Town to the City's treatment facility. The Alpine Pipeline also carries wastewater from the Killington Ski Area and the Killington Access Road to the City's treatment facility. The Airport Industrial Park in the Town of Clarendon is also connected to the Rutland City system.

The sewage treatment facility, located on Otter Creek, was certified in October 1988 and has a design capacity of 6.8 million gallons per day (mgd). The sewage treatment facility was upgraded in 2006 and now has a design capacity of 8.1 mgd. The current flow is approximately 4.8 mgd. Through the inter-municipal sewer ordinance, Rutland Town is allowed 10.7% of this capacity, and Mendon and Killington allotted 5% each.

Many of the older lines carry a combination of storm water and sewage to the treatment plant. These lines are subject to overflow during heavy rainfalls. The points of combined sewer outflow (CSO) are located on the East Creek and Otter Creek. These CSOs are the focus of a corrective planning program designed to treat or eliminate these overflows. An upgrade in 2006 was completed in accordance with CSO directives, and this project made important strides to eliminate overflow events. In 2013-2014 the first phase of the Northwest Neighborhood Sewer Separation Project was completed, removing about 52 acres of the Library Ave-Crescent St-Park Ave neighborhood from the combined sewers. The next phase of that project is scheduled for construction in 2020 which will extend the separated area from Grove St to Main St. Further upgrades are in the planning process, but full compliance with the CSO Rule will take decades and tens of millions of dollars to complete.

Voters have also approved a major upgrade of the anaerobic digester complex at the wastewater treatment plant and the replacement of a 1972 force main connecting the River Street Pump Station and the plant.

The recent reduction in water demand provides benefits at the treatment plant as well. As wastewater treatment demand declines the capacity to treat storm water increases and the reserve capacity for the plant to support growth is enhanced.

6.2c Waste Generation

The 17 towns in the Rutland County Solid Waste District (RCSWD) generated 28,777 tons of solid waste in 2012. Of this number, Rutland City represents 40%. Given this large portion, the City has an opportunity to change the overall waste stream for the District.

6.2d Recycling

Rutland City's current recycling rate is very low at 22% of total waste. In general, about 70% of municipal solid waste (MSW) could be recycled and therefore not appear in disposal options. The City should encourage increase in recycling rates in all sections.

The City of Rutland should encourage:

1. No trash-only pick up from area haulers.
2. Increased outreach of the extensive programs already offered by the RCSWD, including the composting program, as well as an increase in education programs as appropriate.
3. Recycling and composting programs in municipally owned buildings and programs.

A regional recycling processing facility is located in Rutland City accepting material from haulers and businesses generating large quantities of recyclables. The facility, operated by a private entity, converted the processing system for the collection of recyclables to single stream in November of 2011. The facility currently processes 27,000 tons of recyclables a year.

The RCSWD is responsible for the Solid Waste Implementation Plan (SWIP) that is a state required document that details the goals, objectives and implementation strategies to be used to manage solid waste as defined by the requirements of the State Solid Waste Act of 1987.

Although recycling of material is available to the general public at the Gleason Road Transfer Station and at the West Street facility and is offered through various local haulers, currently neither the City of Rutland nor the RCSWD have a recycling ordinance establishing mandatory recycling. However, the Vermont Legislature passed ACT 148 in 2012 with overwhelming changes in regard to recycling efforts for the State over the next 5 years. These new regulations include the following: a ban on disposal of certain solid waste from the landfills including mandating statewide recycling by July 1, 2015; banning leaf and yard waste residuals and clean wood waste by July 1, 2016; and all food residuals by July 1, 2020. ACT 148 was put in place because waste diversion rates have stagnated in Vermont between 30 to 36% over the

past 10 years. The recycling rates for the City reflect the same low rates, especially in the residential waste category.

The City should work with the RCSWD and local groups to increase promoting many of these new changes to the general public in order to make increased recycling efforts a great success.

In addition to recycling Rutland City supports other solid waste management practices, such as reduction and composting. Consumer education should be undertaken supporting the use of reusable products, recycling, composting and the management of household hazardous wastes. Commercial and industrial enterprises can also reduce waste. Leftover byproducts for resale or reprocessing should be marketed. Business and industry that recycle and make new products out of waste materials should be supported.

6.2e Disposal

The RCSWD currently provides waste disposal through a transfer station in the City, recycling, yard waste composting, unregulated and household hazardous waste collection, construction waste recycling, tire and metal disposal and asbestos disposal.

Currently, the City sends the majority of its solid waste to the Coventry, VT landfill. Some waste for the District is also shipped to Hudson Falls, NY incinerator and to other landfills in Vermont and New Hampshire. The cost of disposal has been \$80 to \$102 per ton.

Anecdotal evidence indicates that there is a potentially significant problem with the disposal of hazardous waste. The City should encourage a zero tolerance policy with respect to hazardous waste disposals and supports the RCSWD in passing and enforcing its own zero-tolerance hazardous waste policy, which would include spot-checking as a standard form of enforcement, in which violation results in fines.

6.2f Telecommunications

The City recognized the importance of telecommunications and the internet to economic and community development. Continued investment in the City's telecommunications technology and infrastructure is vital to efforts to bolster telecommuting and e-commerce economic opportunities that are so consistent with the community goals of conservation and smart growth.

6.3 Recreation

6.3a Recreation Plan

The Recreation and Parks Department has been providing recreational services to the residents of this community for over 80 years. The Department has three basic divisions: administrative, recreation and parks. The department has twelve full-time staff, 1 superintendent, 1 Maintenance Director, 5 Program Directors, and 5 maintenance specialist.

The Department has 12 main facilities, 7 “pocket parks” and 17 additional areas to maintain including the outdoors areas of the fire station, police station, city hall, and train station. The City re-opened the White Memorial Park pool in the summer of 2018, which included the new construction of a competition pool and family pool with water features and zero entry. The White Memorial Park Pool and Overall Park has provided more opportunities for the community including providing space for summer camps in Vermont. November, 2019 the Recreation department in collaboration has ventured into the possibility of a gymnasium. The Recreation department will lease the former CSJ, college of St. Joseph, gymnasium for 6 months during this time the Recreation department will have the opportunity to evaluate the need for a facility that has a gym, 2 racquetball courts, 3 rooms (which currently are fitness, movement, and game room) 4 locker rooms, large lobby, and 5 offices.

The department works with many community groups and organizations to maximize resources. These include: Agency of Natural Resources; Rutland Amateur Hockey Association; Rutland Public Schools; Rutland Catholic Schools; Police, Fire and DPW departments; Creative Economy; Paramount Theatre; Castleton University, United Way, Rutland Regional Medical Center; Rutland County Humane Society; Retired Senior Volunteer Program; Rutland City Rotary Club; Rutland South Rotary Club; Kiwanis; Summit Soccer Club; and other groups. Forming partnerships with our community organizations has allowed us to offer more opportunities to our community.

6.3b Goals and Objectives

Short Term Goals (1-3 years)

- Offer high quality recreational, cultural and leisure time programs and services to the residents of Rutland City regardless of age, sex, race, skill, income level, or physical or developmental challenges.
- Recognize need and opportunity for an indoor recreational facility
- Focus on repairing and maintaining current facilities. Meadow Street Park Pavilion and fencing and Main Street Pavilion
- Build upon and establish new partnerships.
- Update and invest in technology to work more efficiently.
- Protect our natural resources for the enjoyment of future generations.
- Build an outdoor skate park to replace indoor skate park

Medium Term Goals (3-5 years)

- Conduct a feasibility study for connecting neighborhoods with trails.
- Create a park plan for all parks.
- Finish major Giorgetti Arena improvements.

Long Term goals (5+ years)

- Become an accredited park & recreation department.

6.4 Child Care Element

The Rutland City Supervisory Union is currently looking to partner with providers to implement universal pre-k. The biggest issue for centers and home providers alike is that there has been no increase in the reimbursement rate in years so it is very difficult for all early education providers to pay a livable wage.

The average cost in the area for early education services ranges from \$600 per month to \$1000 per month per child so it is a challenge to maintain these services at a rate that is affordable for younger families. The early education providers indicate that they are very heavily regulated and that they don't need additional regulation. All providers are trying to increase the quality of the services they provide. Providers can submit to a "star rating" system. This system is set up and administered by the State.

Current Rutland City Providers

Early Education Home Providers -	Total = 34
Early Education Home Providers with STARS -	Total = 6
Early Education Centers -	Total = 15
Early Education Centers with STARS -	Total = 6

SECTION 7: EDUCATION

7.1 Overview of Resources

Rutland City is home to a mix of public and independent schools. In addition to the City's public schools, the following institutions are located within Rutland City: Christ the King School, Rutland Area Christian School, Mount Saint Joseph Academy, Vermont Adult Learning and the Vermont Achievement Center.

Institutions of higher education in Rutland City include the Community College of Vermont. Other universities in the immediate region are Castleton University in Castleton.

7.2 Rutland City Public Schools

Rutland City Public Schools (RCPS) is a learning organization that provides an outstanding educational opportunity to students at seven schools, two alternative sites, and the Stafford Technical Center. Superior faculty and staff members focus on the needs of each and every child on a daily basis. The District Mission Statement concludes with this pledge/belief: "Every Student, Every Day."

The Rutland City Schools' Vision is: Rutland City Public Schools cultivates a passionate, diverse, and resilient community of critical thinkers who learn with purpose, create innovation and responsible solutions, and lead lives of integrity.

Northeast and Northwest Primary Schools each serve approximately 420 students in the Early Essential Education Program (EEE) through Second Grade. The Pierpoint Primary Learning Center, located at the former regional library, houses three EEE classrooms and is part of the Northwest/Pierpoint Primary School community. The Rutland Intermediate School, located on Library Avenue, serves approximately 500 students in Grades 3-6. The Rutland Middle School, also located on Library Avenue, serves 280 students in Grades 7 and 8. Rutland High School, on Stratton Road, serves 840 students.

Approximately 240 students attend the full time program at the Stafford Technical Center, and over 800 adults take part in the Adult Education Program. Stafford has well-established articulation agreements with a wide range of post-secondary institutions and apprenticeship programs. The STC Adult Education Program collaborates with many city and regional enterprises to provide specialized education and training for their employees. Stafford programs continue to support educational and training opportunities for both the youth and adult populations of Rutland County.

The number of tuition students attending Rutland High School from Rutland Town, Mendon, Chittenden, Danby, Ira, Middletown Springs, Mt. Tabor, Pittsfield, Plymouth and Stockbridge remains strong. Continued progressive programming, including a large number of Advanced Placement and honors courses, an infusion of modern technology, the development of Science, Technology, Engineering, Mathematics (STEM) and Global Studies Academies, the YES Plan and many additional offerings in the Fine Arts, have contributed to the consistent attractiveness of Rutland High School as the most popular school of choice for parents and students in the tuition-paying towns.

The Rutland High School 77 Grove Street Campus serves 40 high school students in an off-campus alternative education and service-learning program designed to prevent students from dropping out of school. The Rutland High School (RHS)/Rutland Middle School (RMS) Allen Street Campus, located on Allen Street, serves approximately 40 students in grades 7-12 who have had difficulties in adapting to a traditional classroom and school environment. This is a model program, which combines academics, adventure-based learning, work and community service, and therapeutic services for students and their families in a way that better meets their needs, both in school and in the community.

RCPS also offers an extensive co-curricular program for students from grade 3 through grade 12. In addition to a comprehensive athletics program, there is a wide range of clubs and activities that support student learning and development and keep our children active and safe in the after-school hours of each day. The Rutland City Fine Arts program is one of the finest in the nation, and has been recognized as such on two recent occasions. Citizens are invited to attend the many music and theatrical performances of students both in the schools and at the Paramount Theater, and to attend the various visual art displays around the community and at the Chaffee Art Gallery. In addition, the nationally recognized Tapestry Program serves over 600 children in after-school and summer programming offering extensive enrichment, tutorial, counseling, cultural and recreational opportunities.

The health and wellbeing of students is at the forefront of our thoughts. A healthy student will achieve more academically than a student carrying a number of risk factors. The Vermont Youth Risk Behavior Survey contains information about the health and lifestyles of students around the state and within the Rutland City Public School district. These data are monitored from this state-generated survey as well as local data to organize health and wellness resources in support of students and families in Rutland. Strong and ongoing relationships exist with community health and wellness agencies including Rutland Mental Health, Rutland County Head Start, the Department of Child and Family Services, the Rutland Regional Medical Center, and Rutland's Police and Fire Departments.

The Rutland City Public School district continues to operate in a mode of continuous improvement with a focus on targeted professional development and student achievement. As a result, Rutland High School has been recognized nationally as a model Professional Learning Community (PLC). District-wide improvement is focused on six major initiatives: PLC development, Response to Intervention, Co-Teaching, data-based decision making, "brain based learning," and Positive Behavior Intervention Systems (PBIS), all of which are supported by cutting-edge technology. These areas are where RCPS is spending its resources to allow the schools to evolve on a path of continuous improvement for our students and the community.

The use of instructional technology has expanded greatly and Smart Technology is being used to improve teaching and learning, K-12. The AlertNow communication system has been implemented for important school announcements and in school or community emergencies; this system has been very well received throughout the community. In addition, a student information system (SIS) called Infinite Campus has been implemented which allows the coordination of all information relating to students and follows their progress over time. The Parent Portal of Infinite

Campus allows detailed information about their children to be shared with parents. Many parents make use of this important tool.

The Rutland City Schools work cooperatively with City government and a wide variety of community organizations and agencies. All of the schools and athletic fields are available for Recreation Department programs and activities and programs both during the school year and in the summer. As well, school buildings have been made available to both State and local law enforcement agencies for specialized on site safety training. RCPS also provides rent-free office space in the Longfellow Building as part of a commitment to community service.

The Buildings, Grounds & Transportation Department (B, G&T) of the City Schools has a comprehensive capital and maintenance plan in place, which is accomplished as funds allow. Roof, underground tank and boiler removal/replacement has been accomplished in all buildings, and the bus fleet is on a regular replacement plan. Significant capital needs remain, for which the Schools may seek bond funding to accomplish.

Rutland City Public Schools strive to offer an outstanding learning experience at a reasonable per pupil cost to the city taxpayers. For this school year the district's per-pupil cost is 4% below the state average for all districts. It is important to note that the district ranks 61st of the 62 school districts in Vermont in spending on school and district administration. Rutland City offers an outstanding educational opportunity for all children at a lower cost than the majority of the school districts in the state.

7.3 Higher Education

7.3a Castleton University

Castleton University, with a main campus of 33 buildings on 157 acres, is located a short 15 minute drive west of Rutland City. The University, which serves more than 2,400 students and offers a growing number of graduate programs, is small enough to be a community where individuals matter, yet large enough to offer a diverse and challenging curriculum with more than 75 academic programs, 50 student clubs and organizations, and 28 varsity sports.

Castleton is committed to both career preparation and a liberal arts education, and is recognized for service learning, high academic expectations, impressive athletics and arts programs, student research, and strong community connections. The University is guided by "The Castleton Way" to provide an inclusive student-centered environment; appreciate faculty and staff, use and teach sustainable environmental practices, and participate in strong community partnerships.

The University includes 237 students (in 2019-2020) and many faculty and staff members who reside in Rutland City. In any semester, Castleton students practice meaningful civic engagement through internships, employment and volunteer community service, including work with clinical partners, social and criminal justice work, and student teaching. The Center for Schools works extensively with Rutland City Schools to meet the professional development needs of the city's educators. The University owns and operates Spartan Arena in Rutland Town,

and offers recreational and cultural opportunities, many at low cost or free of charge, to Rutland residents. Castleton also operates the Castleton University Bank Gallery and provides an option for student housing in apartments in Downtown Rutland.

The University maintains many key partnerships with organizations in Rutland City, including the Marble Valley Transit Authority, Rutland Regional Medical Center, Community Care Network, Project Vision, Community College of Vermont, REDC, and many employers in the community.

7.3b Community College of Vermont

Community College of Vermont (CCV), a member of the Vermont State Colleges system, is Vermont's second largest college, serving 10,000 students annually. With 12 locations and extensive online learning options including telepresence, CCV provides Vermonters with access to 26 degree and certificate programs, workforce and secondary education programs, and a wide variety of continuing education classes.

CCV has served the Rutland community since 1981, and today Rutland is one of CCV's largest locations. Over five hundred students, ranging in age from 17 to 70, enroll at CCV's Rutland academic center each semester.

In 2012, CCV moved from its longtime location on Evelyn Street to a new facility at 60 West Street, a 32,000 square foot building. It has 24 classrooms, 4 computer labs, 2 fully equipped science labs, 2 art rooms, a large learning center, and a 1,100 square foot multipurpose room on the first floor with windows overlooking West Street. 17 full-time staff members and 90 part-time instructors are employed at the facility.

In 2020 CCV celebrates its 50th anniversary noting it has served over 150,000 students since 1970 and granted 12,488 degrees. The student body is 93% Vermonters, 58% first-generation college students, and 68% female.

CCV's workforce development department has grown exponentially and continues to be the primary driver of workforce development initiatives in the region and across the state. In addition to upskilling our current workforce through contracted trainings, CCV provides employment pathways for Rutlanders through strategic partnerships with both local companies and state agencies which often provide no cost training, certification, and employment in high wage careers in industries such as manufacturing, healthcare, and financial services.

CCV has also developed a series of apprenticeships which offer new career opportunities for area residents that combine employment, college credits, and industry recognized credentials. Current apprenticeships include Manufacturing Production Technician, Medical Assistant, and Pharmacy Technician with several more in development.

7.3c College of Saint Joseph

With the loss of accreditation in 2019 the CSJ campus is currently being studied for future uses and could be utilized for a number of innovative purposes including a CSJ Center for Excellence and Innovation.

7.4 Proposed District to Support Future Development of CSJ Lands

This plan proposes the establishment of a new zoning district to encompass the campus and other landholdings of the former College of St. Joseph. The general goal is to allow for a mixture of uses and ownership structures that support a variety of community goals such as recreation, housing, innovative business incubation spaces, and more. The intent is to support thoughtful development that is respectful of the established neighborhoods.

General Goals and Objectives for the type of development include:

1. Concentrate development in a clustered arrangement.
2. Site plans for the development of each project should identify and protect significant natural features.
3. Maximize retention of open space and buffer areas.
4. Broad, landscaped buffers should be established along major roads and along boundaries shared with residential areas.
5. Limit retail and general services to those serving the business community in the immediate area and neighborhood retail as would be expected in a mixed residential district.
6. Certain high density residential uses, such as senior housing or medical care facilities, shall be permitted.
7. Planned Unit Development could be considered.

More specific standards for development will be crafted as part of the process involved in establishing this district within the City's Land Use Ordinances.

SECTION 8: HOUSING ELEMENT

8.1 Housing Overview

During 2012 Rutland City engaged a consulting firm to conduct a comprehensive housing needs assessment (Housing Needs Assessment) for the City. The study was structured following the Vermont Housing Needs Assessment Guide and looked at several elements including Population and Demographic Trends, Rental Housing, Home ownership, Housing for the Elderly, and Special Needs Housing. In addition, the consulting firm looked specifically at issues of neighborhood revitalization and blighted property remediation. Each of these subtopics are important as they provide a baseline related to the City’s existing housing environment which is critical to planning for the current and future housing needs of the City. The 2012 study was followed by a Rutland Housing Market Study Update completed in July, 2019. The following section is a synopsis of the findings.

8.2 Population and Demographic Trends

The City of Rutland has been steadily losing population and households over the past 30 years, with 7,404 households and 16,495 residents as of 2010. Rutland County has grown over the same time period, despite a recent population loss. From 2000 to 2010, the City lost 1 percent of its households while the County gained 1 percent. This disparity suggests that the City of Rutland has not competed well for the location choices of households.

The baby-boomer generation is creating a significant upswing in the population aged 55 to 64, an age where households may begin to shift their housing arrangements. The City of Rutland may have opportunities to attract more of this age segment to an “in-town” lifestyle.

8.2a Population

As of 2010, the City of Rutland’s population was 16,495. Each year since 1980 the City has lost population. Rutland County and Vermont’s populations have increased since 1980, but the rate of growth is slowing. Only in the last decade has the County lost population. This data underscore a long-term issue with the competitiveness of Rutland City (relative to elsewhere in Rutland County) for the choices of households deciding where to live. The recent County population loss in the last decade suggests heightened issues with economic competitiveness of the region.

Population – Percent Change from 1970 to 2010				
	1970-1980	1980-1990	1990-2000	2000-2010
Rutland City	-4%	-1%	-5%	-5%
Rutland County	11%	7%	2%	-3%
Vermont	11%	10%	8%	3%
Source: Vermont Housing Data (www.housingdata.org); US Census				

The US Census Bureau no longer prepares population projections for states or counties. As of 2000, it had predicted a 1 percent population increase for the period of 2000 to 2010 (compared to the 3 percent decline that was actually observed). These projections had also

anticipated a population increase of 1 percent from 2010 to 2020. Given recent economic trends and the age structure of Rutland County, which is strongly skewed towards an older population compared to the age structure nationally, continued population loss is a real possibility unless new development strategies can be identified.

8.2b Households

Both Rutland and Rutland County continue to lose population and households, and are forecast to continue losing population. This trend places a significant constraint on the housing market and also requires that housing policy adjust to reflect the reality of a shrinking city and region.

Below we present decennial census data for each geography, followed by 2017 5-year average estimates of population (which is the best data available for Rutland City). This chart shows a decline of 4.6% for Rutland City and 3.2% for Rutland County between 2010 and 2017. Note that annual population estimates are also available for Rutland County, which suggest an even steeper decline of 4.8% between 2010 and 2018.

Number of Households

	2000	2010	% Change 2000 to 2010	2008-2012 ACS 5-year estimates	2013-2017 ACS 5-year estimates	% Change 2012 to 2017
Census Tract 9630	1,955	1,970	1%	1,982	1,779	-10%
Census Tract 9631	1,713	1,644	-4%	1,747	1,636	-6%
Census Tract 9632	1,400	1,356	-3%	1,331	1,345	1%
Census Tract 9633	2,384	2,434	2%	2,214	2,147	-3%
Rutland City	7,452	7,404	-1%	7,274	6,907	-5%
Rutland County	25,678	25,984	1%	26,047	25,160	-3%
Vermont	240,634	256,442	7%	256,830	258,535	1%

Source: 2000 Census; 2010 Census; 2008-2012 ACS 5-year estimates; 2013-2017 ACS 5-year estimates

See map #5 Existing Land Use for Census Tracts.

ESRI provides population projections for series of concentric rings around the center of Rutland City. From 2018 to 2023, it projects that the number of both population and households will decline by about 0.6 percent annually for the 2-mile area surrounding the center of Rutland City, and by about 0.4 percent annually for a 10-mile radius.

8.3 Rental Housing

Much of the rental stock is older and in small buildings, creating both rehabilitation and management challenges. During 2010-Q1 2012, the median 2 to 4 unit property sold for only about \$75,000 in the City of Rutland, about 40 percent less than the median single-family

property. While much of this price differential may be due to neighborhood effects (multifamily buildings being located in less desirable neighborhoods), the overall very low sale price of these properties suggests that the small multifamily product is simply not something that the market desires. Interviews with landlords confirm this issue. Low property values for this stock also make it nearly impossible for landlords to obtain financing for needed home improvements, as there is no way to stay within the loan-to-value constraints imposed by traditional underwriting.

Census data puts the rental vacancy rate in Rutland at 7 percent – only slightly above the benchmark for a “healthy” rental market of 6 percent, and lower than the statewide rental vacancy level of 8%. The Census data also shows that rents have increased 14% in the City of Rutland from 2000 to the 2006-2010 period.

In Rutland in 2010, just under half (46%) of renter households paid more than a third of their incomes in rent, and over one-fifth (22%) of renters paid more than half of their incomes in rent. After adjusting for inflation, rents have grown over the past decade while incomes have declined – causing the prevalence of cost-burdened renters to increase substantially since 2000.

Low incomes – more so than high rents – appear to drive the housing cost burden problem. A family earning only 55 percent of the HUD-Adjusted Median Family Income could afford the median rent on a two-bedroom apartment, and rental cost burdens are almost entirely limited to households with annual incomes under \$35,000. A comparison of the rent distribution of apartments to the income distribution of renter households further suggests that inadequate apartment supply within an affordable price range mainly affects households earning under \$20,000 annually.

Subsidized rental housing is strongly concentrated in the City of Rutland. Rutland City accounts for 61% of the County’s subsidized rental housing units, compared to 28% of the County’s households and 25% of its jobs – suggesting a significant imbalance and the need to direct future subsidized housing development to other job centers around the county. On the other hand, the City also may make a convenient location for such housing due to the services and amenities it offers.

8.3a Age of Rental Stock

In the City of Rutland, over half the rental stock was constructed prior to 1939 and 90% were constructed prior to 1979. This is comparable to Rutland County and Vermont. Such an aged rental stock could need significant maintenance and rehabilitation. It is often difficult for landlords to gain access to the financing to enable them to make the necessary repairs.

Age of Rental Housing Stock										
	Total Units	Built 2005 or later	Built 2000 to 2004	Built 1990 to 1999	Built 1980 to 1989	Built 1970 to 1979	Built 1960 to 1969	Built 1950 to 1959	Built 1940 to 1949	Built 1939 or earlier
Census Tract 9630	492	0%	6%	3%	0%	9%	19%	26%	0%	37%
Census Tract 9631	1,235	0%	0%	2%	7%	5%	13%	6%	10%	57%
Census Tract 9632	603	0%	1%	0%	0%	23%	9%	7%	8%	53%
Census Tract 9633	1,257	3%	5%	2%	8%	7%	7%	12%	8%	49%
Rutland City	3,587	1%	3%	2%	5%	9%	11%	11%	8%	51%
Rutland County	7910	1%	3%	4%	10%	15%	9%	9%	6%	43%
Vermont	73,450	2%	4%	7%	12%	14%	8%	7%	5%	40%
Source: ACS 2010 5 year estimates										

8.3b Rental Stock Units Per Structure

Many rental units in Rutland City are in one to four unit structures, meaning that large owners must contend with scattered-site management and that many “mom and pop” small landlords can enter the industry. A large number of 1 and 2 family homes in the city – 480 single-family homes and 334 two-family homes as of 2012 - are not owner-occupied. These homes are good candidates to monitor for potential conversion to owner-occupied housing, as part of a broader revitalization strategy.

Rental Occupied Units by Structure Type									
	1, detached	1, attached	2	3 or 4	5 to 9	10 to 19	20 to 49	50 or more	Mobile home
Census Tract 9630	16%	2%	36%	18%	4%	12%	3%	9%	0%
Census Tract 9631	0%	0%	19%	37%	24%	6%	6%	8%	0%
Census Tract 9632	1%	0%	34%	42%	21%	1%	0%	0%	0%
Census Tract 9633	14%	2%	32%	18%	22%	5%	2%	3%	2%
City of Rutland	8%	1%	28%	29%	20%	5%	3%	5%	1%
County of Rutland	19%	1%	25%	23%	14%	6%	3%	3%	6%
Vermont	23%	3%	17%	21%	16%	5%	5%	5%	5%
Source: ACS 2010 5 year estimates									

8.3c Rental Vacancy Rates

The rental vacancy rate in Rutland is reasonably healthy to slightly soft at 7 percent. It has weakened from a vacancy rate of 5 percent in 2000. The southern part of Rutland in Census Tract 9633 has the highest rental vacancy rate at 9 percent.

Rental Vacancy Rate Source: 2010 Census			
	Total Rental Units (Rental Occupied and Vacant Rental)	Vacant Units For Rent	Rental Vacancy Rate
Census Tract 9630	593	38	6%
Census Tract 9631	1245	81	7%
Census Tract 9632	621	43	7%
Census Tract 9633	1379	122	9%
Rutland City	3838	284	7%
Rutland County	8641	676	8%
Vermont	71,732	5,635	8%

8.3d Sale Price of Multifamily Property

Data from the City of Rutland Assessor shows that 2 to 4 unit homes in the City of Rutland have sold for substantially less money than single-family homes, despite the fact that they offer more units of housing. While much of this price differential may be due to neighborhood effects (multifamily buildings being located in less desirable neighborhoods), the overall very low sale price of these properties suggests that the small multifamily product is simply not something that the market desires. Low property values for this stock also make it nearly impossible for landlords to obtain financing for needed home improvements, as there is no way to stay within the loan-to-value constraints imposed by traditional underwriting.

Home Sale Prices: 2010 to Q1 2012				
	Number of Sales	Average Sales Price	Median Sales Price	Median Price per Unit
Single Family Homes	210	129,604	125,000	125,000
2 to 4 Unit Homes	49	89,710	75,000	34,170
Apartments 5+ Units	6	184,833	137,000	27,400
Source: City of Rutland Assessor's Data				

8.3e Rents

The American Community Survey, HUD Fair Market Rents, and a recent rental market study performed for a new rental development in Rutland (the Hickory Street market study) all indicate that rents within Rutland generally range between \$600 and \$800 month for one-bedroom units and \$650-900 for two-bedroom units. These rent levels were corroborated in

interviews with owners of both subsidized and market rate rental housing. Three-bedroom units appear to be able to command a rent of around \$1,000 per month.

	HUD Fair Market Rents, 2012	Area Market Rents	Median Area Market Rent
One Bedroom	\$734/month	\$550 - \$800 including heat/hot water	\$650
Two Bedroom	\$853/month	\$650 - \$900 including heat/hot water	\$775
Three Bedroom	\$1,128/month		
Source: Housing Urban Development, Hickory Street Market Study			

Median Gross Rent	
Census Tract 9630	\$752.00
Census Tract 9631	\$685.00
Census Tract 9632	\$780.00
Census Tract 9633	\$718.00
Rutland City	\$723.00
Rutland County	\$727.00
Vermont	\$809.00
Source: ACS 2006-2010 5 year estimates	

Gross Rent as a Percentage of Median Household Income				
	1980	1990	2000	2010
Rutland City	11%	20%	19%	23%
Rutland County	16%	18%	17%	19%
Vermont	16%	17%	16%	19%
Source: Vermont Housing Data (www.housingdata.org); US Census				

In Rutland City, median gross rent as a percentage of median household income was 23% in 2010, which is up from 19% a decade earlier - indicating rents have risen faster than incomes. The same is true for Rutland County and Vermont.

	Median Gross Rent from 1980 to 2010 adjusted to 2010 dollars				% Change		
	1980	1990	2000	2006-2010	1980 to 1990	1990 to 2000	2000 to 2006-2010
Rutland City	\$595	\$734	\$634	\$723	23%	-14%	14%
Rutland County	\$595	\$734	\$654	\$727	23%	-11%	11%
Vermont	\$598	\$744	\$700	\$809	24%	-6%	16%
	Median Income from 1979 to 2010 adjusted to 2010 dollars				% Change		
	1979	1989	1999	2006-2010	1979 to 1989	1989 to 1999	1999 to 2006-2010
Rutland City	\$62,370	\$44,001	\$39,317	\$38,108	-29%	-11%	-3%
Rutland County	\$43,704	\$48,836	\$47,398	\$47,027	12%	-3%	-1%
Vermont	\$43,778	\$51,540	\$52,704	\$51,841	18%	2%	-2%

Source: Vermont Housing Data (www.housingdata.org); US Census

Rents would appear to provide a relatively low margin to investor owners, at least in some cases. In interviews with landlords, they estimated market per-unit, per-year operating expenses for rental property at approximately \$4,000. For a median 1-bedroom property charging \$650 per month in rent and experiencing a 10 percent loss for vacancy and collections, the effective gross income would be about \$7,000. After operating expenses, Net Operating Income – the amount that the landlord has to make mortgage payments and for their own return on investment - would be only \$3,000. Even if the landlord decided to fore go all return on the property, s/he would only be able to afford a \$250 monthly mortgage payment.

8.3f Subsidized Rental Stock

According to the Directory of Affordable Rental Housing, there are a total of 801 subsidized rental units in Rutland City, such that 21% of all rental units are subsidized. This is a very large portion of the rental market share. A total of 1,309 subsidized units are within Rutland County accounting for 15% of the total market share.

Market Share of Subsidized Rental Units			
	Number of Rental Units	Number of Subsidized Rental Units	Market Share of Subsidized Units
Rutland County	8641	1309	15%
Rutland City	3838	801	21%
Vermont	71732	13235	18%

Source: Directory of Affordable Rental Housing (DoARH), www.housingdata.org, 2010 US Census

Subsidized housing is arguably over-concentrated in Rutland City. Ideally, the geographic distribution of subsidized housing in a region would mirror the distribution of jobs

and households, so as to maximize fair housing choice for the users of such housing. Rutland City accounts for 61% of the County’s subsidized rental housing units, compared to 28% of the County’s households and 25% of its jobs – suggesting a significant imbalance and the need to direct future subsidized housing development to other job centers around the county. On the other hand, the City also may make a convenient location for such housing due to the services and amenities it offers.

Job & Subsidized Housing Comparison		
	Number Employed as of May 2012	Number of Subsidized Housing Units
Rutland City	8,000	801
Rutland County	31,550	1,309
% of City within the County	25%	61%
Source: DoRAH, Vermont Department of Labor		

8.3g Subsidized Rental Housing Providers

Two of the largest providers of subsidized rental housing in Rutland are the Rutland Housing Authority and the Housing Trust of Rutland County.

The Rutland Housing Authority generally provides housing for very-low-income households earning at or below 30 percent of the Area Median Income. It builds and manages public housing and administers a Housing Choice Voucher (Section 8) program providing rental assistance to low-income renters. It has 172 units of traditional public housing in 3 properties. It recently developed an additional 14 public housing units in a 33-unit mixed-finance project, and is planning to build an additional 23-unit mixed finance project including 6 public housing units. Both of these projects are part of the redevelopment of its Forest Park public housing site, now being called Hickory Street. Lease-up time was fastest for one- and two-bedroom units. The Housing Authority reports that the first phase of its Hickory Street work has had strong lease-up performance not only for the public housing units but also for less heavily subsidized and market-rate units. The Housing Authority reports a 3-year waiting list for its Housing Choice Voucher (Section 8) program. It has decided not to take any additional applications until its waiting list is reduced to below 2 years.

The Housing Trust of Rutland County has a portfolio of 214 affordable rental units, 125 of which (58 percent) are located in the City of Rutland. The organization reports strong occupancy performance with a 1 percent vacancy rate portfolio-wide as of May 2012, an indicator of the strong demand for its housing. The organization reports a long waiting list for more heavily subsidized units, with the longest list for 1-bedroom, non-age-restricted units. It reports a shorter waiting list for less heavily subsidized units such as its Low-Income Housing Tax Credit properties, which tend to serve a relatively narrow income band between 50 to 60 percent of Area Median Income.

Based on their experiences, subsidized rental housing providers believe that there are unmet housing needs for some specific populations in the Rutland area, most of which involve not only providing housing but supportive services as well:

- Service-supported transitional housing for ex-offenders
- People with mental health needs and disabilities
- Youth in transition (ages 16-22)
- Service-enriched housing for the elderly

8.3h Rental affordability

When comparing the income required to afford a two bedroom apartment in Rutland to the HUD Adjusted Median Household Income for a Family of Four (HAMFI), rents appear to be quite affordable. In both 2010 and 2011 a family earning 55% of the HAMFI would be able to afford the median rent on a two bedroom apartment.

Income Needed to Afford an Apartment at HUD's FMR, 2 Bedroom Unit with Median Household Income						
	Rutland City/County			Vermont		
Year	Income to Afford 2 Br Unit	Median Household Income of Renters	HUD Adjusted Median Household Income for Family of Four	Income to Afford 2 Br Unit	Median Household Income of Renters	HUD Adjusted Median Household Income for Family of Four
2009	\$31,520	\$26,924	\$58,500	\$36,550	\$29,561	\$64,800
2010	\$31,760	\$27,038	\$59,300	\$36,809	\$29,580	\$64,400
2011	\$34,040		\$60,800	\$39,596		\$66,700
Source: Vermont Housing Data (www.housingdata.org); ACS 2006-2010 5 year estimates						

Rental affordability challenges are most acute for the lowest-income renters. For renters earning less than \$20,000 a year, there is a shortage of 764 affordable units. The need for affordable rental units exists where household income is very low and can be pointing to an “income problem” as much as an affordable housing problem.

Number of Affordable Rental Units by Income, Rutland City		
Income	Rental Households	Rental Units Considered Affordable*
Less than \$5,000	155	16
\$5,000 to \$9,999	326	153
\$10,000 to \$14,999	473	209
\$15,000 to \$19,999	373	185
\$20,000 to \$24,999	384	452
\$25,000 to \$34,999	603	1138
\$35,000 to \$49,999	603	1202
\$50,000 to \$74,999	522	21
\$75,000 to \$99,999	125	29
\$100,000 to \$149,999	12	0
\$150,000 or more	11	0
*Assuming rent is affordable at 30% of income. 182 Units are not cash rent		
Source: ACS 2006-2010 5 year estimates		

8.3i Rental Cost Burdens

Rental cost burdens are widely prevalent throughout Vermont, and Rutland is no exception. In 2010, some 46 percent of renters in Rutland (compared to 43 percent in Rutland County and 47 percent in Vermont) paid more than 30 percent of their incomes for housing. Within the City of Rutland, cost burdens are most prevalent in Census Tracts 9631 and 9632, the areas near downtown and in the northwest quadrant of the City that also house most of its low-income population.

Gross Rent as a Percentage of Household Income					
	Total Units	Cost Burdened Renters (30%-49%)		Severely Cost Burdened Renters (50%+)	
		Total Number of Renters	Percentage of Renters	Total Number of Renters	Percentage of Renters
Census Tract 9630	492	55	11%	163	33%
Census Tract 9631	1,235	303	25%	378	31%
Census Tract 9632	603	198	33%	163	27%
Census Tract 9633	1,257	319	25%	103	8%
Rutland City	3,587	875	24%	807	22%
Rutland County	7,910	1,900	24%	1,524	19%
Vermont	73,450	18,399	25%	16,485	22%
Source: ACS 2006-2010 5 year estimates					

Looking at the issue of rental cost burdens more closely, we see that cost burdens are substantially more prevalent in 2010 than they were in the 2000 Census. We also see that cost burdens continue to be concentrated among low-income renters earning less than \$35,000 per year (by comparison, the HUD-Adjusted Median Family Income for a family of four in 2010 was \$59,300). The problem of cost-burdened households is a regional challenge, not just a local one, and is as much a function of income as of housing costs. Solving this challenge is likely to require some combination of making units affordable for very-low-income households throughout the region, as well as efforts to connect low-income households to training and employment opportunities to raise their incomes.

Household Income by Median Gross Rent as a Percentage of Household Income %Cost Burdened (30% of more)				
	1999 Household Income \$35,000 and under	1999 Household Income \$35,000 and over	2010 Household Income \$35,000 and under	2010 Household Income \$35,000 and over
Census Tract 9630	48%	11%	46%	39%
Census Tract 9631	60%	0%	74%	3%
Census Tract 9632	77%	4%	90%	10%
Census Tract 9633	51%	0%	65%	2%
Rutland City	58%	3%	69%	7%
Rutland County	54%	2%	65%	9%
Vermont	54%	4%	70%	19%
Source: 2000 Census, 2006-2010 ACS 5 year estimates				

8.4 Home Ownership

At 52 percent, the home ownership rate in the City of Rutland is well below county, state, and national levels. Census Tract 9631, northwest of downtown, has a particularly low rate of 29 percent that is influenced by the multifamily stock in that area.

Home prices have seen a dramatic downwards correction, dropping by 28 percent from the 2006 market peak through 2011 in Rutland. This decline is more than twice the drop experienced in Rutland County, underscoring the issues of neighborhood competitiveness that are impacting the health of the city. More recent data from the Realtors® association show continued, moderate price declines, although the Realtors® interviewed for the study uniformly expressed optimism about the direction the market is taking. Sales activity also declined dramatically from the market peak, and continues to be much slower than pre-crash levels although it has recovered slightly.

As a result of both the steep declines in prices and record-low interest rates now available, Rutland has become an exceptionally affordable place in which to buy a home. At \$112,000, the 2011 median house price for Rutland City should be affordable to a household

earning approximately \$34,250 annually, or 56 percent of the HUD-Adjusted Median Family Income.

A significant pool of renters exists in Rutland County – we estimate over 1,400 households – that has the savings, debt and income characteristics to qualify for a mortgage and afford a home. Helping these households to navigate the route to home ownership and convincing as many of them as possible to invest in the City of Rutland should form a key component of the City’s revitalization strategy.

Despite the current affordability of homes, 38 percent of Rutland homeowners are paying over 30 percent of their incomes on housing, and 12 percent are paying over half their incomes – likely reflecting both higher prices paid at the market peak and subsequent shocks to household income during the recession. Mortgage delinquencies have also increased significantly since the onset of the recession – the percentage of 90+ day delinquent loans in Rutland County has gone from 0.8 percent in 2006 to 5.7 percent in 2010.

Denial rates on mortgages have actually declined slightly from 2006 to 2010, despite the well-known tightening of the credit markets. However, lending rates have plummeted, especially for home improvement loans.

Foreclosure filings spiked in 2008 and 2010, with 70 and 78 filings, respectively. If the second two quarters of 2012 are similar to the first two quarters, Foreclosure filings may reach between 50 and 60 filings, which is high compared to filings in 2006, 2007, and 2011. There is also a geographic concentration of filings west of Route 7.

Neighborhood effects were also observed in which certain parts of Rutland have less ability to attract strong home buyers. Nevertheless, interviewees felt that the City of Rutland has marketing strengths (such as convenience and schools with a strong reputation) that are helping to drive interest among home buyers.

8.4a Home Ownership Rate

The Home ownership rate in the City of Rutland is substantially lower than that of Rutland County and Vermont. Within the City, home ownership rates vary greatly by census tracts with the neighborhood just north of the city center having a rate of only 29%. While the housing stock in that census tract is comprised mainly of multi-family units, which are less conducive to home ownership, the home ownership rate in this area still has room to increase. Other census tracts within the City appear to have a healthy home ownership rate.

Tenure		
Geography	% Owner Occupied	% Renter Occupied
Census Tract 9630	72%	28%
Census Tract 9631	29%	71%
Census Tract 9632	57%	43%
Census Tract 9633	49%	51%
Rutland City	52%	48%
Rutland County	70%	30%
Vermont	71%	29%
Source: 2010 Census		

8.4b Home Ownership Vacancy Rate

Overall, the City of Rutland has a 2 percent vacancy level for for-sale housing. This level is also considered the benchmark for a healthy home ownership market. The rate has increased from a tight market in 2000, with a 1 percent vacancy rate. Tract 9631 is of some concern, given its 4 percent for-sale vacancy rate.

"For Sale" Vacancy Rate			
	Total Owner Occupied Units (Owner Occupied and For Sale Vacant)	Vacant Structure For Sale	For Sale Vacancy Rate
Census Tract 9630	1436	18	1%
Census Tract 9631	499	19	4%
Census Tract 9632	789	11	1%
Census Tract 9633	1217	34	3%
Rutland City	3941	82	2%
Rutland County	18563	416	2%
Vermont	185005	3598	2%
Source: 2010 Census			

8.4c Home Price Trends

City prices have seen a much stronger price correction than County prices since the market peak in 2006, according to state property transfer tax data. Rutland County saw median home prices fall from \$157,000 in 2006 to \$138,500 in 2011, a substantial decline of 12 percent. Median prices in Rutland City, however, dropped 28 percent over the same time period – more

than double the County-level decline - from \$155,000 to \$112,000. This stark difference in home price trends underscores the competitive disadvantage that Rutland City appears to have in the market place. In short, the data suggest that in a buyer's market, buyers are more interested in investing outside the city.

8.5 Housing for the Elderly

Senior populations are expected to increase, and with it demand, particularly for younger senior housing.

Housing cost burdens and disabilities are both important issues affecting senior households (age 65 and over). Forty-five percent of senior renters are housing cost burdened. Forty percent of seniors in Rutland have a disability.

8.5a Age Distribution of Seniors

From 2000 to 2010 the 85+ year old seniors grew by over 23%. As those seniors age out, it is expected that over the next five years, the largest increase in the senior population will be among 65-69 years old and 70-74 years old. According to the Hickory Street Market Study, it is anticipated that in the decade ahead the demand for younger senior housing will increase and that the single household senior housing may decrease.

Senior Age Distribution					
Rutland, VT 2000-2015 Estimate					
	2000	2010	2015 Estimates	% Change 2000-2010	% Change 2010-2015
65-69 Years Old	889	987	1220	11	23.6
70-74 Years Old	859	695	910	-19.10%	30.90%
75-79 Years Old	816	706	770	-13.5	9.1
80-84 Years Old	682	633	614	-7.2	-3
85+ Years Old	656	811	662	23.6	-18.4
Total 65 and Over	3902	3833	4176	-1.8	9

Source: U.S. Census 1990, 2000, 2010 STF-1 DP-1; Project Development Cycles based on VT DAIL estimate; Hickory Street Market Study

1. Ryan, John J. "Rutland Vermont, Housing Feasibility Assessment for the Hickory Street Apartments", March 2012.

8.5b Housing Cost Burden of Seniors

When calculating gross rent as a percentage of household income, 45% of Rutland renters ages 65 and up are cost burdened. This is comparable to Rutland County and Vermont at 44% and 47%. Within the City of Rutland a disproportionate number of cost burdened seniors reside in census tract 9632, in the northwest section of the city.

Householder 65+ by Gross Rent as a Percentage of Household Income			
	Total Rental Households Age 65+	# of households 30% or more	% of households 30% or more
Census Tract 9630	103	26	25%
Census Tract 9631	201	88	44%
Census Tract 9632	77	52	68%
Census Tract 9633	178	85	48%
Rutland City	559	251	45%
Rutland County	1290	562	44.00%
Vermont	11,608	5487	47%
Source: ACS 2006-2010 5 year estimates			

8.5c Disability Status of Seniors

In Rutland City, 40% of seniors age 65 and over have a disability. This is slightly higher compared to the percentage of seniors with disabilities in Rutland County and Vermont. There is a higher concentration of seniors with disabilities in census tracts 9630 and 9631, at 43% and 47%.

Seniors with Disabilities		
	Number of Seniors Age 65+ with a Disability	% of Seniors Age 65+
Census Tract 9630	363	43%
Census Tract 9631	260	47%
Census Tract 9632	139	28%
Census Tract 9633	334	39%
Rutland City	1,096	40%
Rutland County	3,402	38%
Vermont	28,293	39%
Source: 2000 Census		

8.5d Available Subsidized Senior Rental Housing

According to the Directory of Affordable Rental Housing through the Vermont Housing Data website, there are 195 subsidized housing units exclusively for elderly housing and an additional 259 subsidized housing units reserved for elderly households with disabilities. Combined, this represents 57% of total subsidized rental units available in Rutland City.

Total Senior Rental Households and Subsidized Senior Rental Units	Rutland City
Total Rental Households Age 65+	559
Total Rental Households Cost Burdened	251
Total Subsidized Rental Units for Elderly and Elderly Disabled	454
Source: DoARH, Vermont Housing Data (www.housingdata.org); ACS 2006-2010 5 year est.	

8.5e Owner Occupied Age Distribution

Of the total number of owner occupants, 27% are age 65 years and older in the City of Rutland, a larger percentage than is found in both Rutland County and Vermont.

Owner Occupied Age Distribution						
	15-34	35-64	65+	% of 15-34	% of 35-64	% of 65+
Census Tract 9630	195	972	359	13%	64%	24%
Census Tract 9631	58	344	155	10%	62%	28%
Census Tract 9632	63	502	172	9%	68%	23%
Census Tract 9633	64	693	369	6%	62%	33%
Rutland City	380	2511	1055	10%	64%	27%
Rutland County	1610	12,000	4,885	9%	65%	26%
Vermont	17,054	122,715	43,393	9%	67%	24%
Source: ACS 2006-2010 5 year estimates						

8.6 Special Needs Housing

The City of Rutland has a high concentration of non-institutionalized people with disabilities, a concentration which is even more elevated in its poorest census tract.

8.6a People with Disabilities

Rutland City has a higher percentage of the non-institutionalized population with a disability at 22% compared to that of Rutland County at 19%, and Vermont at 17%. Within Rutland City, the highest concentration of people with disabilities falls within census tract 9631, at 26%, located near the center of the city. This is the same location where there are a disproportionately high percentage of people living in poverty, as well.

Disability Status		
	Population Age 5+ with a Disability	% of Population 5+ with a Disability
Census Tract 9630	803	19%
Census Tract 9631	837	26%
Census Tract 9632	629	20%
Census Tract 9633	1165	23%
Rutland City	3434	22%
Rutland County	11329	19%
Vermont	97167	17%
Source: 2000 Census		

8.6b Housing for People with Disabilities

Rutland currently has three subsidized housing developments each with 6 units that accommodate people with disabilities. These include the Royce Street Group Home, the Westview Court Intermediate Care Facility, and the Royce Street Congregate Living. There are several housing developments that target both elderly and people with disabilities, totally 259 subsidized rental units. Of all the units available for people with disabilities, 28 are handicap accessible.

Available Subsidized Rental Units for People with Disabilities			
Development Name	Number of Units for Elderly & Disabled	Number of Units for Disabled	Number of Units Accessible
Maple Village	4		4
Parker House	46		7
Templewood Court	60		4
Sheldon Towers	74		3
Bardwell House	75		4
Royce Street Group Home		6	
Westview Court Intermediate Care Facility		6	
Royce Street Congregate Living		6	6
Total:	259	18	28
Source: DoARH Vermont Housing Data (www.housingdata.org)			

The Rutland Housing Authority (RHA) manages Sheldon Towers, Templewood Court, Forest Park and Hickory Street Apartments. Their director notes several key trends and changes in their subsidized housing operations:

- 1) There has been a shift from a primarily elderly to a primarily young disabled resident population at Sheldon Towers. This change presents unique challenges in meeting the needs of this diverse population.
- 2) There is more emphasis on service-enriched housing at both Sheldon Towers and Templewood Court. These services are designed to promote independence, healthy aging and a greater sense of community. Through a mix of State and Federal grant dollars these programs have been developed, in part, in response to Vermont's regulatory emphasis on reducing nursing home bed utilization. Starting in 2011 the Authority embarked on the Support and Services at Home Program (SASH) a statewide network of affordable housing providers that through community partnerships offer wrap around services to residents. Through the leadership of the RHA, programs have been initiated at Templewood Court, Sheldon Towers, Maple Village, Village Manor (Pittsford) Linden Terrace and Parker House as well as services to individuals in surrounding neighborhoods.
- 3) Enhanced lease enforcement and pre-screening measures have been implemented at all three RHA sites.
- 4) Site assessments were conducted at all three RHA sites to determine long term sustainability and marketability. Included in these assessments were facility considerations, unit size and configuration. As a result of this effort the RHA has embarked on a three phase redevelopment effort to replace the old Forest Park project with a new mixed income community that incorporates best practices in its design and construction. Thus far 56 new units along with a community center that houses the Boys and Girls Club and Head Start have been completed with a final phase in the planning stages.

In addition to the Public Housing Program, RHA administers 180 Section Eight vouchers which represent an increase of 110 new vouchers since the last reporting period. These tenant-based subsidies follow the participants as they secure apartment rentals in the open market (Rutland City and a six-mile radius). The subsidy is paid directly to the landlord who agrees to maintain the unit to specific standards such as Certificate of Occupancy requirements.

8.7 Housing Stock

The number of housing units in Rutland grew slightly from 2000 to 2010, even though the number of households declined. This disparity impacts the market housing vacancy rate. In the past few years there is some indication that demand for housing has been increasing which indicates the possibility that this dynamic is shifting. Sales of single-family homes have been strong, renovations of older housing stock have been taking place, and a handful of new homes have been constructed after a few years of no new construction. It will be interesting to see what data this year's Census captures about this shift.

The City of Rutland has a significant amount of old housing stock and small multi-unit stock. About half the stock was built before 1940, and about a third of the stock is in 2-4 unit

structures. This stock is undervalued relative to single-family housing, and its concentration in certain areas of the city is helping to drive neighborhood revitalization challenges. This stock also creates special needs for housing rehabilitation (such as remediating lead paint hazards).

Since 2015, proactive efforts to turn around the housing stock have been successful. A partnership between Project Vision, NeighborWorks of Southwestern Vermont, and the Redevelopment Authority have led to positive changes in an area that had a high concentration of structures that had lost their value and that were eyesores in their neighborhoods. This municipal and non-profit partnership invested in a number of projects such as removing blighted buildings, creating a pocket park, and completely rehabilitating a few of the homes and then finding qualified buyers for them.

During this time period, the overall real estate market changed. The City of Rutland’s stock of vacant structures in private ownership (often owned by banks that have foreclosed) has greatly reduced from 150 in 2015 to 46 in 2020. While foreclosures are still occurring, the properties are being purchased by new owners who are then investing in them. Aside from the bank-led auctions, the City still conducts tax sales when needed. For the past couple of years, most properties subject to this process are purchased versus ending up in the City’s possession. The City also took the step of forming a City Owned Properties process to clear its inventory of properties that had been taken at tax sale over the last several years. An application and selection process was established that sold these properties to private owners who committed to full redevelopment and investment in the structures. This effort has created investment in properties that were formally a liability to both the City and the neighborhoods where they were located. The process remains in place for future use as needed.

8.7a Number of Units

Overall, the number of housing units in the City of Rutland has remained fairly constant from 2000 to 2010, while there has been some growth in Rutland County and sizable growth in Vermont. Census Tract 9633, the southern area of Rutland City, saw growth comparable to Rutland County, while the neighborhoods in the center of the city and northwest quadrant remained unchanged. Note that the expansion of housing stock from 2000 to 2010 in a market where the number of households declined affects the market vacancy rate. Indeed, the overall housing vacancy rate in Rutland City increased from 6 percent in 2000 to 8 percent in 2010.

Number of Housing Units			
	2000	2010	% Change
Census Tract 9630	2,050	2,092	2%
Census Tract 9631	1,827	1,825	0%
Census Tract 9632	1,481	1,483	0%
Census Tract 9633	2,561	2,682	5%
Rutland City	7,919	8,082	2%
Rutland County	32,311	33,768	5%
Vermont	294,382	322,539	10%

Source: 2010 US Census, 2000 US Census

8.7b Vacancy Rates and Vacant Buildings

Vacancy rates for rental and home ownership are presented here from the 2010 Census. Note that the high rate of “vacant” housing in Rutland County is a reflection of the large number of second homes held for seasonal use. These seasonal homes are themselves an important factor in the housing market dynamics of the region.

Rutland Occupancy Status					
Geography	Total Housing Units	Total Occupied	% Occupied	Total Vacant	% Vacant
Census Tract 9630	2,092	1,970	94%	122	6%
Census Tract 9631	1,825	1,644	90%	181	10%
Census Tract 9632	1,483	1,356	91%	127	9%
Census Tract 9633	2,682	2,434	91%	248	9%
Rutland City	8,082	7,404	92%	678	8%
Rutland County	33,768	25,984	77%	7,784	23%
Vermont	322,539	256,442	80%	66,097	20%
Source: 2010 Census					

Vacant Reason							
Geography	Total Vacant	For Rent	Rent - Not Occupied	For Sale	Sold - Not Occupied	Seasonal	Vacant Other
Census Tract 9630	122	31%	2%	15%	5%	25%	22%
Census Tract 9631	181	45%	0%	10%	1%	7%	38%
Census Tract 9632	127	34%	0%	9%	4%	17%	37%
Census Tract 9633	248	49%	2%	14%	2%	11%	21%
Rutland City	678	42%	1%	12%	3%	13%	29%
Rutland County	7,784	9%	2%	5%	1%	74%	9%
Vermont	66,097	9%	1%	5%	1%	76%	8%
Source: 2010 Census							

8.7d Age of Housing Stock

The City of Rutland has a very significant prewar housing stock, especially near downtown and in the northwest quadrant of the city. This stock could be one of the great marketing strengths of Rutland, if it is well cared for and revitalized. However, to the extent that it has been neglected and cut up into small rental units, the old housing stock has instead become a marketing liability. An older housing stock also requires more routine maintenance and remediation of lead paint and other issues, making rehab work more costly. Ensuring adequate financing availability to support rehabilitation of this stock is thus an important goal.

Age of Housing Stock									
	Built 2005 and later	Built 2000 to 2004	Built 1990 to 1999	Built 1980 to 1989	Built 1970 to 1979	Built 1960 to 1969	Built 1950 to 1959	Built 1940 to 1949	Built 1939 or earlier
Census Tract 9630	0%	3%	4%	8%	10%	12%	17%	8%	38%
Census Tract 9631	0%	0%	2%	5%	4%	10%	6%	9%	64%
Census Tract 9632	0%	4%	1%	7%	10%	11%	10%	8%	49%
Census Tract 9633	2%	5%	4%	10%	7%	7%	11%	7%	48%
Rutland City	1%	3%	3%	8%	8%	10%	11%	8%	49%
Rutland County	1%	4%	8%	17%	16%	9%	7%	4%	33%
Vermont	2%	5%	11%	17%	16%	9%	7%	4%	29%
Source: ACS 2006-2010 5 year estimates									

8.8 Neighborhood Revitalization and Blighted Property Remediation

The City was actively involved in coordinating and supporting a number of initiatives in the Northwestern section of the City over the past few years. This model for creating a targeted area revitalization initiative could be replicated to work on a house-by-house, block-by-block scale focusing on not more than a 10- to 15-block area for the first revitalization initiative, and working exclusively in that area for at least a year or two to focus efforts on a highly visible street that sets the tone for the neighborhood, and on key corner properties on that street.

Based on our experience, it is vitally important NOT to select an area because it has the most vacant buildings, the most crime, or is “the worst” part of the city in some other way. Target areas can have some of these weaknesses, but if a revitalization initiative is to succeed, they need to be selected instead for their unique strengths. For example, a good candidate for a revitalization initiative might have one or more (and ideally all) of the following:

- An existing core of resident leaders who are creative, energetic, optimistic, and collaboratively-minded in pursuing the improvement of their neighborhood
- A park, school, or other public asset that is a uniquely high-quality amenity compared to what other neighborhoods can offer, or can practicably be developed into such an amenity
- Locational assets (for example, the neighborhood is not only a short distance from downtown, but the walking route to get there is particularly easy and pleasant)
- Housing stock that could have uniquely marketable qualities if it is properly repaired and maintained (for example, stock of real historic architectural significance, even if it is currently not well cared for, might indicate a neighborhood with greater revitalization upside than an area of better-cared-for but less historically significant housing)
- An emerging market segment of home buyers or renters who are becoming interested in the neighborhood and whose decisions to live there creates a positive image for the neighborhood. (For example, a neighborhood might be starting to attract, or at least

potentially able to attract, professionals working at a nearby employer, or young artists, or some other group that has choices about where to live).

8.9 Issues and Opportunities

The principal constraint to expanding the City's housing stock is the dwindling supply of buildable land. Since more land cannot be manufactured, policies and programs should be instituted to encourage responsible and effective use of both undeveloped and developed land. Attention must be paid to ensuring maximum benefit in terms of housing types, availability, affordability and aesthetics.

Policies should encourage residential opportunities downtown and cluster development in environmentally sensitive areas, encourage building codes that accommodate preservation and effective reuse of older or historic structures, and allow mixed use including conversion of houses into offices, where appropriate.

Special attention should be given to renovating the vacant upper floors of downtown buildings for residential or commercial use. Given the high cost of renovation, these buildings should be considered for market rate as well as affordable housing.

Housing policy should respond to the "human element", striving to retain a "neighborhood" feeling in every residential area. Attention should be paid to proximity of housing to neighborhood retail, services and schools. Streets, pedestrian ways and bike paths should be designed with these neighborhood connections in mind.

Rutland's population projections show a potential decline. The City can expect an increase in demand for services for the elderly and for child care for single parent or two income families.

As Rutland's economy grows, increases in demand for services and affordable housing can be expected to grow. Trends indicate that as the population ages the ratio of workers to non-workers is declining, pointing to a future of fewer workers carrying the burden of increased social costs. This scenario underscores the importance of having a stable, diversified housing market that serves the needs of the community. Nationwide, and locally, this trend points toward people seeking housing close to shopping and services as desirable trait. This includes the need to have neighborhoods and downtown areas that are walkable. The relationship between housing and economic development cannot be understated. All of this leads to a healthier quality of life.

8.10 Implementation Guidelines

The City should take the following steps to define its housing policy:

8.10a Define the Housing Situation

Through initiatives like the Housing Needs Assessment the City will monitor demographic changes, economic growth, and the real estate market to determine which parts of

the housing market may, from time to time, need public attention. As the City's economy grows and develops, demand for various types of housing may change.

8.10b Utilize Regional Resources

Several effective, well managed non-profit housing agencies are active in the Rutland area. Rather than maintain a separate staff to deal with housing issues, the City prefers to have the Rutland Redevelopment Authority and the City health inspector and building inspector work with the independent agencies to coordinate building rehabilitation projects and handle social services. In many cases, the City serves as the catalyst for funding.

The City should work in collaboration with area housing agencies, such as the Rutland Housing Authority, NeighborWorks of Western Vermont, and the Housing Trust of Rutland County to identify housing issues and to secure program funding for needed initiatives.

8.10c Protect Traditional Neighborhoods

Traditional neighborhoods are an important part of Rutland's quality of life. As economics and demographics shift from decade to decade, the stability of older neighborhoods is weakened. Stricter building codes make it difficult to maintain older, sometimes historic, structures for multi-family housing. Industries that supported individual neighborhoods have been lost.

The City is committed to exploring community development strategies that will stabilize traditional neighborhoods whenever possible and, when change is inevitable, help neighborhoods develop a character consistent with historic neighborhood values.

8.10d Target Housing Development Issues

Priority should be given to maintaining and preserving existing housing stock. Areas of prime concern include:

- Rutland seeks to preserve its impressive stock of mid-late nineteenth and early twentieth century housing. To the greatest extent practical, the City will encourage reuse and historic preservation of existing historic structures, and encourage design elements for new construction that will be compatible with the old. Toward this end, design review districts may be established in historic districts.
- Traditional neighborhoods. Rutland's character and community tradition is based in large part on the nature of its traditional neighborhoods. Located in each quadrant of the city, these neighborhoods vary from single family to mixed residential/commercial zoning. Acknowledging that communities change over time as a natural part of demographic and life style shifts, the City nonetheless encourages this growth to happen as much as possible within the context of the traditional neighborhood structure that defines Rutland's character.

8.10e Review and Revise Residential Development Requirements

The City's Planned Residential Development provision provides a vehicle for reduction in lot sizes, dimensions, setbacks and increase in densities. This technique should allow greater housing diversity, and reduced land and construction costs. Other options may include allowing accessory dwelling units that are detached from the primary house on a lot.

8.10f Pursue Public Funds for Affordable Housing

The State of Vermont makes a significant commitment to funding affordable housing through tax credits and grants. Programs provided by Vermont Community Development Program (block grant funds) and Vermont Housing Finance Authority (tax credits) are often used in tandem to piece together financing packages flexible enough to serve complex renovation projects and new construction. Some of these programs are accessed by non-profit agencies, while others require the direct involvement – or at least the concurrence – of the City. The City should use these programs effectively.

8.10g Replacement or Demolition of Obsolete or Blighted Housing Structures

When appropriate the City should encourage replacement and in some cases demolition of residential properties deemed to be blighted and public nuisances. While optimally a housing structure would be rehabilitated or replaced, in such case that this is not financially viable, these properties may be demolished and reused as public green-space, sold to abutting landowners, or held until such time as a need for additional housing within the City warrants sale and reuse.

8.10h Encourage Home ownership and conversion of multi-unit homes back to single family

The City should encourage single family home ownership where appropriate as a means of neighborhood stabilization.

8.10i Support Public Transit Efforts

Critical to the success of affordable housing efforts is the availability of a comprehensive, affordable public transportation system that can provide easy access to work, school, shopping and services. The Transportation Plan of this Master Plan encourages expanded development of public transportation and other alternative modes.

SECTION 9: ENERGY PLAN

Rutland's energy future must be more affordable, diverse, and sustainable. As oil resources become more volatile, energy demands will need to decrease or shift to more affordable options. New options continue to emerge and Rutland is already on the path to harnessing new technologies and local energy resources to the benefit of the community. Our goal is to generate more of our energy from wind, solar, hydro, wood, and cow manure. The placement of such energy sources will be carefully considered so as to complement our community character. In the future we will be running more cars on electricity. We will achieve this through smart energy programs and policies and through cooperation with the State and energy utilities.

This plan supports the statewide goal for energy, which is to encourage the efficient use of energy and the development of renewable energy resources. Expanding upon the statutory goal of 25% renewable by 2025 (10 V.S.A. § 580(a)), the State of Vermont 2016 Comprehensive Energy Plan establishes the following set of goals:

- Reduce total energy consumption per capita by 15% by 2025, and by more than one third by 2050
- Meet 25% of the remaining energy need from renewable sources by 2025, 40% by 2035, and 90% by 2050.
- Three end-use sector goals for 2025: 10% renewable transportation, 30% renewable buildings, and 67%

The State of Vermont 2016 Comprehensive Energy Plan is available for viewing on the Vermont Department of Public Service website:

https://outside.vermont.gov/sov/webservices/Shared%20Documents/2016CEP_Final.pdf

Currently there are no plans to extend a natural gas pipeline plan that would bring natural gas south from Chittenden County into Rutland. Any development of future plans will include significant opportunity for public input.

TRENDS

Our energy landscape is dramatically shifting. As energy prices continue to increase and energy technologies continue to diversify and become more accessible, such as heat pumps, our energy decisions need to focus on long-term cost and supply stability. Many efforts have already been made to produce more energy locally, reduce energy costs, and promote energy education and choice among residents. Further efforts include: providing charging and fueling stations for alternative-fuel vehicles; promoting small scale diversified local power generation (including solar and hydro and small wind and biomass projects); and generally promoting greener, cleaner energy usage. More diverse energy resources will enable us to reduce our environmental impacts.

SUSTAINABILITY

Most of our energy comes from distant sources such as the Middle East, Canada, New York State, and from other power generating stations located around Vermont. Price increases and continuing negative impacts on the environment suggest that now is the time for developing cleaner and more efficient and resilient energy systems. New technologies and competitive pricing with traditional fossil fuels are finally making this a possibility. Solar recommendations (consensus principles) adopted by the City are referenced in the appendix of this document. The above listed Comprehensive Energy Plan calling for 90 percent of all energy sources to be from renewable sources by 2050 will require an increase in developing more solar, more small-scale hydro, as well as use of new technologies that can make use of small-scale wind generation.

SOCIAL INTERACTION

Everyone can participate and play a role in our energy future. Energy demand is shaped by everyone who lives, works, learns, or plays in our community. New technologies, such as smart metering, will allow us to better understand our energy use choices and make smarter decisions about our energy consumption.

We can purchase energy efficient light bulbs and appliances, which are more affordable thanks to Efficiency Vermont programs and federal programs. The city can also play a role by promoting events, providing information, and developing outreach campaigns that help residents make better energy decisions. Community engagement on energy issues can have unifying social benefits.

GOALS

- Expand local renewable energy resources to create a vibrant and equitable economy.
- Develop land use strategies that support energy efficiency for transportation
- Promote the development and use of local and renewable energy resources.
- Reduce energy use

STRATEGIES

Strategy 1. Promote energy conservation and efficiency

Actions:

- 1.1. Engage the community by providing energy efficiency information and programs
- 1.2. Promote the establishment of City-wide energy savings goals, and community efforts to promote energy savings strategies.
- 1.3. Implement a campaign that assists Rutland residents to leverage financial assistance to retrofit (repair, preserve and weatherize) existing housing, especially for those most in need including people that are low-income and seniors.

- 1.4. Review zoning and subdivision regulations for opportunities to incentivize smaller residential dwellings and energy efficient design for new construction.
- 1.5. Amend the zoning regulations to reflect state energy code requirements regarding filing of Residential Building Energy Standards (RBES) Certificates.

Strategy 2. Conduct inventory and analysis related to energy usage and opportunities for improvement.

Actions:

- 2.1. Create and maintain a baseline inventory of energy sources and usage.
- 2.2. Review City procurement policy to ensure energy efficiency and conservation are key purchasing criteria
- 2.3. Analyze public facilities for rehabilitation and retrofitting opportunities to optimize energy efficiency
- 2.4. Identify appropriately located publicly-owned properties that could be used as a group net metering locations to help produce electricity for City buildings and facilities.
- 2.5. Create an inventory of important scenic vistas within the City, and a map showing suitable areas for appropriately-sited large-scale commercial solar installations.

Strategy 3. Support new, more affordable, and more diverse energy resources and services.

Actions:

- 3.1. Determine if financial resources and state and regional economic developments in Rutland will support creation of new businesses in the energy sector.
- 3.2. Advocate and support a diverse energy supply portfolio to serve the City, its residents and businesses (including biomass and geothermal).
- 3.3. Encourage residents and businesses to develop local, home-based generating strategies by taking advantage of existing “net-metering” opportunities, though installation of solar and small wind turbines.
- 3.4. Expand and promote the number of “fast-charging” electric car charging stations. Encourage collaboration with GMP and private businesses, such as Hampton Inn in Rutland City, to install charging stations. Similar arrangements could be established with large downtown merchants such as Walmart and Price Chopper.
- 3.5 Encourage Rutland City fleet truck owners, and trucks used by the Public Works Department, to use fuel efficient and electric vehicles.
- 3.6. Explore appropriate hydro potential within the Rutland watershed.

Strategy 4. Encourage smarter energy strategies at the local, regional and state levels.

Actions:

- 4.1. Create a City Energy Committee and work with the Energy Committee to develop a City Energy Plan, containing goals and strategies for tracking our progress as a community.
- 4.2. Develop a strategy in partnership with appropriate organizations for assisting in the retrofitting of lower and middle-income housing.
- 4.3. Support and encourage Rutland City participation in the Property Assessed Clean Energy (PACE) program.

Strategy 5. Pursue a land use and transportation strategy that includes mixed-use, compact development in the City's downtown and promote more efficient use of transportation.

Actions:

- 5.1. Conserve energy required for transportation by promoting compact mixed-use development, growth areas and neighborhood planning.
- 5.2. Encourage transportation alternatives including pedestrian, bicycle, share opportunities and increased use of public transportation.
- 5.3. Continue to plan and implement new sidewalks and bike paths throughout Rutland City.
- 5.4. Develop a transportation and bike-ped plan that inventories the existing transportation network, projects future needs, and identifies opportunities for optimizing connectivity and enhancing the smart growth performance of nodes.
- 5.5. Implement a campaign to reduce the number of single-occupancy vehicle (SOV) commute trips within the City of Rutland, by organizing carpooling programs in partnership with local employers.
- 5.6. Encourage addition of new and enhancement of existing pedestrian facilities as a condition of approval for new development. Require that sidewalk and streetscape improvements incorporate "Complete Streets" principles.
- 5.7. Improve the bike and pedestrian safety along streets and at crossings by prioritizing safety improvements in high-risk areas.

Rutland City the Solar Capital of New England

Following the 2012 consolidation between Central Vermont Public Service and Green Mountain Power (GMP) the utility has launched an ambitious initiative to make Rutland City the Solar Capital of New England with the highest per-capita reliance on solar energy of any City in the region. This is being done both by GMP's direct investment in solar arrays as well as in partnership with private developers who are selling power directly to the utility or through

community net metered projects. GMP has also invested in an Energy Innovation Center, located in downtown Rutland, which will provide a base for renewable energy technology development and may encourage future economic development opportunities with companies and individuals working in the green technology field. GMP's Solar Capital initiative should continue to be supported as it is believed to be a catalyst for future private investment and job creation within the City.

As projects are developed, the City's solar siting guidelines and issues for consideration are:

- Preferred on: Previously developed areas, close to road (where feasible), existing structures, parking lots, brownfields, landfills, gravel pits, Superfund sites
- Locations which will not have an undue adverse effect on aesthetics, historic sites, air and water purity, the natural environment, the use of natural resources, and the public health and safety.
- Projects should directly benefit cities/towns or neighborhoods in which they are sited.
- Not to be sited on: primary agricultural soils, Protected Lands (State fee lands and private conservation lands), Act 250 Agricultural Soil Mitigation areas, Deer wintering areas, ANR's Vermont Conservation Design Highest Priority Forest Blocks, Hydric soils, Vernal pools, DEC River corridors, State-significant Natural Communities and Rare, Threatened, and Endangered Species, National wilderness areas.

Issues to Consider

- Impacts related to construction and operation, including new access roads and areas of one-time or ongoing tree/vegetative management for shade.
- Adjacent land uses
- Viewshed analysis from all sides
- Setback and screening provisions

SECTION 10: ECONOMIC DEVELOPMENT

Encouraging the recruitment and retention of good paying jobs within the City and region is critical to the long term vitality of the community.

Coming out of the 2009 recession the national economy appears to be picking up and the City must be poised to encourage economic growth. Efforts to grow the employment base and support economic development within the City need to be highly encouraged. To this end the City has enacted new tax stabilization policies and business incentive programs in an effort to incentivize private investment and make the City a more business friendly environment.

10.1 Public and Private Investment

Municipal projects such as the redevelopment of Center Street Marketplace (an open air community space in the area formerly known as the Center Street Alley), the Rutland Creek Path (a bike and pedestrian path connecting several sections of the City), and ongoing infrastructure improvements to the gateways leading into the downtown demonstrate Rutland City's continued commitment to reinvest in itself and its future. These current initiatives are coupled with projects still in the planning stages such as improvement to traffic flow, aesthetics, and commerce within the Rutland Plaza and the Evelyn Street Corridor, development of a downtown hotel, and continued redevelopment of underutilized commercial properties. Support for these types of municipal projects will ultimately improve the quality of place and economic vitality of the City.

Perhaps of greater importance for future growth is Rutland City creating a business climate which encourages and promotes private investment. Recently several privately funded projects have occurred throughout the City, several of which have taken advantage of the City's newly developed tax stabilization incentives and Federal incentive programs such as New Market Tax Credits. On West Street the Vermont Farmers Food Center has purchased and renovated what had been a vacant and dilapidated commercial property. The refurbished facility now serves as home to the Winter Farmer's Market, hosts a privately held food service business, and there are future plans to further develop the site to house a community kitchen facility to serve the needs of Rutland's burgeoning fresh food producers and to provide future leased space opportunities to local food related entities. Just up the street the former Rutland Armory building now houses retail operations for a subsidiary of the Vermont Country Store. In 2012 the Community College of Vermont opened their new 32,000 square foot building, providing a state of the art educational facility serving the Rutland region. . This clustered investment has already greatly improved the aesthetics and vibrancy of this important gateway and serves as an example of the type of redevelopment the City wishes to encourage.

The projects listed above are just a few examples of new investment which has both re-purposed underutilized buildings and created new jobs. Rutland City's finite land resources will necessitate a focus on this type of infill redevelopment and the City is well positioned to leverage existing funding to assist prospective developers through the process. Ongoing partnerships with the regional planning commission as well as state, and federal funding sources should continue to be leveraged in an effort to provide a prospective developer streamlined access to assessment,

and if required cleanup, funding with the principal goal of encouraging the reuse of previously occupied commercial sites.

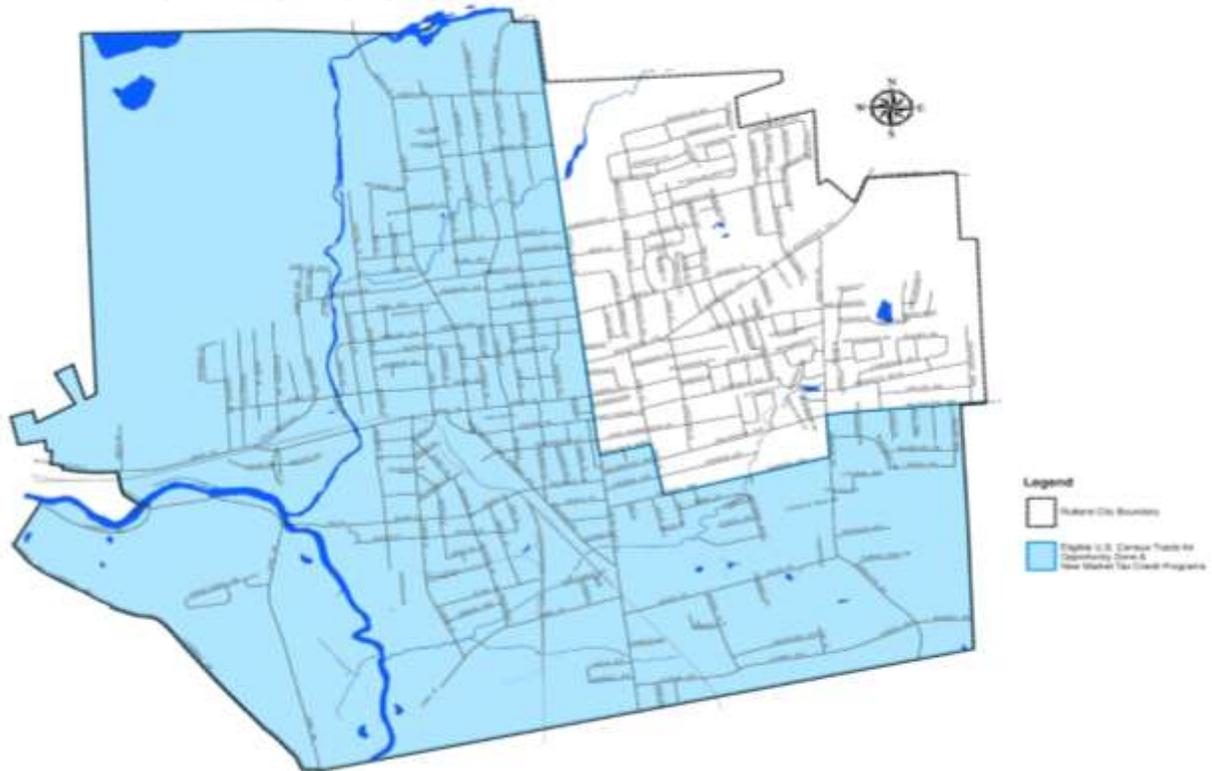
10.2 Rutland City Eligible for Federal Hub Zone, New Markets Tax Credit, and Opportunity Zone Programs

Sections of Rutland City encompass qualified U.S. Census Tracts making them eligible for programs such as the U.S. Small Business Administration's Hub Zone Program. Rutland City businesses meeting the Hub Zone program's criteria are provided preferential treatment in seeking government contracts, potentially a significant business advantage.

The U.S. Treasury Department's New Markets Tax Credit program was created to spur investment of private capital for economic development. Rutland City recently saw this program utilized effectively in the construction of a new 32,000 SF Community College of Vermont campus in the downtown and there is potential for developers of qualifying projects to leverage this program in the future, in particular for the development of a downtown hotel.

Another Federal Program, Opportunity Zones, has recently been created as part of the Tax Cuts and Jobs Act of 2017. Currently three of Rutland's four census tracts have been designated as Opportunity Zones. This designation allows projects, either new business expansion or associated real estate or personal property investment, located within the qualifying areas, to realize equity investment. The program allows significant economic benefit (through preferential tax treatment) to investors who re-invest their capital gains in opportunity zone projects. These federal programs should continue to be promoted as assets when promoting future private investment within the city.

Below is a map of the qualifying Opportunity Zone and New Markets Tax Credit area.



10.3 Rutland City the Solar Capital of New England

Following the 2012 Green Mountain Power/Central Vermont Public Service consolidation significant investment has occurred towards Green Mountain Power's (GMP) ambitious plans of making Rutland City the "Solar Capital of New England" and a hub for green technology and innovation. The utility has purchased a vacant downtown building which they are extensively renovating to become home of GMP's Energy Innovation Center. The direct investment made by GMP has led to subsequent private investment and it is believed that the City can benefit by encouraging other businesses and entrepreneurs to expand or relocate their operations into Rutland City.

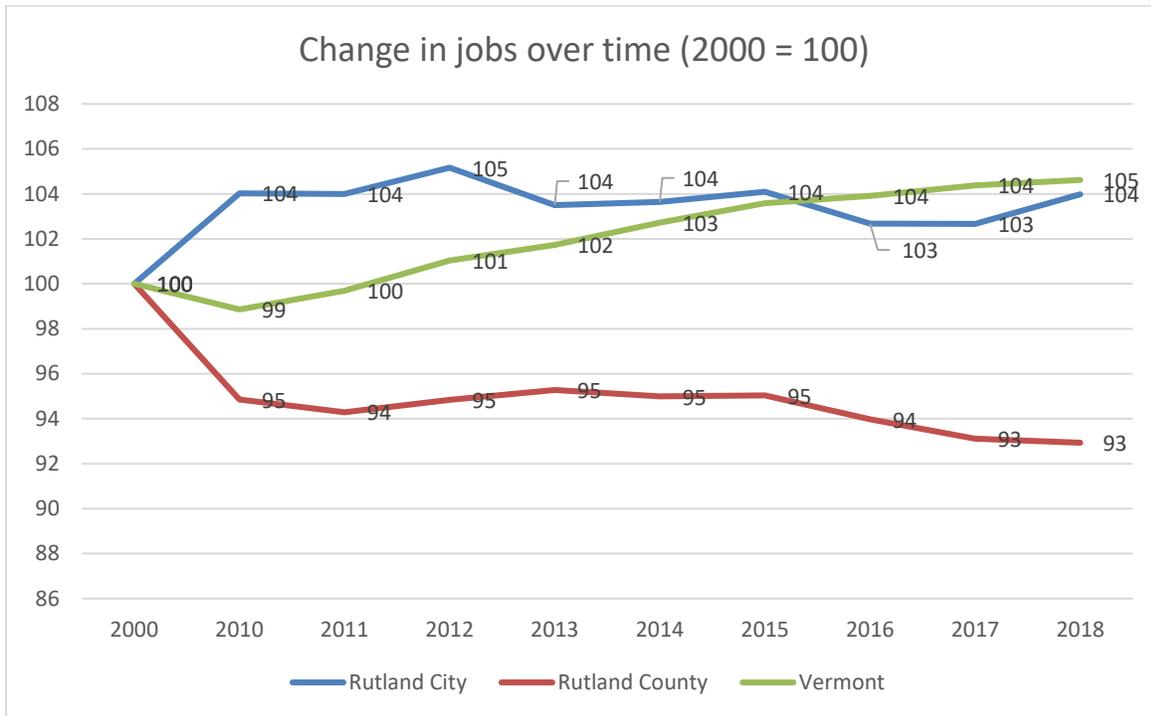
With the combination of incoming public and private investment into the energy innovation field it is envisioned that the City, with its many existing assets, has the potential to become a significant green technology hub for the region. The City should seek to capitalize on the initial momentum that has been generated by the Solar Capital initiative and encourage the recruitment of entrepreneurs or existing business currently working in the diverse field of green technology and energy innovation.

10.4 Statistics on Job Growth

Employment trends in Rutland City and Rutland County since 2010 suggest a stagnant to declining economy, which stands in stark contrast to statewide job growth and a booming

economy nationally. Since 2010, Rutland County has lost 2 percent of its jobs and Rutland City has stayed flat, compared to 6 percent job growth for the state.

The chart below compares job trends in Rutland City, Rutland County, and Vermont, indexing to the year 2000. The chart shows that as of 2018, Rutland County has 93% of the employment base that it had in 2000. Rutland City and Vermont have more jobs than they did in 2000.



Source: VT Department of Labor, Covered Employment & Wage Series

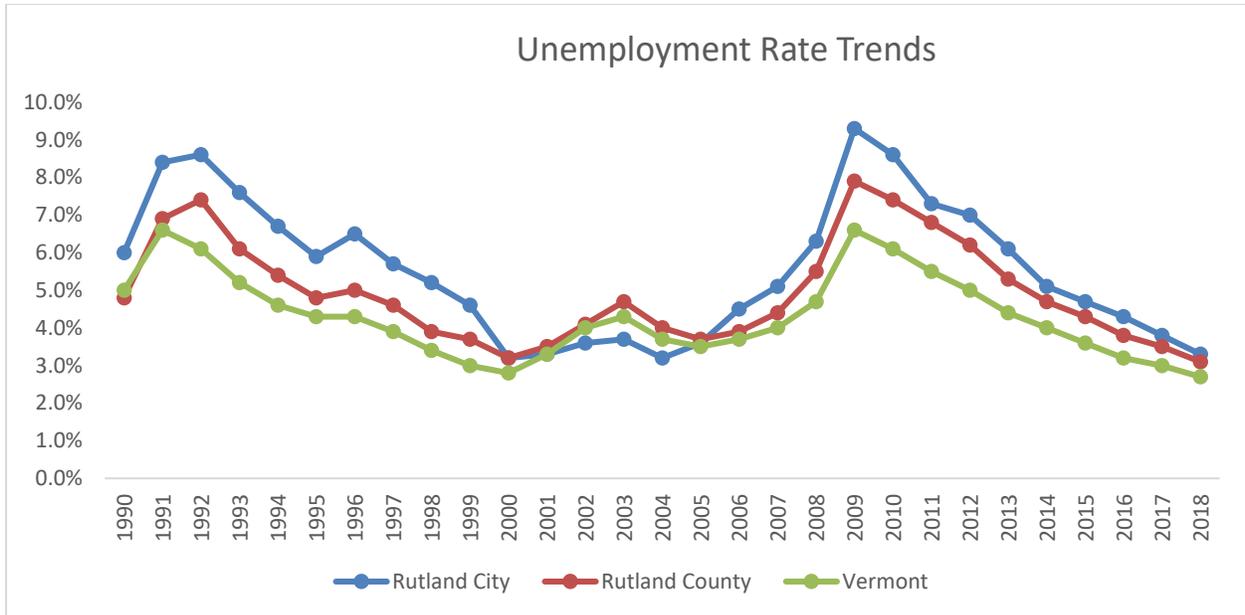
The composition of the economy in Rutland City has also been changing, with health care accounting for a growing share of jobs.

Employment by Industry, Rutland City			
	1988	2011	2018
Health Care & Social Assistance	18%	29%	32%
Retail	17%	13%	12%
Government	10%	14%	13%
Manufacturing	13%	10%	10%
Leisure & Hospitality	8%	8%	8%
Professional & Business Services	6%	8%	9%
Financial Services	7%	4%	4%
All Other	21%	14%	12%

Source: VT Department of Labor, Covered Employment & Wage Series

Unemployment spiked in 2009 with the recession, but has since declined to very low levels; unemployment in Rutland County stood at only 3.1% in 2018. While the regional

economy might not be growing, employers are nevertheless facing an extremely tight labor market. Housing policy could potentially play a role in supporting economic growth by providing attractive housing options that could help employers recruit talent from outside the region.



Source: Vermont Department of Labor. Annual averages, not seasonally adjusted.

10.5 Downtown Redevelopment

Downtown redevelopment has been a catalyst for economic development in the City. Downtown Rutland should be an attractive place for residents and visitors to shop, work, live and recreate. Preservation of historic buildings, the attraction of suitable shops, offices, eating places and cultural facilities and improved access will help to bring this about. A Strategic Plan for Downtown Rutland is being conducted in 2019 which will inform the City of existing conditions and future opportunities to enhance this important area of the City.

Many positive social and economic activities currently take place in the downtown Rutland area; however, a basic, "open air" infrastructure does not exist to support a social and economic synergy of these events and spur further creative investment in the downtown area. By linking and promoting proven, successful businesses and events via a series of basic, small to large scale "open air" infrastructure improvements, the city hopes to create a center point for downtown Rutland's cultural, community and, most importantly, commercial life.

Such a center point will allow merchants and community members alike to:

1. Expand successful events to attract more consumers downtown.
2. Create economies of scale by better linking key resources, pedestrian areas, businesses and consumers together;

3. Attract tourists, local consumers, and new merchants (retail, food service, residential, professional service, and artisans alike) downtown.
4. Promote sustainable, yet socially responsible engines of economic growth which increase land value, building capitalization and occupancy rates.
5. Allow area-based families to fully enjoy and access the outstanding architecture, wealth of businesses and activities, and stunning mountain views the downtown area offers.

Recent and Current investment plans such as the Center Street Marketplace, development of a downtown hotel, and the redevelopment of the underutilized northerly section of the Rutland Plaza, should be encouraged and supported in an effort to bring added vibrancy and economic activity into the downtown. Wayfinding and business location signage is important to help potential customers easily navigate the downtown area and located private businesses and locations of interest. A focus on enhancing the City's existing signage to help facilitate pedestrian traffic and economic activity should be encouraged.

Renewing the City's Downtown Designation is important to further the goals of this plan and the City will continue to maintain its Designated Downtown status. Supporting designated downtowns through funding, training and resources is important to promote healthy, safe and walkable downtowns and neighborhoods for all citizens; encourage investment in mixed use developments; in developing safe, reliable and economical transportation, promote energy independence and public health; and protect the natural and cultural landscapes.

10.6 Gateway Redevelopment

Concurrent with Downtown improvements significant investment has taken place in the Gateway areas of Main Street and Woodstock Avenue. This growth is significant in that it has been fueled largely by private investment, with minimal public involvement required to prime the pump. This growth demonstrates strong, regionally based private interest in local investment.

10.7 Job Creation

Diversified economic development will provide new and varied jobs for City and regional residents. Diversification is a major contributor to economic stability. It will help the City become less susceptible to changes in individual industries, and enhance the range of salaries available to local employees. Some business will tend to provide entry level opportunities while others will require skilled labor at higher salaries.

10.8 Tax Base Enhancement

Commercial and industrial development is encouraged whenever possible to expand the tax base, to relieve the burden on residential property owners, and to enable the city to provide its services at an adequate level.

Industrial uses are encouraged as designated in the Land Use Plan along West Street, Strongs Avenue, Park Street and Gleason Road.

Commercial uses are encouraged as designated along Routes 4, 7 and West Street, in the Downtown and in the Neighborhood Mixed Use District.

Service and Health related businesses are encouraged in the Planned Office Park district.

10.9 Preservation of Neighborhoods

Economic development should not compromise the quality and preservation of residential neighborhoods. The buffering effects of the Planned Office Parks, Historic Districts and Gateway Districts are a means for controlling the adverse effects of adjacent land uses.

In all areas of the City, neighborhoods' qualities can be protected through continued planning and zoning regulations.

10.10 Regional Marketing Initiative

In an effort to slow or reverse local population decline a marketing initiative has been undertaken by a group of regional stakeholders. In addition to attracting new residents to the region, the marketing effort is seeking to promote existing employment opportunities and to increase tourism. This effort has been financially supported by Rutland City as well as other regional municipalities and private entities. Continued support for this marketing effort is important to combat the slow population decline being projected for the Rutland region which, if left unchecked, will negatively affect future workforce, housing, and economic conditions.

SECTION 11: IMPLEMENTATION PLAN

Rutland City will work to implement several specific programs in order to achieve the goals and objectives outlined in this Plan. These programs will include, zoning regulations, a capital budget, implementing upgrades to major highways and rail lines, continued stabilization of the housing market, and continued involvement in regional education planning. In addition to the implementation guidelines outlined in the previous pages of this document, the following recommendations are made:

11.1 Adoption of the Master Plan

The first step is adoption of this Master Plan by the City Board of Aldermen. With the Plan adopted, the City has a blueprint for future growth for the next eight years and beyond.

11.2 Continued Planning

The City Planning Commission, the Board of Aldermen, the Redevelopment Authority, the Zoning Board, and City staff should use this document in the ongoing planning process, which does not end with the adoption of this Plan.

The Planning Commission is responsible for updating the Plan as is needed during the next eight years, and for its revision or re-adoption in eight years. As the City changes, amendments may be needed to keep the Plan current.

11.3 Land Use Regulations: Zoning

The existing Zoning Ordinance was adopted in October 2004 and is currently being revised to update it, comply with State statute and advance Rutland.

11.4 Capital Budget

The Capital Improvement Program (CIP) is a six year plan that identifies the City's highest priority capital expense needs. This helps to ensure that whatever funds are approved for use by the City voters for capital expenses are put to their best and highest use. The first year of the program is labeled the Capital Budget and the following five years represent the Capital Plan. The CIP provides an outline of proposed project schedules and potential funding sources. The Program includes capital needs for the General Fund, Water Enterprise Fund, and Sewer Enterprise Fund for the City of Rutland.

Municipalities are authorized to adopt capital budgets and programs under 24 VSA Section 4443, provided that a municipal plan with a facilities and services program has been adopted. Rutland City's municipal plan was adopted in 2009 with these components in place. The CIP is a multi-year document for prioritizing capital improvements that provides the community with four basic functions:

1. Formal mechanism for decision making
Improves municipal management practices.
Anticipates service and facility problems and takes advantage of opportunities for efficiencies.
2. Link to Long Range Plan
Enables orderly development and growth providing for the City's fiscal constraints.
Provides services in accordance with the City municipal plan.
3. Financial Management Tool
Stabilizes the tax rate and utility user fees.
Acts as an implementation tool for compliance with Act 200 or as a means to adopt/spend Impact fees.
4. Reporting Document
Informs and educates City officers, employees, and the public of Rutland City's capital needs and realistic fiscal goals.
Facilitates for the public transparency in government spending decisions and planning.

As a planning tool, the proposed expenditures in the CIP are not binding on the City until adopted by the voters as part of the annual budget process for the General Fund. The Capital Budget appropriations voted on would be only for projects that require monies from the General Fund. The Enterprise Water and Sewer Capital Budget proposals must be approved by the Board of Aldermen as part of the annual Enterprise Fund budget and rate setting process.

11.5 Historic Districts/ Design Review

Architectural review for projects occurring in the designated downtown was initiated under the Rutland Downtown Redevelopment Plan adopted in the early 1990s. To preserve the integrity of the Main Street Historic District the City should extend design review to that area as well. Projects within both districts should be reviewed by the Architectural Review Committee.

The Planning Commission will study requirements for the gateway area and make a recommendation to the Board of Aldermen.

11.6 Regional Cooperation

As the Rutland region gains economic strength in the coming years, regional collaboration will become increasingly important.

The City supports the efforts of the Regional Planning Commission, the Regional Transportation Council, Rutland Economic Development Corporation, the Rutland Region Chamber of Commerce, and interested parties in the private sector to coordinate regional plans for transportation and economic development. Further, the City recognizes the importance of collaboration between select boards of neighboring municipalities, fostering constructive dialogue on inter-municipal issues. Rutland City's only directly abutting municipality, Rutland

Town, does not have formal zoning regulations, but, in reviewing the current Rutland Town land use plan with the City's, the two align.

Implementation of housing programs will be done in conjunction with regional housing agencies such as NeighborWorks of Western Vermont, the Housing Trust of Rutland County, Bennington-Rutland Opportunity Council and the Rutland Housing Authority all of which will play a role in addressing affordable housing needs and ensuring that public housing within the City contributes to neighborhood stability.

Regional education cooperation will continue to be pursued through the Rutland Region Education Alliance, which the City fully endorses. Closely related is the work of the Rutland Region Workforce Investment Board and the Stafford Technical Center, both dedicated to improving ties between educational resources and needs of the business community.

As a member of the Rutland County Solid Waste District, the City should encourage a zero tolerance policy with respect to proper disposal of hazardous waste.

11.7 Transportation

Rutland City is a member of the Marble Valley Regional Transit District.

The City recognizes the close relationship between transportation infrastructure and land use objectives such as downtown redevelopment, industrial development and neighborhood stabilization. The City believes these problems are best addressed through careful planning of neighborhood projects, improved collaboration with surrounding municipalities, and improved collaboration with VTrans. While the symptoms of these problems are most evident in the City, they often reflect regional problems. A prime example of the type of planning to be encouraged is the work of the inter-municipal committees formed by the City's board of aldermen with the Rutland Town and Woodstock select boards.