

**STATE OF VERMONT  
PUBLIC UTILITY COMMISSION**

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Petition of Northland Solar LLC for a Certificate of Public Good, pursuant to 30 V.S.A. § 248, authorizing the installation and operation of a 4.999 MW solar electric generation facility off Route 100 in Lowell, Vermont to be known as the “Northland Solar Project”	Case No. 25-2346
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**PREFILED TESTIMONY OF GORDON SPENCER  
On behalf of the Town of Lowell**

March 27, 2026

**Exhibits:**

TL-GS-1 Resume  
TL-GS-2 Orderly Development Report  
TL-GS-3 2023 Lowell Town Plan  
TL-GS-4 2018 Regional Plan for the Northeast Kingdom  
TL-GS-5 Act 181 Future Land Use Orleans County  
TL-GS-6 NEK Housing Targets  
TL-GS-7 Vermont 2022 Comprehensive Energy Plan

**Summary of Testimony:**

Gordon Spencer presents testimony about the Orderly Development of the Region, the Lowell Town Plan, the Regional Plan for the Northeast Kingdom, Act 181 and Future Land Use plans, and the Vermont Comprehensive Energy Plan, addressing the criteria of 30 V.S.A. § 248(b)(1).

**PREFILED TESTIMONY OF GORDON SPENCER**

1 Q1. Please state your name, address, and occupation.

2 A1. Gordon Spencer, 85 Green Hill Rd, Lowell 05847, Zoning administrator and business  
3 owner.

4

5 Q2. Please describe your educational background and professional experience.

6 A2. Woburn High School, Woburn MA and Northeastern University, Boston, MA-college  
7 coursework.

8

9 Q3. Have you testified before the Public Utility Commission?

10 A3. No.

11

12 Q4. What is the purpose of your testimony?

13 A4. My testimony addresses the Orderly Development of the Region as described in the Lowell  
14 Town Plan, the NVDA Regional Plan, Act 181's Future Land Use planning and the Vermont  
15 Comprehensive Energy Plan.

16

17 Q5. What is your official capacity in the Town of Lowell and how long have you served in that  
18 role?

19 A5. I presently serve as the Zoning Administrator for the Town of Lowell. My responsibilities  
20 include issuing building permits and monitoring compliance with municipal zoning regulations.  
21 Investigates zoning violations, issues citations when necessary, and refers enforcement cases to  
22 the Zoning Board. I serve as an appointed member responsible for supporting the fair and

1 consistent application of local land use regulations for the past seven years. Additionally, I also  
2 serve as an elected auditor for the Town of Lowell where I review town financial records,  
3 including invoices, payroll, and expenditures, to ensure accuracy and proper documentation. I  
4 also examine reports from the town treasurer and other offices for account balances and financial  
5 records and identify discrepancies to support transparent financial reporting and accountability in  
6 local government. See my resume *Exhibit TL-GS-1*.

7

8 Q6. What documents have you reviewed to prepare your testimony?

9 A6. The Lowell Town Plan, the NVDA Regional Plan, Act 181's Future Land Use planning,  
10 and the Vermont Comprehensive Energy Plan.

11

12 Q7. Please summarize the review you performed regarding the Orderly Development of the  
13 Region.

14 A7. I reviewed The Lowell Town Plan, the NVDA Regional Plan, Act 181's Future Land Use  
15 planning, and the Vermont Comprehensive Energy Plan and found that the proposed Northland  
16 Solar Projects is at odds with all of these documents and unduly interferes with the Orderly  
17 Development of the Region.

18

19 Q8. Please summarize your report and determination about whether the project unduly interfere  
20 with the Orderly Development of the Region?

21 A8. The report concludes that the proposed Northland Solar Project would unduly interfere with  
22 the Orderly Development of the Region *Exhibit TL-GS-2*. The project is incompatible with the  
23 rural character of the Village and is inconsistent with the land use goals established in the Town

1 Plan *Exhibit TL-GS-3*. It does not reflect the existing or desired land use patterns of the area or  
2 region and interferes with planned growth for the Village, particularly in areas intended to  
3 support future development. The project also conflicts with the standards set forth in the  
4 Regional Plan for the siting of electric generation facilities and would add renewable energy  
5 capacity to a town and region that currently lack the infrastructure or demand to utilize the power  
6 locally. *Exhibit TL-GS-4* Additionally, the project does not align with the goals of the  
7 Comprehensive Energy Plan, including considerations related to appropriate siting, housing,  
8 transportation, and the ecological functioning of Vermont's natural landscape. *Exhibit TL-GS-7*  
9 Furthermore, the project conflicts with all three tiers established under Act 181 as they relate to  
10 Lowell's Future Land Use planning. *Exhibit TL-GS-5* The proposed project would limit the  
11 availability of acreage where Act 250 may or may not apply under Tier 1, ignore areas identified  
12 for larger lot sizes for new residential development in Tier 2, and fail to adequately protect  
13 critical natural resources and wildlife areas identified in Tier 3. Even as the Land Use Review  
14 Board considers temporary Act 250 housing exemptions through 2027, the Northland Solar  
15 Project would occupy a significant tract of land that is important to the long-term growth  
16 potential of Lowell's Four Corners area, where smart growth consistent with Tiers 1 and 2 of Act  
17 181 is anticipated. *Exhibit TL-GS- 6*. For these reasons, the report determines that the proposed  
18 project would unduly interfere with the orderly development of the region.

19 Q9. Does this conclude your testimony?

20 A9. Yes

**AFFIDAVIT OF GORDON SPENCER**

1. I have provided pre-filed testimony and exhibits in the above-captioned matter.
2. I have personal knowledge of the information provided in my pre-filed testimony.
3. I am able to testify as to the validity of the information contained in my pre-filed testimony and exhibits.
4. I declare that the foregoing statements are true and accurate to the best of my knowledge and belief. I understand that if the above statement is false, I may be subject to sanctions by the Commission pursuant to 30 V.S.A. § 30.

Dated at March Vermont this 27<sup>th</sup> day of MARCH 2026.

*Gordon Spencer*

Gordon Spencer