

STATE OF VERMONT **Historic Preservation Plan**

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PREAMBLE

"Brave Little State of Vermont"

My fellow Vermonters:

For two days we have been traveling through this state. We have been up the East side, across and down the West side. We have seen Brattleboro, Bellows Falls, Windsor, White River Junction and Bethel. We have looked toward Montpelier. We have visited Burlington and Middlebury. Returning we have seen Rutland.

I have had an opportunity of visiting again the scenes of my childhood. I want to express to you, and through the press to the other cities of Vermont, my sincere appreciation for the general hospitality bestowed upon me and my associates on the occasion of this journey.

It is gratifying to note the splendid recovery from the great catastrophe which overtook the state nearly a year ago. Transportation has been restored. The railroads are in a better condition than before. The highways are open to traffic for those who wish to travel by automobile.

Vermont is a state I love. I could not look upon the peaks of Ascutney, Killington, Mansfield, and Equinox without being moved in a way that no other scene could move me. It was here that I first saw the light of day, here I received my bride, here my dead lie pillowed on the loving breast of our eternal hills.

I love Vermont because of her hills and valleys, her scenery and invigorating climate, but most of all because of her indomitable people. They are a race of pioneers who have almost beggared themselves to serve others. If the spirit of liberty should vanish in other parts of the Union, and support of our institutions should languish, it could all be replenished from the generous store held by the people of this brave little state of Vermont.



VERMONT'S HISTORIC AND CULTURAL RESOURCES

Overview of Vermont Division for Historic Preservation

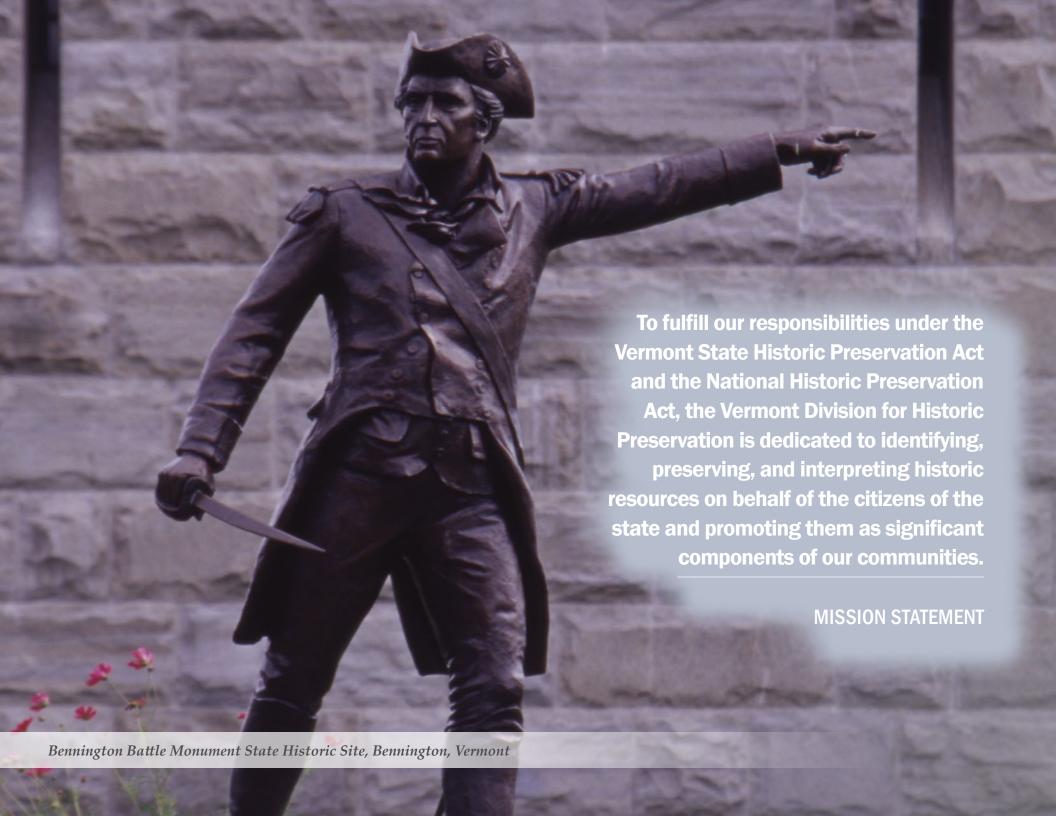
With evidence of Native American occupations extending as far back as 13,000 years ago, Vermont has a rich cultural, historical, and architectural legacy. This significant heritage manifests itself in the state's ancient Native encampments, agricultural farmsteads with timber-framed barns and rising silos, villages with white-spired churches and town halls marking the valley bottoms and maple-strewn hillsides, downtowns centered on railroad depots and sites of early industrial centers, summer retreats surrounding lakes and ponds, and ski resorts nested on the slopes of the green mountains. The strata of history is a component of the built and natural environment, recounting the stories of Vermont's buildings, economy, and communities. This legacy does not endure by chance.

Over the past forty-six years, preservation of Vermont's historic resources has been the primary initiative of the Vermont Division for Historic Preservation (VDHP) and its preservation partners. Serving as the State Historic Preservation Office (SHPO), VDHP plays an essential role in guiding the state's historic preservation agenda. It is a division of the Department of Housing and Community Development, within the Agency of Commerce and Community Development. VDHP fulfills its responsibilities under the National Historic Preservation Act of 1966 and the Vermont Historic Preservation Act of 1975 by identifying, preserving, and interpreting historic resources on behalf of the people of this state and promoting those resources as significant components of our shared communities. In an effort to create a comprehensive planning and decision-making framework to guide historic preservation activities, the Vermont Historic Preservation Act Rules were adopted in March 2001. The Rules, primarily an internal guide, establish the regulations and state-governing approach for the assessment and management of the state's cultural, historical, and architectural resources. Awareness and appreciation of Vermont's distinct heritage is also broadened through the State-owned Historic Sites program, which interprets 22 historic properties and archival collections for the public.

The Vermont Advisory Council on Historic Preservation, created by the Vermont Historic Preservation Act, augments the efforts of VDHP. The council serves as the State Review Board as required by the National Historic Preservation Act. The seven governor-appointed members are charged with approving nominations to the State and National Registers of Historic Places, assessing of the survey documentation for historic properties, annually evaluating the activities of VDHP outlined in the State Historic Preservation Plan, recommending rehabilitation projects seeking state and federal grant funding, and reviewing state and federal undertakings that may affect historic properties. Some of these activities have been delegated to the staff of VDHP.

The successful preservation of valued historic resources requires a concerted advocacy effort that balances stewardship and partnership. Beginning in the early 1970s, preservation advocacy in Vermont has brought together citizens, organizations, business leaders, municipalities, state agencies, and government officials. Legislation and programs such as the Vermont Housing and Conservation Board and the State Designation Programs have strengthened traditional downtowns and village centers, ensured preservation of significant historic buildings and agricultural landscapes, and limited sprawl. Through this broad-based effort, thousands of historic resources endure as landmarks of this brave little state's distinct sense of place.

The Vermont State Historic Preservation Plan will be in effect for five years, from 2016 to 2021. The plan is an instrument for integrating the preservation of historic and cultural resources with local and state planning, community development, tourism, and environmental protection. It summarizes Vermont's preservation accomplishments since the 1902 purchase of President Chester A. Arthur's birth site and the enactment of the Vermont Historic Preservation Act of 1975. The plan outlines the programs that support our preservation efforts, highlighting successes and challenges over the past five years. The plan signifies VDHP's commitment to a broad range of historic preservation efforts, informing preservation-related decision-making at all levels, encouraging collaboration and partnerships, expanding awareness of and appreciation for cultural resources, and reinforcing historic preservation as an enduring value held by Vermonters. Each year, the goals and tasks outlined in this plan will be incorporated into the work plans of VDHP staff and assessed for their successes and challenges. This plan will remain in place until the successive plan for 2022-2026 has been approved by the National Park Service.





Vermont is the State We Love

As Vermont's own President Calvin Coolidge imparted to the residents of Bennington in 1928, the Green Mountain State's rich legacy of historic resources is as diverse as it is engaging. Lake Champlain and the Connecticut River form the west and east boundaries. The State of Massachusetts is located to the south, with Canada to the north. The Green Mountains divide the state roughly in half, crosscut by major river valleys. Vermont is one of the smallest states in the nation, with an area of 9,616 square miles and a population of 626,562.

The land we now know as the State of Vermont was originally the homeland of Algonquin-speaking groups, known at the time of European contact as the Abenaki. During the early colonial period, France claimed much of the region. Nevertheless, being rugged and landlocked, many areas outside of the Champlain Valley were essentially uninhabited by non-Native people until late in the 1700s after the French defeat in the French and Indian War. The provincial governor of New Hampshire, Benning Wentworth, issued 135 land grants between 1749 and 1764—the first was for Bennington, a township west of the Connecticut River. The Province of New York, having extended land patents over much of the same area, was granted rights to the territory west of the Connecticut River by the King of England and subsequently invalidated Governor Wentworth's grants. These early charters and land patents, particularly the New Hampshire Grants, had a lasting effect on the settlement patterns in the southern region.

During the Revolutionary War, the American Northern Army constructed extensive fortifications on Lake Champlain in order to defend New England and points south against a British attack from Canada. When British General John Burgoyne pushed south on the lake in the summer of 1777, the American forces withdrew from Mount Independence and Fort Ticonderoga, some of them fighting a successful American rear guard action at Hubbardton on July 7, 1777. The following day, in the town of Windsor on the Connecticut River, delegates ratified the Vermont Constitution at Elijah West's tavern. Consequently, the territory claimed through grants by both New Hampshire and New York became an independent republic. The territorial government granted and sold land in the central and northern regions to cover war expenses, prompting settlement along watersheds and new military roads by the war's end.

Vermont remained a sovereign republic until January 1791, when it became the first state to join the Union following the ratification of the United States Constitution. Although a time of peace, the early years of the State of Vermont were also a time of struggle for its inhabitants. Yet, following the conclusion of the War of 1812, increasing

commerce from Canada along the interior waterway between the St. Lawrence and Hudson rivers spurred industry and growth. Vermont's central position along this waterway became even more important with the construction of canals to the Hudson River and then with the completion of the Erie Canal in 1825. The steam-power railroads crisscrossing the land by the middle part of the 19th century opened new regions to development and transported products to state and regional markets at a pace never before experienced. Agriculture and manufacturing spurred the economy and transformed Vermont, creating new villages, enlarging communities, establishing socioeconomic neighborhoods of merchants and professionals, and diversifying farms. Vermont-born Chester A. Arthur became the nation's 21st president during this period, championing civil service reform and attempting to improve relations with Native Americans and African Americans.

By the second quarter of the 20th century, as Calvin Coolidge was making his mark on the national scene, the economic boom of Vermont had begun to diminish. The largest towns, with a few exceptions, experienced a decrease in population. Natural disasters like the 1927 flood necessitated a period of transportation modernization with new bridges and miles of paved roadways opening the landscape to the automobile-traveling visitor. The Great Depression scarred Vermont as the stone and machine tool industries ceased operations and the demand for agricultural products dropped by more than fifty percent. Lore recounts that farmers, accustomed to making do with what they had, were not affected by the dramatic changes in the economy. In fact, a number of farms closed in the decade after the crash in 1929 and the percentage of unimproved farmland notably rose. As it did nationally, the events of World War II revived Vermont's economy, temporarily awaking factory villages and mines, while at the same time creating a housing shortage. After the war, unfortunately, manufacturing and farming again waned, passenger and freight train service stopped, and the population decreased.



A recent poll indicates Vermonters believe it is important to preserve Vermont's history to:



Retain Community Character



Leave a Legacy for Future Generations to Learn from and Enjoy



Create Educational
Opportunities for Teaching
about History and Culture



Bring Tourism Dollars to Our Communities

Yet, a new industry was developing within the rugged mountains that would have an indelible influence on the Green Mountain State for decades to come as winter sports gained popularity. The population increased seasonally as urbanites sought temporary asylum to explore Vermont's natural beauty and small town character, and new resort towns were established to support the growing ski and tourism industries. Construction of the interstate highway system between 1968 and 1978 opened Vermont to easier travel, longer commutes, suburbanization, and strip malls, sprawling the boundaries of historic villages. This coincided with the passage of local zoning ordinances, a statewide land-use control law (Act 250), and the establishment of an organized Vermont preservation movement. Historic preservation activities by the State of Vermont, however, started decades earlier.

Beginning with the 1902 purchase of the site where President Chester A. Arthur was born in Fairfield, the State of Vermont has been the steward of significant historic resources that recount local, state, and national stories. A precursor to the Division for Historic Preservation, the Historic Sites Commission was formed by state legislation in 1947 as part of the State Library and Historical Society. The commission had the power to designate historic sites and buildings with roadside historic markers and manage several of the state-owned historic sites, including Hubbardton Battlefield, the birthplace and burial site of President Coolidge, and the birthplace of President Arthur. The commission was composed of the director of the Vermont Historical Society, director of the Vermont Development Commission, and a person appointed biennially by the governor. The commissioner of highways and the state forester both served as executive secretary and provided guidance. The name of the commission was later changed to the Board of Historic Sites. Raising awareness of Vermont's prehistoric and historic past in collaboration with the Board, the Vermont Archaeology Society was formed in 1968.



A polling of Vermonters shows the most challenging cultural resources to preserve are:



Historic Downtowns



Historic Agricultural



Historic Churches and Religious Buildings



5% Landscapes/

In 1969, the Vermont Division of Historic Sites replaced the Board of Historic Sites. The Division was created to serve as the State Historic Preservation Office as required in the National Historic Preservation Act of 1966. Activities commenced with documentation of historic buildings and archaeological sites, preservation of character-defining landmarks in downtowns and village centers, and interpretation of significant sites for the visiting public. In 1975, the state legislature passed the Vermont Historic Preservation Act, renaming the Division of Historic Sites as the Division for Historic Preservation and providing structure for its mission. That same year, the University of Vermont established its Historic Preservation program under founding director Chester H. Liebs, who had previously served as supervisor of the Vermont Board of Historic Sites and was an active national advocate for preservation. In 1980, the Preservation Trust of Vermont was organized to promote private preservation activities to save communities and use historic places. These cumulative preservation efforts have resulted in the documentation of some 50,000 historic properties, nomination of nearly 12,000 properties to the National Register of Historic Places, designation of more than 30,000 resources to the State Register of Historic Places, and interpretation of 22 state-owned historic sites and resource collections for tourists and researchers.¹

¹ History was gleaned from several sources, including: Glenn M. Andres and Curtis B. Johnson, Buildings of Vermont (Charlottesville, VA: University of Virginia Press, 2014); J. Kevin Graffagnino, The Shaping of Vermont: From the Wilderness to the Centennial, 1749-1877 (Rutland and Bennington, VT: Vermont Heritage Press and Bennington Museum, 1983); Michael Sherman, Gene Sessions, and P. Jeffrey Potash, Freedom and Unity: A History of Vermont (Barre, VT: Vermont Historical Society, 2004); and Richard Judd, New Deal in Vermont, its impact and aftermath (New York, NY: Garland Publishing, 1979).







State of Vermont purchases the site where President Chester A. Arthur was born in Fairfield. This becomes first state-owned historic site.

State of Vermont receives transfer of lands associated with the Battle of Hubbardton. fought on July 7, 1777, to ensure battlefield preservation.

The Historic Sites Commission is established, creating the state-owned historic sites and the roadside historic marker programs. (Title 17 of the Vermont Statutes, Chapter 186). Name later changed to Board of Historic Sites.



Today, 84 buildings, structures, and sites are maintained as state-owned historic sites. Twenty are open to the public.



The roadside historic marker program identifies sites associated with significant events and people throughout Vermont; one marker is located in Virginia.

1966

United States Congress establishes the National Historic Preservation Act to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archaeological resources. (Public Law 89-665; 16 U.S.C. 470 et seq.) It is the most far-reaching preservation legislation ever enacted in the United States. Among other things, the act necessitates the creation of a state historic preservation office, select professional staff members, and a state advisory board. The act requires federal agencies to evaluate the impact of all federally funded or permitted projects on historic properties through a process known as Section 106 Review.

1967-1969 1968

Architectural survey of "all sites and structures of statewide importance and all historic sites then under state jurisdiction" records 1,020 resources including covered bridges and archaeological sites.

The Vermont **Archaeology Society** (VAS) is formed as a volunteer organization comprised of professional and avocational archaeologists and interested public committed to raising the awareness of Vermont's past. while at the same time protecting its valuable cultural resources from injury and exploitation.

The Division of Historic Sites replaces the Board of Historic Sites, within the newly created Agency of Development and Community Affairs to comply with the National Historic Preservation Act as the State Historic Preservation Office. (Title 3 of the Vermont Statutes, Chapter 47 § 2473, effective January 10, 1971)

1969

PRESERVATION HISTORY

With a history of our own spanning most of the 20th century, VDHP presents a look back at our beginnings and notes the remarkable successes that Vermont preservationists have collectively achieved. We also assess where we are at present and mark the continuity and expansion of our many programs. It is from these vantage points that we look toward the future with our goals and actions.

1970 1975

Vermont legislature passes the Land Use and Development Act (Act 250) to mitigate the effects of development through an application process that addresses environmental and community effects of projects that exceed a threshold in size. The Division of Historic Sites addresses Criterion 8: Will not have an undue adverse effect on aesthetics, scenic beauty, historic site or natural areas. (10 of the Vermont Statutes. Chapter 151 and Act 250 Rules)

Vermont legislature passes the Vermont Historic Preservation Act of 1975, creating the Vermont Division for Historic Preservation (VDHP). Companion legislation in the same year establishes the position of the State Archaeologist and the Vermont Advisory Council on Historic Preservation, VDHP assumes the responsibility for stewardship of the stateowned historic sites and the roadside historic marker programs, and underwater historic properties. (Title 22 of the Vermont Statutes, Chapter 14). VDHP has staff of five, including the director, archaeologist, architectural historian, preservation planner, and historian.

VDHP receives its first easement, ensuring the preservation of the architectural and historical integrity of the St. Johnsbury House.



VDHP presently holds twelve easements for significant buildings and archaeological sites. The University of The Verm
Vermont offers is amend

Vermont offers
a Master's of
Science degree
in Historic
Preservation
within the
Department of
History. Chester
Liebs is the

founding director.

The Vermont Historic Preservation Act of 1975 is amended to initiate a statewide survey to identify and document historic properties and sites. VDHP begins Historic Structures and Sites Survey (HSSS), inventorying Vermont's historic resources for historical, architectural, and/or engineering significance.



1979

HSSS inventory now includes documentation for over 30,000 historic districts, buildings, structures, and objects.

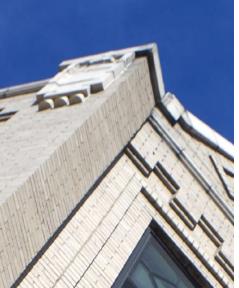


Archaeological survey has documented 5,920 Precontact and historic sites, 4,460 of which have sufficient documentation for inclusion in the Vermont Archaeological Inventory (VAI).



Approximately 150 underwater archaeological sites are documented in the Vermont portion of Lake Champlain and adjacent waterways.

The Vermont
State Register of
Historic Places is
established, with
standards for
listing consistent
with those of
the National
Register of
Historic Places.
(Amended 1979,
No. 61 § 1)







The Preservation Trust of Vermont forms as a statewide non-profit to help communities save and use historic places, with a focus on strengthening downtowns and village centers, supporting local initiatives, and building capacity.

Beginning in 1975, VDHP staff and unpaid volunteers visit college and university departments, historical societies, town museums, and knowledgeable informants to generate a baseline inventory of known archaeological sites in Vermont. This data forms the VAI, created through legislation in 2009.

1982

The Underwater Historic Preserves Program, which focuses on underwater sites in Lake Champlain and related waterways, is established. It is the first of its kind in the United States.



Nine underwater wrecks are currently marked for exploration in Lake Champlain.

1985

Vermont launches the Certified Local Government (CLG) program, created as part of the 1980 amendments to the National Historic Preservation Act. This partnership program helps communities with their local commitment to historic preservation through funding technical assistance, and other preservation successes.



Today, Vermont has fourteen CLG communities.

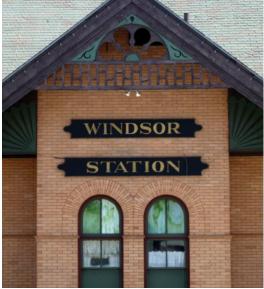
1986

Historic Preservation Grant Program is established to help municipalities and non-profit organizations rehabilitate and use historic buildings that make up a vital part of Vermont's historic downtowns, villages, and rural communities.



More than 550 historic civic and community buildings have received this one-to-one grant, totaling almost \$4.5 million in fund of awarded.









1990

VDHP establishes a policy to notify property owners and the local municipality when an historic resource or archaeological site is being considered for inclusion in the State Register of Historic Places. (Amended 1989, No. 194 (Adj. Sess.) § 1) Rehabilitation Investment Tax Credit (RITC) program commences, utilizing the federal tax reform legislation enacted in 1986. (P.L. 99-514)



326 approved projects to date, with over \$156 million in qualified project costs. 1992

Barn Preservation Grant Program is established. This is the oldest statefunded barn grant program in the United States.



Over \$3 million in one-to-one grant assistance has aided in the preservation of about 368 historic barns and agricultural outbuildings. The position of State Historic Preservation Officer (SHPO) is created, taking on existing duties of the Director of the Division for Historic Preservation. The title of Director is removed in 2001. (Amended 1995 No. 46 §§42-43; 2001, No. 35 § 3)

1995

The Vermont legislature creates the Designated Downtown Development Districts, the first of five programs designed to help historic communities of all sizes address local issues like restoring community vitality, expanding economic development opportunities, financing infrastructure improvements, and creating more housing opportunities near work or transit (1998, 24 V.S.A. § 2793). The first downtowns are designated in 1999: Burlington, Bennington, Bellows Falls,

Brattleboro, Rutland,

St. Johnsbury, Montpelier, Middlebury and Windsor.

1999

Vermont legislature enacts a state rehabilitation tax credit program (1999, No. 159, 32 V.S.A. § 5930). This state tax credit program revitalizes communities, creates jobs, generates state revenues, and stimulates private investment in the 24 Designated Downtowns and 122 Village Centers.



306 projects awarded to date, with \$20,788,525 in credits provided. Since 2009, the state tax credits have leveraged \$251,618,267 in project costs.









VDHP, Federal Highway Administration (FHWA), Federal Advisory Council on Historic Preservation, and Vermont Agency of Transportation (VTrans) execute the first Programmatic Agreement (PA) to completely fulfill the FHWA's Section 106 responsibilities for Federal Aid Highway projects in Vermont. To oversee this program, VTrans hires two archaeologists and two architectural historians.

Vermont Advisory
Council on Historic
Preservation and
VDHP adopt the
National Register of
Historic Places criteria
and procedures for
the assessment of
significance and
integrity of historic
properties for the
Vermont State Register
of Historic Places.



About 30,000 properties listed in the State Register to date.



Nearly 12,000 resources listed in the National Register to date. Unmarked Burial Sites Special Fund is created to protect, preserve, move, or reinter unmarked burial sites and human remains, monitor excavations, and perform archaeological assessments and site investigations. (Added 2001, No. 149 (Adj. Sess.), §57)

2006

Vermont Archaeology Heritage Center (VAHC) is established in an interim facility in South Burlington. Funding for the operation of the facility and archival activities is provided through legislation in 2009 and partnership with VTrans. (Amended 2009, No. 47 § 4)



VAHC currently curates collections from over 700 archaeological sites. These collections represent millions of artifacts and are preserved in over 1,850 archival boxes.

2009

Research for the Vermont Barn Census is conducted by graduate students at the University of Vermont Historic Preservation Program, dedicated volunteers, Historic Windsor's Preservation Education Institute, Save Vermont Barns, Vermont Housing and Conservation Board, PTV and VDHP. The preliminary research documents barns and farm buildings in thirteen towns.



Vermont Barn Census, available online for research purposes, contains records for 2,780 barns and agricultural buildings.

2011

Flooding from Tropical Storm Irene devastates Vermont. Because of Vermont's settlement patterns, many of our historic centers are in low-lying areas near rivers and streams, and historic buildings, structures, and infrastructure are vulnerable. Communities and groups come together to identify the damage to these resources, advocate for recovery resources, and work together to repair the damage.



Changes to response and recovery plans have helped lay the foundation for improved resilience efforts, with the goal to protect and preserve our historic resources.









VAHC relocates to the Vermont History Center, located in the historic Spaulding Graded School now occupied by the Vermont Historical Society. Programs expand to include research, analysis, exhibits, outreach and education.

Since 2012, VAHC has hosted nearly 950 visitors and researchers.

2014

VDHP begins accepting the

Vermont

Archaeology

Month (VAM),

founded in 1995

by the Vermont

Society, is taken

over by VDHP in

partnership with

Archaeology

VTrans.

VDHP begins accepting the digital submittal of projects, grants, and nominations for staff review. The Online
Resource Center
(ORC) is launched,
providing digital
access to all
scanned archival
files of VDHP;
scanning of
documents began
in 2013 and was
completed in



2015.

Over 30,000 documents have been uploaded into the ORC from the Resource Room.

2015

The Project Review team expands to four members: two architectural historians and two archaeologists.



In 2014, the
Project Review
team reviewed
nearly 2,500 state
and federally
regulated projects.

Vermont launches a Cultural Resource Surveyor Application (CRSurveyor) in partnership with the National Park Service and the National Alliance of Preservation Commissions, allowing online data collection through a geodatabase.



Historic district in Hartford is the first to be surveyed using this digital tool. VDHP has staff of fifteen, consisting of the SHPO, four architectural historians, three archaeologists, one historian/sites chief, three sites administrators, a financial administrator, and two administrative coordinators.



PRESERVATION ACTIONS AND ISSUES

The 50th Anniversary of the National Historic Preservation Act of 1966 (NHPA) affords an excellent opportunity to contemplate our historic preservation efforts and impacts in Vermont. Nationally, survey and National Register listings in the name of preservation have brought to light the historically significant, the architectural esteemed, and the ordinary, everyday vernacular. Endeavors to record what makes Vermont iconic began in the late 1960s, with a more recent effort to recognize mid-20th-century resources and properties of intangible heritage. In 1970, the Vermont legislature passed the Land Use and Development Act (Act 250) to address the environmental and community effects of projects that exceed a particular threshold in size. Through Criterion 8 of Act 250, land use changes and development projects are evaluated for their effects to historic properties. Act 250, like such programs as the Downtown and Village Center Designations, rehabilitation tax credits, and preservation grants, is a tool supporting the general acceptance of historic preservation as economically, culturally and environmentally viable. Yet, individual battles continue as rehabilitation and adaptive use of historic properties are weighted by many of these same economic, culture, and environmental factors, as well as energy efficiency, weatherization, and disaster recovery. Significant progress over the past fifty years is measured in funding, partners, and projects:

Architectural and Archaeological Surveys

Vermont's first planned survey, capturing architecture and archaeological sites through a cursory examination, occurred between 1967 and 1969. The endeavor focused on libraries, courthouses, houses dating from the 18th and early 19th centuries, known archaeological sites, threatened resources, and nationally significant properties owned by the State of Vermont such as Chimney Point and the Calvin Coolidge House. Recognizing the benefits of identifying and documenting all historic resources in order to "assist local governments and property owners in planning for the preservation, interpretation, and promotion of these resources," the Historic Sites and Structures Survey was created in 1979 to house the data collected. The directives from the late 1960s and 1970s to identify, document, respect, and preserve the landmark and vernacular buildings of Vermont arbitrarily recorded over 43,000 historic districts, buildings, structures, underwater resources, and archaeological sites.

Despite that initial burst of survey energy, recordation since the early 1980s has been reactive rather than proactive, unplanned, and generated strictly through National Register nominations. Now, VDHP accepts the challenge to reignite survey efforts and collect updated documentation that will distill values, convey stories, and incite a stronger preservation movement at the local, regional, and state levels. Moreover, sufficient and current survey documentation will benefit project review efforts, planning, disaster recovery, and protection as communities struggle with climate change, sustainability, and resiliency. This survey data must be electronic, with supporting funding and technological proficiency to ensure its accessibility and longevity. Partnering with the National Alliance of Preservation Commissions and the National Park Service, VDHP is incorporating a digital survey collection application (CRSurveyor) into our survey planning process, which is evaluating gaps in data and setting priorities for survey.

State and National Register Listings

Nomination of historic properties to the National Register of Historic Places began in 1966 in Vermont. Thirteen years later, the State Register of Historic Places was established by the state legislature, with the adoption of the National Register criteria in 2001. Nearly 12,000 Vermont properties have been listed in the National Register since 1966. Eighteen of these have been recognized as National Historic Landmarks, the most recent being Brown Bridge in Shrewsbury in 2014. The Vermont register program is growing stronger as the traditionally accepted practice that everything over fifty years is historic and therefore eligible for listing has been replaced by a true examination of significance, integrity, and historic context in order to determine and justify eligibility.





SINCE 2011

rehabilitation projects awarded matching grants totaling

\$2,387,343

IN 2014

grants awarded out of 32 (63%) applications received totaling

\$247,134

toward project costs of

\$589,887



grants awarded out of 41 (44%) applications received totaling

toward project costs of

\$877,957

IN 2014

HISTORIC PRESERVATION GRANTS In the past five years, 33 properties have been successfully nominated or provided with updated documentation. Since 2011, over 500 resources were evaluated for eligibility by the Vermont Advisory Council on Historic Preservation. In an effort to update documentation to current standards, recently expanded historic district boundaries now have digital mapping and detailed inventories, new amendments more fully address areas and periods of significance, and integrity and archaeological potential are examined for all nominations. The first delistings from the National Register for three properties that no longer retain sufficient integrity due to demolition, relocation, and alterations occurred in 2016. With expanding survey efforts, the numbers for delistings and amendments are expected to increase, especially for those areas of the state devastated by Tropical Storm Irene in 2011. Identification and evaluation are the first steps to our disaster resiliency plan. We are now challenged to examine the integrity of listed historic districts changed by the loss of contributing resources to flooding, or affected by post-disaster buyouts that result in demolitions and elevations that raise buildings above threatening flood levels.



Incentives Programs

Historic Barn and Historic Preservation Grants

VDHP administers the Historic Barn and Historic Preservation Grants, which are programs awarding one-to-one matching grants to individuals, municipalities, and non-profit organizations for the rehabilitation and restoration of historic resources that are the icons of Vermont's rural landscape. Created in 1992, the Barn Grant program is the oldest state-funded agricultural-based grant program in the United States. It has cumulatively provided over \$3 million in grant assistance for the preservation of 368 historic barns and agricultural outbuildings statewide. Since the creation of the Historic Preservation Grants in 1986, more than 550 historic buildings owned by municipalities and non-profits have received nearly \$4.5 million, leveraging five times as much in non-state funds for these projects. The popularity of these two state-funded programs increases each year through our outreach efforts and proactive determinations of eligibility for listing, with the requested funding two to three times more than what is currently available.

Certified Local Government Program (CLG)

Established in 1985 to help local governments integrate historic preservation concerns with local planning decisions, the CLG program is one of the most effective tools for preserving Vermont's historic places by creating federal, state, and local partnerships. The program, jointly administered by the National Park Service and VDHP, provides technical assistance, funding, and sustainability support to certified communities. Vermont presently has fourteen CLG communities: Bennington, Brandon, Burlington, Calais, Hartford, Montpelier, Norwich, Rockingham, Shelburne, Stowe, Waterville, Williston, Windsor, and the Mad River Valley Planning District.

Projects over the past five years have included architectural surveys, walking tours, fire safety studies, oral histories, video presentations, photographic documentation, lecture series, and State and National Register nominations. In years past, it has been a challenge to engage CLG communities to participate in the grant program, but with VDHP's commitment to reinvigorating survey activities, the certified communities are now key players for updating and expanding our survey data. Mandatory annual trainings are being created for

CLG coordinators, outlining the process and distributing the revised Program Manual. Outreach is targeting eligible communities for this program. In 2016, the Norwich Historic Preservation Commission, appointed to increase appreciation of the community's historic and cultural resources through their CLG program, was named the "Commission of the Year," by the National Alliance of Preservation Commissions.

State Tax Credits and Federal Rehabilitation Investment Tax Credits (RITC)

Rehabilitation tax credits support building and code improvements for historic and designated resources, ranging from small commercial enterprises to multi-million dollar ventures. The State Tax Credit, created in 1999, is one of the primary benefits of Downtown and Village Center Designations, sparking revitalization efforts across the state. To date there are 24 designated Downtowns and 122 Village Centers eligible for the program. Annually, applicants in these communities submit approximately 30 rehabilitation and renovation project applications to the Downtown Board to seek support for investments that exceed \$20 million. The program stimulates private investment and helps to spur the economy through the creation of new businesses and new jobs. On average, every dollar in tax credits awarded by the state leverages \$17 in private investment. Credits support physical and capital improvements to real estate, meaning the program generates revenue that stays in Vermont even if a property is sold or a business moves. Commonly used in conjunction with the State Tax Credits, federal Rehabilitation Investment Tax Credit (RITC) projects have generated over \$156 million in costs for the 326 approved projects since 1986. Use of the RITC continues to increase, with \$38 million in qualified rehabilitation expenditures at project completions in 2015.



Project Review and Compliance

With a recent restructuring of the Project Review team, VDHP has been able to efficiently and effectively perform consultation under Section 106 and all state statutes such as 22 V.S.A., Section 248, and Act 250. Efficiency was augmented by the transition to an online submittal process with an electronic project cover form that outlines the required elements for effective consultation. Annual consultant training was also initiated. The team evaluates approximately 2,500 projects a year, with an on-time completion rate of 96% within the statutory 30- or 45-day review periods. Notably, the number of solar, hydro, and wind installations proposed has increased steadily over the past five years; over 300 applications were processed in 2015. The majority of these projects are ground-mounted solar facilities on rack systems or tracker framework. Projections indicate the volume of this type of project will continue to grow over the next few years as the state moves to meet long-term renewable energy mandates of the current administration. A new database is being created to better document the intake and processing of project review applications and ensuring consultation and follow up within the period allowed.

The Project Review team has been working diligently with the Federal Emergency Management Agency on the Hazard Mitigation Grant Program to assess historic resources and districts affected by spring flooding and storms. Several hundred applications for the demolition, relocation, and elevation of historic resources have been reviewed since August 2011, most within a ten-day period as stipulated in a Programmatic Agreement executed six months before the devastation of Tropical Storm Irene. As the last of the project reviews related to this storm are completed, the team moves from the reactive post-disaster mode to pre-disaster action planning that encompasses survey and documentation of community values, especially in areas where economic activity and associated infrastructure are at high risk of flooding. Pre-disaster determinations of eligibility and designations to the State and National Registers will support the preservation, protection, conservation, rehabilitation, and restoration of Vermont's cultural resources during a recovery.



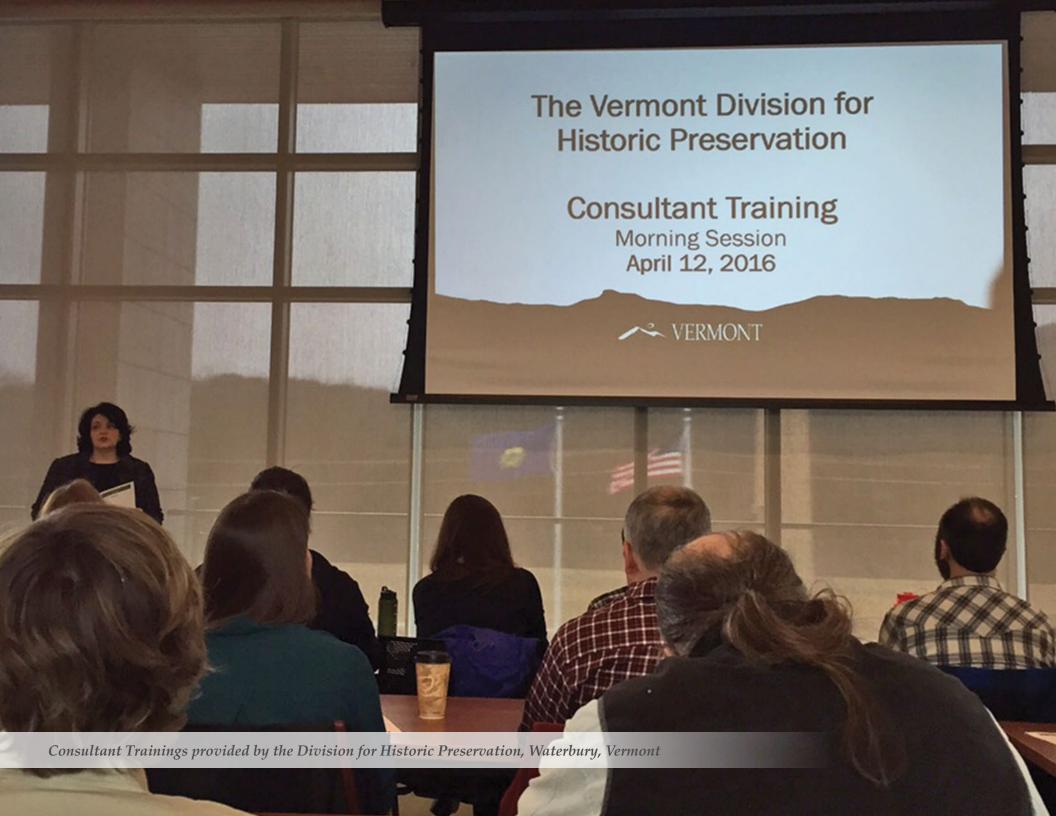
State-owned Historic Sites and Archaeology Heritage Center Stewardship

The twenty state-owned historic sites and archives open to the public, which includes underwater sites and covered bridges, have welcomed more than 1.2 million visitors from Vermont, across the United States, and around the world since 1999. In the past five years, 316,600 visitors have toured the state-owned historic sites. These historic sites speak to not only the historic context and architectural heritage of Vermont, but also to our national history, with the homes of U.S. senators and presidents. Our historic sites teach the public about the Revolutionary War, War of 1812, emancipation of slaves, architecture from the 18th through 20th centuries, agriculture and working landscapes, education, and our state's progressive 1777 Constitution. Visitors take what they learn at these historic sites with them when they return to their Vermont homes or beyond our state's borders. The stories of Vermont cannot be told without the buildings where the events actually occurred, and their preservation/maintenance is essential to enable that education and celebration. Stewardship of these resources is challenging with limited funding, aging infrastructure, and few knowledgeable specialists. The Historic Sites program partners with the Vermont Department of Buildings and General Services and VDHP's Project Review team for the maintenance and rehabilitation of the state-owned historic sites and buildings, ensuring resources such as the 1891 stone monument commemorating the 1777 Battle of Bennington or the 1853 Gothic Revival-style home of Senator Justin Morrill are examples of best preservation practices and showcase how to implement *The Secretary of the Interior's Standards for the Treatment of Historic Properties.* Cultural resource



assessments are currently being undertaken with an independent consultant prioritizing general maintenance needs, accessibility issues, and preservation priorities. The assessments will take 24 months to complete with recommendations and expectations laid out for the next ten years.

Our collection of artifacts is also vital to connect Vermont's history and heritage to the visiting public and is an essential component of our state's thriving tourist industry, offering a wealth of knowledge to enrich and enlighten every generation. The artifacts embody the richness of Vermont's diverse history and include significant books and scrapbooks, photographs, documents, textiles, art, furniture, and archaeological objects. As with many collections in America, those of VDHP are at risk and require attention, inventorying, and care. Responsibility for caring for the collections has been assigned to the Historic Sites Section Chief, Site Administrators, and State Archaeologist. Focus on the proper environmental controls and emergency plans are being developed in collaboration with non-profit museums and institutions as well as with sister state agencies. After the devastating events of Tropical Storm Irene, VDHP joined with the Vermont State Archives, Vermont State Library, and Vermont Historical Society to create emergency disaster plans in consultation with the Federal Emergency Management Agency and Vermont Division of Emergency Management and Homeland Security. These partnerships are enabling VDHP to improve its collection management, foster leadership, and forge partnerships for innovated preservation efforts statewide. Actions have been taken in the past five years to create safe conditions for our archaeological artifacts and the collections related to President Calvin Coolidge. The Vermont Archaeological Heritage Center, opening in 2012 at its permanent home in Barre, hosts collections from over 700 sites with millions of artifacts preserved for research, study, and educational instruction. Open two days a week, the center has hosted more than 900 visitors and researchers in four years. The President Calvin Coolidge Museum and Education Center, opening in 2010 in Plymouth Notch, includes both permanent and temporary exhibit spaces, archives, classrooms and meeting rooms, offices, and a presidential gift shop. Because Plymouth Notch became isolated during Tropical Storm Irene, the basement of this building has been equipped with disaster relief and emergency supplies such as water, food, lighting, sleeping cots, and medical equipment.



PRESERVATION PLAN PROCESS

Preparation for the Vermont State Historic Preservation Plan commenced with outreach to our staff and Agency colleagues, preservation partners, and friends to formulate a vision and identify priorities that speak to the harmony of Vermont's historic sites, cultural resources, and working landscapes. Feedback from the public and our working partners, like the Preservation Trust of Vermont, Vermont Archaeology Society, and the Vermont Advisory Council on Historic Preservation, became a significant component in the development of the plan because of the influences these groups have on the direction of the preservation movement in this state. After evaluating the online survey and outreach efforts, VDHP internally assessed our known challenges, needs, and aspirations for the next five years. The result was four primary goals with specific benchmarks. The goals were constructed so that progress and successes could be meaningfully measured, both during and at the end of the five-year period. The draft Vermont Historic Preservation Plan was available online for comment for six months.

Internal Planning

In preparation of the new plan for 2016-2021, a planning team that included the SHPO, State Architectural Historian, State Historian, and State Archaeologist was assembled to review the past and ongoing efforts of VDHP and the foreseeable direction of Vermont's preservation movement. Measuring our progress began by itemizing the successes and any remaining challenges outlined in the 2011-2015 plan entitled, "Using Vermont's Past to Build a Better Future: Vermont's State Plan for Heritage Stewardship." Major triumphs and challenges that affected the daily operations of VDHP over the past five years—and not sufficiently addressed in the 2011-2015 plan—included the appointment of a new SHPO, reorganization of VDHP staff assignments, transition to online digital systems, and escalation of project reviews, especially those related to energy efficiency. By far, the most critical unforeseen event was the arrival of Tropical Storm Irene in August 2011, and the devastating effects that can still be seen throughout Vermont today. The assessment of all this information at the preliminary stage allowed the planning team to create an outreach strategy that included an online survey, consultant and partner discussions, planning sessions, and workgroups.

Online Survey

The online survey provided an efficient and effective way to engage our partners and reach a wider audience. The fourteen questions focused on the perceived progress of the four goals from the 2011-2015 plan and their relevance going forward. Another primary component of the survey was asking if responders were aware of the programs and initiatives of VDHP as a means to measure our marketing and outreach methods as well as our visibility in preservation matters. Responders were asked why it was important to preserve Vermont's history, what serious challenges their communities face, and which activities should be prioritized to ensure better preservation practices. Administrative questions addressed trainings, formats for information sharing, and visitation to the State-owned Historic Sites.

The survey was posted on the VDHP website for four months, with a link emailed to consultants, colleagues, preservation organizations, educators, Certified Local Governments, sister state agencies, coordinating federal agencies, congressional and legislative delegates, state and federally recognized tribes, and community revitalization partners. Outreach also included posting of the link on the State-owned Historic Sites Facebook page and announcing it in the Department for Housing and Community Development's Quarterly Newsletter.

With 240 responses, the online survey charted the initial steps towards the 2016-2021 goals. Responders ranged from government employees and officials to preservation advocates, most of whom are aware of VDHP's programs and initiatives. The goals of the 2011-2015 plan were believed to still be relevant with VDHP making some progress but needing more effort,

A polling of Vermonters shows the top priorities in Vermont for stakeholders to undertake for better preservation practices over the next 10 years is:



58%

Education of Decision-Makers and Others Who Influence Fate of Historic Resources



51%

Direct Investment to Save Threatened Historic Resources



48%

Education of General Public about Importance of Preserving Historic Resources



43%

Supporting Preservation Legislation and Funding



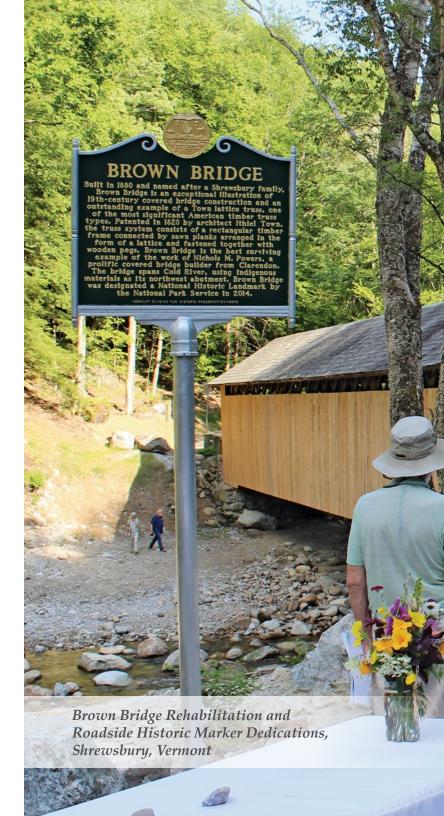
visibility, and program clarity. Overwhelmingly, responders indicated preservation of Vermont's history was important for community character, provided an educational legacy, brought in tourism dollars, and improved our understanding of the past. About 60% stated preservation created opportunities for economic development and less than 50% thought it provided environmental benefits. The responses to creating opportunities for economic development and environmental benefits were lower than expected but not all that surprising given the question's format for prioritizing why preservation of Vermont's history is important.

Most responders highlighted historic agricultural buildings, rural landscapes and village greens, downtowns and villages, and churches as challenging to preserve because of lack of funding and unfamiliarity of their historic value beyond visual landmarks. The survey defined priorities such as educating decision-makers and the general public about historic preservation assets, creating direct investment to save threatened historic and cultural resources, and implementing more supportive legislation and funding. Nearly 80% of responders requested more information about the financial incentives for best preservation practices. Responders recognize the historic places of Vermont, but seek more stewardship, education of best preservation practices, and promotion of historic places and events. Definitive lists and locational mapping of designations to the State and National Registers of Historic Places were identified as essential tools needed by property owners, developers, and consultants.

Consultant and Partner Discussions

The planning team conducted individual and group interviews with consultants, developers, CLG coordinators, staff of sister and federal agencies, legislators, historical societies, and non-profit community organizations. Recognizing the audience typically engaged in preservation because of regulatory obligation or the financial incentives, the questions focused on the challenges of preserving downtowns and villages, knowledge of incentives, and working with staff of VDHP. Typically, those interviewed showed some misunderstanding of the processes and procedures of VDHP for determinations of eligibility, listing in the State or National Registers, project review and compliance, State Designation Programs, and tax credits at the state and federal levels. Many noted the accessibility, knowledge, and ease of working with VDHP staff and the new Online Resource Center. Broader knowledge of the state's programs with regard to historic preservation was requested, with a need for updated surveys and more complete listings of properties in the State and National Registers. Training with regard to process, statutes, and regulations was noted for consultants, local officials, state and federal partners, and developers.

Presentations were given to the Vermont Advisory Council on Historic Preservation, which also helped craft the goals and actions. Composed of preservation professionals and interested citizen members, the council indicated there must be stronger preservation education at the local and regional levels, should be more work with planning departments and Regional Planning Commissions, and CLGs must be engaged more to ensure a greater diversity of projects. The council also reiterated the need to raise awareness of historic





preservation for deeper place-based knowledge, with a particular focus on owners of agricultural properties that are often adapted incompatibly for commercial uses and compatible energy efficiency measures for buildings and landscapes.

Planning Sessions and Workgroups

Realizing the need for more detailed input, the planning team was expanded to include the staff of Project Review. Consultants versed at project review and compliance were brought together to talk about procedures and working with VDHP staff. Many expressed the need for modern technology for project submittal and review, updated Programmatic Agreements, developer and federal partner training, and better disaster preparedness. Again, the need for updated survey documentation was indicated with better availability to the information. These more intimate sessions allowed participants to explore why certain procedures have been put into place within the last three years, understand the state and federal compliance factors, and recount how such changes affect their work efforts as consultants.

Evaluation of the preservation movement though an assessment of the 2011-2015 plan, review of VDHP programs, and consultation with the public identified a number of challenges. As with our successes, our challenges are critical to moving preservation forward in Vermont and inform our goals for 2016 to 2021.



PRESERVATION FORWARD

The four major goals of VDHP align with the National Historic Preservation Act of 1966 and the Vermont Historic Preservation Act of 1975, as amended, and address the historic preservation challenges Vermont faces now. Each goal has supporting actions that anticipate planned results.



Goals and Actions

GOAL 1

Increase Awareness and Appreciation of our History

GOAL 2

Recognize Historic Places

GOAL 3

Exchange Information

GOAL 4

Historic Resource Stewardship



CASE STUDY

State and Federal Tax Credits in Designated Downtown

Brooks House Brattleboro, VERMONT

In 2011, fire devastated the landmark Brooks House in downtown Brattleboro, extensively damaging its third and fourth floors. The 1.8 million gallons of water needed to extinguish the inferno saturated the building. Brooks House, once one of the finest luxury hotels in New England, was built in 1871 for George Brooks. The architectural firm of E. Boyden and Son of Worcester, Massachusetts, designed the imposing Second Empirestyle building, which had two-story metal porches and a distinctive mansard roof with a rising corner tower, dormers, and ornate roof cresting. In more recent years, the building served the community by offering rental housing, offices, and commercial space. Although much

altered over the years, Brooks House remained vitally important to the downtown economy and as a local historic landmark. The ambitious rehabilitation of this building following the fire was undertaken by the Brooks House Redevelopment Team, which utilized a number of funding sources including state and federal tax credits, local investments, grants, and loans. Reopening in 2015, Brooks House now provides market-rate housing, retail and restaurant space, and serves as the local satellite campus for the Community College of Vermont and Vermont Technical College.

GOAL 1 Increase Awareness and Appreciation of our History

I. EDUCATE public that historic preservation is culturally and financially beneficial and worthwhile.

- ▶ PROMOTE positive examples of successful historic preservation projects to address negative perceptions about historic preservation.
- PROVIDE better information about the existing energy efficient features of historic properties and greater assistance and guidance on how to improve energy efficiency while still maintaining the historic integrity of the property.
- ▶ COMPILE economic and technical feasibility information to be taken into consideration for specific rehabilitation projects involving replacement of exterior siding materials and windows.
- ▶ DEVELOP new and innovative strategies for promoting programs such as the Rehabilitation Investment Tax Credit (RITC) and Historic Preservation and Barn Grants.
- ▶ FOSTER effective partnerships that stimulate private investment in the preservation of historic buildings; provide regular trainings and workshops for consultants, property owners, and developers.
- ▶ PROMOTE Vermont's designated downtowns and villages, highlighting the importance of maintaining historic resources in these population centers.
- ▶ STIMULATE wider community participation in the Certified Local Government (CLG) program.
- ▶ DISSEMINATE information to the public through websites, printed material, presentations, mobile applications, and Roadside Historic Marker program.

II. IMPROVE the coordination of activities under the National Historic Preservation Act and the Vermont Historic Preservation Act.

- ASSIST state and federal agencies in fulfilling their stewardship responsibilities.
- ▶ FOSTER collaboration and exchange of information with the other divisions of the Department of Housing and Community Development and the Agency of Commerce and Community Development, as well as other state agencies.
- ENCOURAGE greater individual and community stewardship and action to protect archaeological and historic resources.
- ▶ EXPAND network of preservation partners, especially in rural and underserved regions, by engaging select boards, regional planning commissions, and local community officials.

GOAL 2

Recognize Historic Places

I. IDENTIFY and document Vermont's archaeological and historic resources

- ▶ PROVIDE toolkits, support, and guidance to community partners to engage, educate, instruct, and direct property owners, consultants, and volunteers on the importance of survey and advantages of designation to the State and National Registers of Historic Places and the associated review processes.
- ASSESS gaps in survey and nominations, and identify and implement strategies and initiatives for their resolution, especially for flood-prone areas, and underrepresented regions and resources types.
- ▶ UPDATE and expand existing historic context information for use in identifying and evaluating archaeological and historic resources with an emphasis on periods and areas of significance.
- ▶ CONDUCT new and update existing surveys to identify and document archaeological and historic resources; revisit survey methodologies and update procedural manuals.
- CREATE plan for architectural survey utilizing matching grant funds.
- ▶ INCREASE nominations of eligible archaeological and historic resources to the State and National Registers of Historic Places, with an emphasis on those associated with underrepresented regions and resource types.
- ▶ EDUCATE municipalities about why and how to establish a local historic district.

II. INCREASE ability to respond to emergencies affecting cultural resources.

- WORK with the National Park Service, FEMA, and the Vermont Department of Housing and Community Development to develop user-friendly guidance for historic property owners addressing scenarios such as disaster recovery, distressed/vacant properties, and government assistance navigation.
- ▶ CREATE pre- and post-disaster resiliency and recovery plans that include efficient review and compliance efforts, and determination of eligibility procedures.
- ▶ ESTABLISH accessible communication to ensure ongoing dialogue and information sharing with stakeholders and reviewers at all government levels.





CASE STUDY

Section 106 Building Review for Federal Agency

John L. Cootey Building RUTLAND, VERMONT

Built c. 1929 as an automobile showroom, the John L. Cootey Building in Rutland features the only Art Deco polychrome terra cotta façade in Vermont. It was listed in the National Register of Historic Places as a contributing resource in the Downtown Rutland Historic District in 1978. After more than 80 years of exposure to harsh New England winters, the façade began to show significant signs of deterioration. The United States Postal Service (USPS), which purchased the building to serve as a carrier's annex in 1998, executed the restoration of the character-defining façade,

rehabilitating and replacing the polychrome terra cotta tiles, the banding of Carrara glass, and the steel-frame windows. USPS worked corroboratively under Section 106 with the Vermont Division for Historic Preservation, the City of Rutland, and the Rutland Historical Society to ensure the success of this historic preservation project. The landmark building reopened in 2014.







CASE STUDY Section 106 Archaeology Review for Federal Agency

Vermont Route 78 Upgrade Project swanton, vermont

In 2013, the Northeast Archaeology Research Center (NEARC) conducted archaeological investigations in Swanton along Vermont Route 78 in anticipation of a road widening project. This project was done in collaboration with the Vermont Agency of Transportation, Federal Highway Transportation Administration, VDHP, Town of Swanton officials and landowners, and local native groups, and included educational outreach to area schools and residents. Well-preserved Middle to Late Archaic Native American settlements (ca. 7,500-3,000 years before present) were documented in the eastern part of the project area. To the west,

progressively younger artifacts related to the entire Woodland period (ca. 3,000-500 years before present) were documented and intensively studied, including evidence of Late Woodland corn cultivation and the remains of the first definitive longhouse structure in Vermont. Excavations at these sites represent one of Vermont's largest archaeological studies to date and the data generated will foster important research and educational opportunities for decades to come.

GOAL 3 | Exchange Information

- I. DEVELOP an easily accessible public interface for research and for the graphic representation of Vermont's historic resources.
 - ▶ UPDATE and maintain existing databases and online archives for collection and sharing of information for identification and documentation purposes.
 - ▶ WORK to record, aggregate and/or upgrade geospatial data on all resources, ensuring that the information will meet national metadata standards and be functional across platforms.
 - ▶ COLLABORATE with Agency of Transportation (VTrans) on the sharing of historic resource data.
 - ▶ CONTINUE to implement the Cultural Resource Surveyor (CRSurveyor) Application as a data collection tool; develop system to integrate data with other systems.
 - ▶ DEVELOP applications for mobile devices to make information about historic resources accessible on the go and to enable VDHP staff and volunteers to collect data in the field.

 - > SOLICIT funds for an integrated database of historic resources and associated archives.
- II. COLLABORATE with educators and the Agency of Education in developing lesson plans and school programs that incorporate preservation and archaeology; provide technical assistance and outreach materials at all levels.

III. FACILITATE research and exchange of historic preservation documentation.

- DEVELOP training materials and programs on preservation techniques.
- ▶ CONDUCT and coordinate consultant and preservation partner trainings and workshops.
- ▶ WORK with the Division of Community Planning and Revitalization (CP&R) and the Preservation Trust of Vermont (PTV) to organize the annual downtown and historic preservation conference, creating a forum for the dissemination of information on key issues and opportunities related to historic preservation.
- ▶ WORK with Vermont Archaeological Society (VAS) and the Agency of Transportation's Cultural Resources team (VTrans) to sponsor, organize, and manage annual Vermont Archaeology Month activities each September.
- ▶ PROVIDE links to photographs, histories, drawings, and other research and documentation.

GOAL 4

Historic Resource Stewardship

- I. RAISE the profile of historic preservation through cultural tourism and 21stcentury stewardship of historic resources.
 - ▶ IMPROVE the infrastructure that supports historic preservation-related tourism.
 - WORK with tourism partners such as chambers of commerce, Humanities Council, Vermont Attractions, Vermont Historical Society, and state agencies such as the Chief Marketing Office and Department of Tourism and Marketing.
 - ▶ PARTNER with state agencies such as Forest, Parks, and Recreation and non-state-owned museums and parks to implement programs that emphasize history, archaeology, and historic preservation.
 - ▶ CELEBRATE designations to the State and National Registers of Historic Places and successful rehabilitation projects to encourage other historic preservation efforts.
 - ▶ USE the 50th anniversary of the National Historic Preservation Act in 2016 as an opportunity to celebrate and promote historic preservation in Vermont.
 - ▶ POSITION historic preservation prominently in the 2016 celebrations of Vermont's statehood 225 years ago (March 4, 1791).
- II. UNDERTAKE new research and scholarship at the State-owned Historic Sites and Vermont Archaeology Heritage Center to improve our understanding of the significance of the historic resources owned by VDHP.
 - ▶ UTILIZE best preservation practices at the state-owned historic sites to ensure proper maintenance and to showcase application of *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.





CASE STUDY

Regulatory Review with Local, State, and Federal Partners

Waterbury State Complex WATERBURY, VERMONT

Tropical Storm Irene, which hit Vermont in August 2011, severely damaged many of our significant historic properties. One of the most visible resources devastated by this storm was the Waterbury State Office Complex, constructed in the 1890s to serve as the Vermont State Asylum for the Insane. The progressive design, although altered by the construction of additions and new buildings, revolutionized the treatment and care of patients with mental health issues. The floodwaters crested about 2.5 feet above the site's 100-year flood line.

With the strong commitment of Governor Peter Shumlin to helping communities rebuild after the devastation of this storm, redevelopment of the complex was essential to the resilience of Waterbury and Vermont. The Vermont Division for Historic Preservation was a part of a vast team, ensuring the historic resources were rehabilitated appropriately, new construction met preservation standards, loss of historic resources was adequately mitigated, and all flood hazard mitigation was suitable for the complex and the neighboring historic district. Throughout the effort, historic preservation was valued as new construction was mingled with historic buildings, energy efficiency was maximized, and people returned to historic downtown Waterbury. With federal funding from FEMA, this is the largest, most expensive and most complex, capital construction project ever undertaken by the State. It is arguably the largest historic preservation project ever attempted in Vermont.





CASE STUDY

Friends, Partners and Creative Collaboration

Vermont's State-owned Historic Sites

Strong partnerships have long benefitted the State-owned Historic Sites Program of the Division for Historic Preservation. Many of these partners fit the traditional profile of friends groups, although their contributions may be anything but traditional. In Calais, Historic Kents' Corner played a vital role in the rehabilitation of the Kent Tavern State Historic Site and now sponsors contemporary art shows that draw a new audience to the museum each autumn. The Calvin Coolidge Presidential Foundation, a partner in the construction of the Museum and Education Center at the President Calvin Coolidge State Historic Site, hosts the Presidential Debate Program that brings several hundred high school students to the Plymouth site annually. The Friends of the Morrill Homestead secured

much of the funding necessary for the construction of the Education Center at the Justin Morrill State Historic Site and offers events that attract a wide range of visitors to the landscaped gardens and mid-19th-century home of this self-educated legislator. The Mount Independence Coalition advocated for the construction of the museum and raised funds for the permanent exhibits at the Mount Independence State Historic Site. The partnership provides Revolutionary War reenactments and lectures, as well as protection and interpretation of the 6.5 miles of trails. Our Friends groups and preservation partners play a critical role in drawing new visitors to our State-owned Historic Sites and in passing along a strong preservation ethic to future generations.

Preservation Partnerships

Although VDHP will take the lead on these actions with measurable targets annually, partnerships are essential to our success, with consistent communication, choreographed outreach, and visionary planning. Misperceptions about historic preservation can be addressed by working together to foster a better understanding of our cultural heritage and how best to protect it. This ambitious agenda requires synchronized efforts. Coordinating with sister state agencies and federal partners streamlines procedures and promotes preservation as a revitalization strategy. Uniting with communities, non-profit organizations, property owners, and interested citizens extends the preservation-partnering network, creates advocacy groups, and makes preservation a tool for smart growth.

Preservation successes are marked by partnerships, outreach, and collaboration, which is the backbone of the goals outlined in the 2016-2021 Historic Preservation Plan.

You can get involved by:

- ▶ Participating in Historic Preservation Month in May and Vermont Archaeology Month every September.
- ► Celebrating 50 years of Preserving the Past with Preservation50 on the anniversary of the National Historic Preservation Act (NHPA).
- Attending the Historic Preservation and Downtown Conference, sponsored annually by the Vermont Department of Housing and Community Development and the Preservation Trust of Vermont.
- ▶ Visiting and/or volunteering at an historic site or museum to learn about your community, state, and nation.
- ▶ Joining a preservation organization like Preservation Trust of Vermont and the state and historical societies.
- Attending a Preservation Roundtable.
- Joining Vermont Story Lab.



- Volunteering to conduct an architectural survey of historic resources.
- ▶ Volunteering for an archaeological dig with the Vermont Archaeology Heritage Center.
- Creating a storybook by interviewing residents of your community.
- Supporting local businesses in Designated Downtowns and Villages.
- Preparing pre-disaster action plans for your historic resource and historical artifacts.
- ► Talking with your state and/or congressional legislators about the importance of historic preservation in Vermont.
- ▶ Working with Native American tribes to record their cultural places.
- Becoming a preservation advocate!

Local Governments can get involved by:

- Hosting an event for Historic Preservation Month in May and/or Vermont Archaeology Month every September.
- ▶ Holding a Preservation Roundtable.
- Undertaking an architectural survey of historic resources.
- Nominating a significant landmark, ordinary building, archaeological site, or village center to the State or National Registers of Historic Places.
- Participating in one of the State Designation Programs.
- Seeking Certified Local Government status.
- ▶ Establishing a local preservation commission.
- Preparing pre-disaster action plans for historic resources and the community.
- Exploring uses for underused historic properties.
- Identifying underrepresented communities.
- Enacting local preservation laws.

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- Planning Manual, Module 1: The Municipal Plan. (Agency of Commerce & Community Development, Department of Housing and Community Development, January 2016)
- Planning Manual, Module 2: State Designation Programs. (Agency of Commerce & Community Development, Department of Housing and Community Development, January 2016)

Preservation Laws and Regulations

- Act 250: A Guide to Vermont's Land Use Law. (State of Vermont Environmental Board, November 2000)
- Cultural Resource Laws & Practice. (Thomas F. King, AltaMira Press, 2004)
- Essentials of Land Use Planning and Regulations. (Vermont Land Use Education and Training Collaborative, May 2007)
- Vermont Act 250 Handbook: A Guide to State and Regional Land Use Regulations. (Cindy Corlett Argentine, Putney Press, 2008)
- Vermont Statutes. Title 10: Conservation and Development. Chapter 151: State Land Use and Development Plans (Act 250).
- Vermont Statutes. Title 22: Libraries, History, and Information Technology. Chapter 14: Historic Preservation.
- Vermont Statutes. Title 24: Municipal and County Government. Chapter 76A: Historic Downtown Development.

Vermont History and Heritage

- The Abenakis and Their Neighbors: Teachers' and Interpreters' Resources. (Frederick M. Wiseman and Melody Walker Brook, The Vermont Commission on Native American Affairs, 2010)
- A Building History of Northern New England. (James L. Garvin, University Press of New England, 2001)
- Freedom and Unity: A History of Vermont. (Michael Sherman, Gene Sessions, and P. Jeffrey Potash, Vermont Historical Society, 2004)
- New Deal in Vermont, its impact and aftermath. (Richard Judd, Garland Publishing, 1979)
- The Original Vermonters: Native Inhabitants, Past and Present. (William Haviland and Marjory Power, University Press of New England, 1994)
- Powerful History: The Archaeology of Native People in the Champlain Lowlands. (University of Vermont-Consulting Archaeology Program, 2011)
- The Shaping of Vermont: From the Wilderness to the Centennial, 1749-1877. (J. Kevin Graffagnino, Vermont Heritage Press and Bennington Museum, 1983)
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State-owned Historic Sites and Bridges

Bennington Battle Monument State Historic Site, Bennington
President Calvin Coolidge State Historic Site, Plymouth Notch
President Chester A. Arthur State Historic Site, Fairfield
Chimney Point State Historic Site, Addison
Ethan Allen Monument, Burlington
Eureka Schoolhouse State Historic Site and Baltimore Covered Bridge, Springfield
Fisher Covered Railroad Bridge, Wolcott
Forestdale Iron Works, Brandon
Hammond Covered Bridge, Pittsford
Highgate Lenticular Arch Metal Truss Bridge, Highgate
Hubbardton Battlefield State Historic Site, Hubbardton

Highgate Lenticular Arch Metal Truss Bridge, Highgate Hubbardton Battlefield State Historic Site, Hubbardton Kent Tavern Museum State Historic Site, Calais Medburyville Iron Truss Bridge, Wilmington Senator Justin S. Morrill State Historic Site, Strafford

Mount Independence State Historic Site, Orwell
New Haven Junction Railroad Station, New Haven

New Haven Junction Railroad Station, New Haven Old Constitution House, Windsor Scott Covered Bridge, Townshend Shoreham Covered Railroad Bridge, Shoreham Theron Boyd House State Historic Site, Quechee Underwater Historic Preserves, Lake Champlain

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Historic Preservation and Downtown Conference by Lee Krohn (Pages 38-39). Axes by Gordon Auchincloss, Kent Tavern State Historic Site (Page 48, Top Left).



Appendix A

Historic Context Studies

Our understanding of Vermont's history is growing and changing as we reassess our knowledge of the past. Documentation efforts continue with the preparation of historic context studies outlining a chronological and thematic framework based on the major periods in Vermont history. Historic contexts are studies of historical patterns that can be identified through consideration of the history of a property, and the history of the surrounding area. Its fundamental premise is that resources, properties, or happenings in history do not occur in a vacuum but rather are part of larger trends or patterns. Historic context studies have been prepared for:

- Agriculture
- ▶ Contact Period
- Culture and Government
- Historic Architecture
- ▶ Industry and Commerce
- Pre-Contact Period
- ▶ Tourism
- ▶ Transportation
- Village Greens
- War and Peacetime

Appendix B

Multiple Property Documentation Forms

The historic context studies have resulted in the preparation of fifteen Multiple Property Documentation Forms (MPDF), which identify the representing thematic property types and establish the registration requirements for properties. These include:

- Agricultural Resources of Vermont
- Educational Resources of Vermont
- Fire Stations of Vermont
- ▶ Fish Culture Resources of Vermont
- ▶ Historic and Architectural Resources of Burlington, Vermont
- ▶ Historic and Architectural Resources of St. Johnsbury, Vermont
- ▶ Historic Government Buildings in Vermont
- ▶ Historic Park Landscapes in National and State Parks
- ▶ Historic Resources of the Mad River Valley
- Hydroelectric Generating Facilities in Vermont
- ▶ International Style in Vermont
- Metal Truss, Masonry and Concrete Bridges of Vermont
- Organized Summer Camping in Vermont
- Prehistoric and Historic Resources of Shelburne, Vermont
- Religious Buildings, Sites and Structures in Vermont

Appendix C

Vermont's National Historic Landmarks

National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the history and heritage of the United States. The first designation in Vermont was for the Justin S. Morrill Homestead in 1960 and the most recent was Brown Bridge in 2014. Today, there are eighteen National Historic Landmarks recognized in Vermont.

Brown Bridge (listed 08/25/14), Shrewsbury, Rutland County

Coolidge, Calvin, Homestead District (listed 06/23/65), Plymouth Notch, Windsor County

Frost, Robert, Farm (listed 05/23/68), Ripton, Addison County

Marsh, George Perkins, Boyhood Home (listed 06/11/67), Woodstock, Windsor County

Morrill, Justin S., Homestead (listed 09/22/60), Strafford, Orange County

Mount Independence (listed 11/28/72), Addison County

Naulakha (Rudyard Kipling House) (listed 11/04/93), Dummerston, Windham County

Rockingham Meeting House (listed 05/16/00), Windham County

Robbins and Lawrence Armory and Machine Shop (listed 11/13/66), Windsor, Windsor County

Rokeby (listed 12/09/97), Ferrisburgh, Addison County

Round Church (listed 06/19/96), Richmond, Chittenden County

Shelburne Farms (listed 01/03/01), Shelburne, Chittenden County

Socialist Labor Party Hall (listed 05/16/00), Barre, Washington County

St. Johnsbury Athenaeum (listed 06/19/96), St. Johnsbury, Caledonia County

Stellafane Observatory (listed 12/20/89), Springfield, Windsor County

Ticonderoga (Side-Paddle-Wheel Lakeboat) (listed 01/28/64), Shelburne, Chittenden County

Vermont Statehouse (listed 12/30/70), Montpelier, Washington County

Willard, Emma, House (listed 12/21/65), Middlebury, Addison County

Appendix D

Vermont's Certified Local Governments (CLG)

Town of Bennington, http://townofbennington.org/

Town of Brandon, http://townofbrandon.com/

City of Burlington, https://www.burlingtonvt.gov/

Town of Calais, http://www.calaisvermont.gov/

Town of Hartford, http://www.hartford-vt.org/

Mad River Valley Planning District (Fayston, Waitsfield, and Warren), http://www.mrvpd.org/

City of Montpelier, http://www.montpelier-vt.org/

Town of Norwich, http://norwich.vt.us/

Town of Rockingham, http://www.rockbf.org/

Town of Shelburne, http://www.shelburnevt.org/

Town of Stowe, http://townofstowevt.org/

Town of Waterville, http://www.watervillevt.org/

Town of Williston, http://www.town.williston.vt.us/

Town of Windsor, http://www.windsorvt.org/

To learn more about the program, please contact VDHP and/or visit the National Park Service Certified Local Government Program website. https://www.nps.gov/clg/

Appendix E

Online Historic Preservation Plan Survey Questionnaire, 2015

2016-2021 State Historic Preservation Plan Public Survey

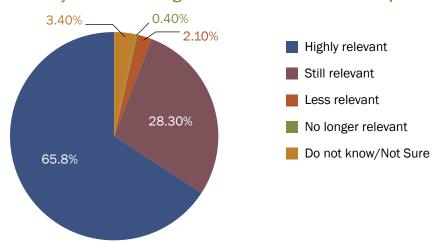
At the direction of the National Park Service, the Vermont Division for Historic Preservation Office (VDHP) initiated a statewide planning process that examined historic resource conditions and preservation practices across the state. The resulting five-year plan identified significant issues affecting historic resources, proposed realistic goals and strategies for those issues, and set priorities for preservation action.

This process was dependent on input from the public, preservation professionals, owners of historic properties, federal and state agencies, local governments, academics, nonprofit partners, and many others. VDHP asked for public participation to determine which goals were most important and what challenges might be faced as we work to preserve the history of Vermont.

Initiated as part of the 2011-2015 Vermont State Plan for Heritage Stewardship, the survey measured the success of our previous goals and identified new ones:

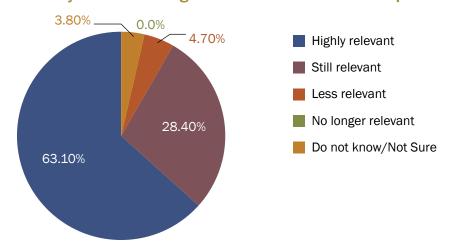
- 1. Increase recognition of Vermont's historic resources as a core asset that makes our state unique.
- a. Since 2011, do you believe that VDHP has made progress toward meeting this goal?





- 2. Provide leadership, from the highest level to the grassroots, to strengthen and expand the use of policies and tools that strengthen heritage stewardship.
- a. Since 2011, do you believe that VDHP has made progress toward meeting this goal?

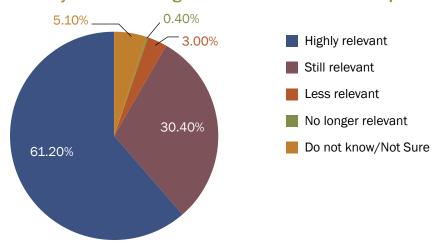




3. Strengthen existing partnerships and build new ones.

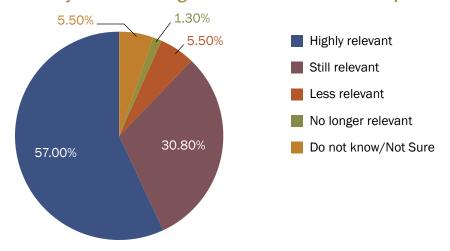
a. Since 2011, do you believe that VDHP has made progress toward meeting this goal?





- 4. Increase awareness that tradition as well as innovation are important to our state's prosperity.
- a. Since 2011, do you believe that VDHP has made progress toward meeting this goal?

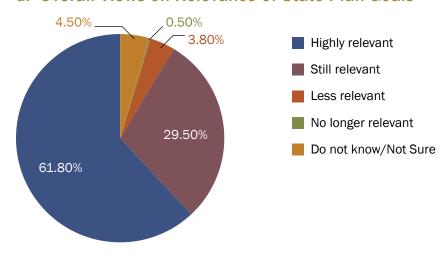




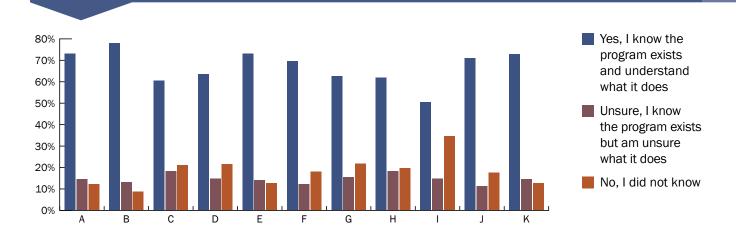
c. Overall Opinions about Previous State Plan Goals



d. Overall Views on Relevance of State Plan Goals

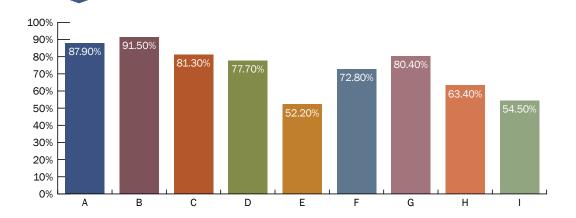


5. Overall Awareness of Division for Historic Preservation Programs and Initiatives



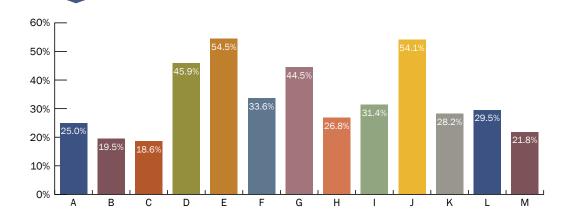
- Review state and federal projects for their effects on historic resources (Act 250 and Section 106).
- Assist property owners with the listing of historic resources in the State and National Registers of Historic Places.
- Assist owners of historic, income-producing properties with applications for federal rehabilitation investment tax credits.
- D. Maintain a program to award state tax credits for the rehabilitation of commercial buildings constructed prior to 1983 in designated downtowns or village centers.
- E. Maintain grant programs to award funding for the rehabilitation of historic agricultural buildings (Barn Grants) as well as historic buildings owned by municipalities and non-profit organizations.
- Maintain a statewide database of historic resources, including archaeological sites and all types of historic buildings, structures and other resources.
- G. Maintain a survey database of historic barns and other agricultural buildings throughout the state.
- H. Monitor all regulated archaeological activity in the state and enforce preservation and avoidance agreements.
- . Operate Archaeology Heritage Center in Barre, the central repository for artifacts and archives of Vermont's past.
- J. Operate the Roadside Historic Marker program to commemorate the people, places, or events of regional, statewide, or national significance in Vermont.
- K. Operate 13 State-Owned Historic Sites that are open to the public.

6. In your opinion, why is it important to preserve Vermont's history?



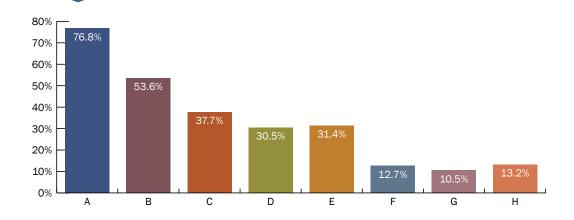
- A. Leaves a legacy for future generations to learn from and enjoy
- B. Retains community character
- C. Creates educational opportunities for teaching about history and culture
- D. Improves our understanding of the past
- E. Demonstrates respect for our ancestors
- F. Makes for livable communities and improves quality of life
- G. Brings tourism dollars to our communities
- H. Creates opportunities for economic development
- I. Has environmental benefits

7. In your community, which cultural resources do you believe are the most challenging to preserve? (choose up to six)



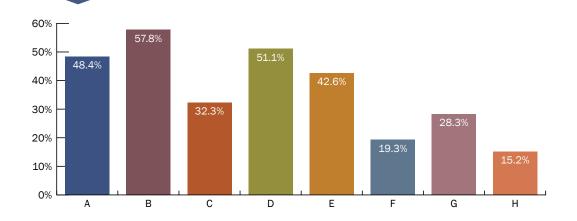
- A. Historic schools
- B. Historic libraries
- C. Historic theaters
- D. Historic churches and religious buildings
- E. Historic downtowns and villages
- F. Commercial areas and Main Streets
- G. Rural and historic landscapes/village greens
- H. Cemeteries and burial grounds
- I. Historic neighborhoods/residential areas
- J. Historic agricultural buildings
- K. Historic transportation-related resources
- L. Archaeological sites
- M. Historic government properties and public buildings

8. In your community, what do you believe are the most serious challenges facing the preservation of historic resources RIGHT NOW?



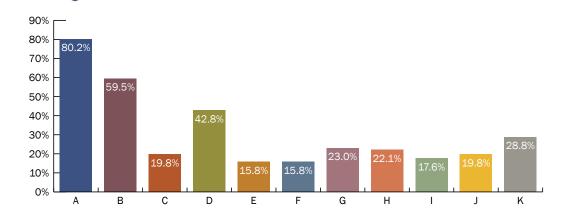
- A. Lack of funding, both public and private
- B. Lack of awareness/lack of understanding of value and fragility of heritage resources
- C. Owner neglect and disinvestment
- D. Indifference
- E. Development pressures
- F. Lack of legislation or ineffective legislation to protect resources
- G. Lack of awareness of laws protecting historic resources
- H. Lack of appropriate enforcement

9. What activities should be the top priorities in Vermont for stakeholders to undertake for better preservation practices OVER THE NEXT 10 YEARS?



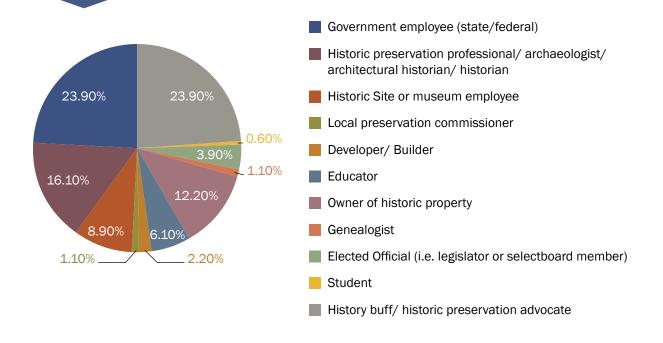
- A. Education of the general public about the importance of preserving historic resources
- B. Education of decision-makers and others who influence the fate of historic resources
- C. Community/neighborhood revitalization planning
- D. Direct investment to save threatened historic resources
- E. Supporting preservation legislation and funding
- F. Information resources and other non-financial support to assist local/private preservation activities
- G. Creation and education of local preservation groups to broaden the preservation movement
- H. Legal actions to protect threatened resource and/or expansion of legal protection for resources

10. What training, information, or education topics would be the most useful to you and your community in its preservation efforts? (choose up to five)

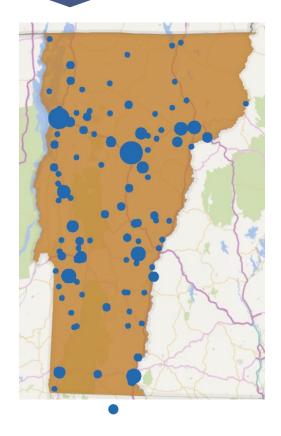


- A. Financial incentives for preservation
- B. Energy efficiency and weatherization in historic buildings
- C. Lead paint removal
- D. Laws protecting historic resources
- E. National and State Register nomination processes
- F. Review of federal projects for effects on historic resources (Section 106)
- G. Review of state projects for effects on historic resources (Act 250)
- H. Stewardship of archaeological sites
- I. How to become a certified local government (CLG) as a means to identify and protect historic resources
- J. How to create a local historic preservation commission
- K. Vermont history

11. Describe yourself: please choose the ONE option that best describes you.

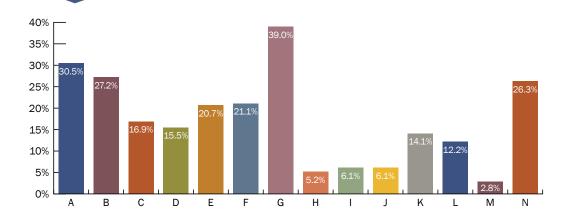


12. If you live in Vermont, please specify your town (If you do not live in Vermont, please enter, "Do not live in Vermont" and share with us where you do live).



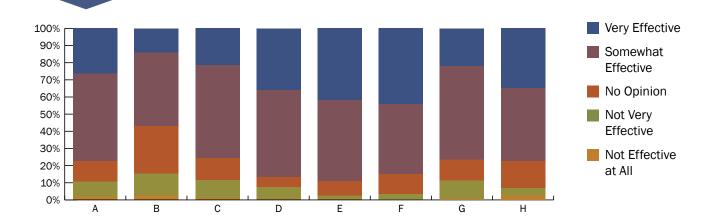
| Alburgh: 1 Barnard: 2 Barnet: 1 Barre: 4 Barre City: 4 Bennington: 4 Berlin: 1 Bolton: 1 Bomoseen: 1 Brandon: 4 Brattleboro: 6 Bridgewater: 1 Brookfield: 2 Burlington: 12 Cabot: 1 Calais: 4 Castleton: 2 Cavendish: 1 Charlotte: 2 Chester: 1 Colchester: 1 Conwall: 1 Danby: 1 Danville: 5 Derby: 1 Dorset: 1 Duxbury: 3 East Calais: 1 East Middlebury: 1 Essex: 1 Fairfax: 1 Georgia: 2 | Grafton: 1 Guildhall: 1 Guilford: 2 Hardwick: 1 Hartford: 1 Hartland: 1 Hubbardton: 1 Jericho: 2 Manchester: 1 Manchester Center: 1 Marshfield: 1 Middlebury: 5 Middletown Springs: 6 Montgomery Center: 1 Montpelier: 14 Morrisville: 2 Norwich: 1 Newport: 1 Pawlet: 1 Peacham: 3 Pittsford: 2 Plainfield: 1 Pomfret: 1 Pownal: 1 Proctor: 1 Proctorsville: 1 Putney: 2 Randolph: 2 Richmond: 2 Rockingham: 1 Royalton: 2 Putlend: 4 | St. Albans: 2 St. Johnsbury: 5 Shelburne: 1 South Burlington: 1 South Hero: 1 South Royalton: 2 South Strafford: 1 South Woodstock: 1 Stannard: 1 Strafford: 2 Starksboro: 1 Stowe: 1 Thetford: 1 Tinmouth: 1 Waitsfield: 1 Waltham: 1 Washington: 1 Waterbury: 2 Waterford: 3 Waterville: 1 Weathersfield: 1 Wheelock: 1 Wells: 1 West Rutland: 2 Weston: 2 Weybridge: 1 Williston: 3 Wilmington: 2 Windsor: 3 Winooski: 2 Woodstock: 6 Underhill: 1 Vergennes: 2 |
|--|--|--|
| Georgia: 2 | Royalton: 2 | Vergennes: 2 |
| Glover: 1 | Rutland: 4 | Do not live in Vermont: 9 |

13. Which Vermont State-owned Historic Sites have you visited within the last three years (please check all that apply)?



- A. Bennington Battle Monument State Historic Site (Bennington)
- B. Chimney Point State Historic Site (Addison)
- C. Hubbardton Battlefield State Historic Site (Hubbardton)
- D. Old Constitution House State Historic Site (Windsor)
- E. Mount Independence State Historic Site (Orwell)
- F. Senator Justin Morrill State Historic Site (Strafford)
- G. President Calvin Coolidge State Historic Site (Plymouth Notch)
- H. President Chester A. Arthur State Historic Site (Fairfield)
- I. Eureka Schoolhouse and Baltimore Covered Bridge State Historic Site (Springfield)
- J. Theron Boyd State Historic Site (Quechee)
- K. Kent Tavern State Historic Site (Calais)
- L. Ethan Allen Monument State Historic Site (Burlington)
- M. Underwater Historic Preserves on Lake Champlain (Burlington)
- N. None

14. What do you believe are the most effective methods for VDHP to use when conducting public education activities?



- A. Online training videos and downloadable content
- B. Webinars
- C. Hard-copy newsletters mailed to subscribers
- D. Electronic newsletters emailed to subscribers
- E. Public lectures
- F. Attending local board/committee meetings
- G. Printed materials for local distribution
- H. Social media



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