

HISTORIC BUILDINGS EVALUATION REPORT

For

Section 106 Review

Montpelier Community Renewable Energy Project

Montpelier, Vermont

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1. Introduction

This Historic Buildings Evaluation Report for the Montpelier Community Renewable Energy Project (the Project) has been prepared by Liz Pritchett, historic preservation consultant, in accordance with the standards set forth in 36 C.F.R. 800, regulations established by the Advisory Council on Historic Preservation to implement Section 106 of the National Historic Preservation Act. Project review consists of identifying the Project's potential impacts to historic buildings, structures, historic districts, and historic landscapes and settings, and to known or potential archaeological resources. Tasks to complete this review have included research of the historic resources within the area of potential effect (APE), review of applicable files at the Division for Historic Preservation (DHP), meetings with the DHP and City of Montpelier, and site visits to the Project area. This report provides an inventory of historic resources in the APE, describes the undertaking, and makes a determination of the potential effect of the undertaking. This report will be incorporated into the NEPA Environmental Assessment of the undertaking. The review will also be applicable for purposes of State of Vermont Act 248 and Act 250.

The determination of effect of the Project is an Adverse Effect to historic resources due to the proposed demolition of the existing city heating plant, built in 1946. Recommended mitigation measures to handle the adverse effect are included at the end of the report.

2. Description of the Proposed Project

The City of Montpelier (the City), in coordination with the U. S. Department of Energy (DOE), is proposing to develop a district energy plant in downtown Montpelier and a Clean Energy Assessment District for the whole city. The outcome of this project will be the design and construction of a bio-mass fueled district energy system that will provide, clean, renewable, biomass energy for heat and electric power for Montpelier's downtown buildings. This system will be designed and built in partnership with the State of Vermont, the Biomass Energy Resource Center, and Veolia Energy. The system will complement the existing, but dated system that currently provides the State Complex with heat.

Under the proposed undertaking, the DOE would award the City an \$8 million CRED grant through the Recovery Act to facilitate, design, permit and construct the district energy system, which would be a 41-MMBtu biomass renewable energy facility that will serve 17 State owned buildings and 5 City owned buildings. In addition, the Federal Transit Administration (FTA) has provided the City with a Bus Discretionary grant (VT-03-0040) to construct a Multi-modal Transit Center in the downtown area, which may be co-located with the energy plant.

The existing system consists of three boilers, two of which were installed as coal-fired boilers in 1946. Since then, one of the boilers was retrofitted to burn wood chips and the other for oil. The third boiler, which is also oil-fired, was installed in 2005 and remains in good condition.

The proposed facility would be located in the same general location as the existing State heating plant at 122 State Street in downtown Montpelier. Montpelier is accessed via Interstate 89, US Route 2, and Vermont Route 12, in addition to the Winooski River and a rail line for the Washington County Railroad, both of which run through the downtown. This site is located within the State Capitol Complex in an area behind buildings on the south side of State Street. The Winooski River serves as the southern border for the project area. The site includes parking and access drives that surround the existing boiler building, which is proposed to be removed as part of the project. The existing chimney on the site will remain and be reused for both the new oil and wood burning boilers. Access to the site will be through existing driveways on State Street.

The proposed system includes two separate buildings, a biomass boiler facility, and a smaller oil boiler facility. The two buildings will flank the existing chimney and be joined by a small control room structure adjacent to the chimney. The biomass facility is proposed as an approximately 11,500 sq. ft., 40 foot tall structure to contain two new wood chip-burning boilers and wood chip storage in two circular silos that will not extend above the height of the building's roof. The smaller, approximately 5,500 sq. ft., 30 foot tall oil boiler facility will contain two oil fired boilers – one new boiler and the 2005 boiler that will be relocated from the existing plant. A new transit center has been proposed at the west end of this building. Two underground oil storage tanks may be located off the west end of the oil boiler building.

The new heat distribution system will be incorporated into the existing system. The State buildings are currently served by steam from the existing plant and these steam pipes will continue to be used under the proposed system. In addition, the new distribution lines will consist of two hot water pipes – a supply run and a return run that will connect with 23 State or City owned buildings. The distribution system will include mechanisms to allow for future connections to public and commercial users.

The alignment of the distribution pipes is indicated in the red dotted line on the Location Map (Figure 1). This alignment extends primarily along city streets within the right-of-way. The two distribution pipes will be buried at the same depth as existing public utility piping. From the west end of the facility, the lines will extend to State Street and Bailey Avenue where they will be attached either to the outer edges or the underside of the deck of the Bailey Avenue Bridge, and continue to Montpelier High School. From the east of the Biomass Facility, the pipes will extend through the driveway east of 120 State Street to State Street and Elm Street, where the distribution line will continue through the Sheriff's parking lot at the southwest corner of Langdon Street, crossing under the North Branch River to the driveway behind the buildings on the south side of Langdon Street. From there it will rejoin Langdon Street and proceed to Main Street. At Main Street it will extend both north and south. To the south along Main Street the distribution line will extend as far as Barre Street, with a line easterly between City Hall and the Fire station to Pitkin Court, serving the Police Station and other buildings northerly to East State Street. The northerly extension from Langdon Street along Main Street will continue to School Street where an easterly line will extend to Union Elementary School.

Public Meeting

A public meeting was held in City Hall on August 3, 2010. During the meeting city officials and consultants to the project spoke about the project and its expected goals. Montpelier residents asked questions and provided comments; however, no comments or concerns by the public were raised at the meeting regarding demolition of the historic Boiler Plant, or the proposed new facility and its distribution lines below the city streets within the right-of-way.

3. Inventory and Significance of Architectural Resources

The Montpelier Biomass Community Renewal Energy Project comprises a large area within the City of Montpelier. Most of the approximately 2 mile length of distribution line will be within the City of Montpelier Historic District, which was listed in the National Register of Historic Places in 1978. Only the small section of the Project that extends from Bailey Avenue to Montpelier High School is outside of the historic district.

The approximately 250-acre historic district was amended with new structures added in 1989, and most recently, in 2009, updated and amended for a second time with additional resources nominated and new photographs of each resource included. The 2009 amendment adjusts the resource count and documentation to reflect the extension of the period of significance to 1959, as well as demolition, alteration and new construction since 1978. Resources (buildings, sites and structures) in the historic district now total 653, which include 571 contributing resources and 82 non-contributing resources. The boundaries in the 2009 amendment have only changed from the original nomination in that they more accurately reflect the actual property lines of each included resource.

The **Area of Potential Effect** (APE) of the Project includes the entire City of Montpelier Historic District, with particular attention to properties adjacent to the distribution lines, including the sidewalks and landscape features adjacent to areas where the line is proposed, and the site of the existing and proposed heating plant.

The significance of the City of Montpelier Historic District is summarized in the conclusion of the National Register nomination (Section 8, page 30), which follows.

The existing architecture of Montpelier is an extremely well preserved record of mid-19th through mid 20th century buildings. In 1978 the nomination stated : *“The value of this collection of structures, which still functions as a working town, is now being realized in both the public and private sectors; consequently, a great deal of preservation work is in the planning and construction phases.”* As an outstanding vernacular and high style small cityscape, the district is an example of an increasingly rare phenomenon: a commercial, residential and governmental mix which has not been seriously impaired by intrusions. It has statewide significance under criterion C as an outstanding example of a Vermont city and collection of architecture and property types that illustrate all the important elements identified in

the statewide contexts for architecture and town development. It also has statewide significance under criterion A as Vermont's political center for two centuries.

Only two resources in the Montpelier Historic District (and within the APE) will be directly impacted by the Project. These two resources are the Bailey Avenue Bridge (NR #464) and the existing Boiler Plant at 122 State Street (NR #482). The NR descriptions of these two resources follow:

464. Bailey Street Bridge over Winooski River, c. 1959. Contributing

Steel and concrete span on four concrete abutments with recent rehabilitation adding a steel guard railing and historic styled street lights on concrete out riggers from the deck. Originally listed as non-contributing due to age, it is now fifty years old and represents a good example of a mid-20th century concrete deck highway bridge.

482. 122 State Street, State of Vermont - boiler plant, c. 1960. Non-contributing

The boiler plant was listed as non-contributing site #482 in 1978. This brick veneer, one story flat roofed boiler plant has a large brick smoke stack for the State complex. It has tall, multi-pane steel industrial sash, a large rear loading dock, a one story brick addition, and a one story shed roofed frame addition. This modern boiler plant will become significant over time as part of the state complex but is presently non-contributing due to age.

The Bailey Street Bridge has just become, within the last year, 2009, over fifty years old and thereby is now contributing to the historic district. Although the nomination states that the Boiler Plant was built c. 1960, information on Sanborn Fire Insurance Maps and consultation with employees at the State of Vermont, maintenance division, indicate that the structure was built in 1946, the time the boilers were installed and the tall, approximately 160 foot chimney was constructed. The 1964 Sanborn Map (Figure 3) shows the existing boiler plant with the same footprint as today (2010) and notes that it is a non-combustible structure. The Sanborn Map gives a date of 1947, although both State of Vermont maintenance division employees, Teigh Southworth (email dated 8/5/2010) and Guy Norwood (phone message on 8/4/2010), give a 1946 construction date. At a meeting on August 5, 2010 with Devin Colman, Environmental Review Coordinator at the Division for Historic Preservation, Mr. Colman provided his professional opinion that the boiler plant is not an outstanding example of Vermont architecture, but is a good example of an intact heating plant from the 1940s. Based on this new research, the existing boiler plant (NR #482) is clearly eligible for listing in the National Register of Historic Places. The facility is intact and continues to reflect its historic appearance and function as a mid-20th century heating plant.

According to Mr. Southworth, the existing chimney, which is proposed to be reused, is inspected annually and repaired as needed. He explains, however, that the building has outlived its useful life and will not adequately meet the needs of the proposed new boiler

systems. The current boilers are located in the basement of the building and are in the 100 year flood level. The new heating plant would be constructed so that the boilers are above the flood level.

Setting

The boiler plant is sited in an area that is not prominent from vantage points of high visual significance. The plant is set back in an asphalt paved site behind one of the largest, but very historically significant structures in the historic district, the Modernist style, State of Vermont Department of Motor Vehicles building, 120 State Street, constructed in 1949. Although close to State Street, the boiler plant site retains its historic industrial character and its associations with the railroad. The rail lines continue to pass south of the building, where a short spur to the boiler plant formerly was used for coal delivery in the south side appendage so that coal could be deposited directly from the coal car to the coal room below the tracks within the appendage. A State of Vermont Maintenance Building at 10 Taylor Street, NR #483, c. 1970, reflects the utilitarian character of the site. The 1964 Sanborn Map includes storage buildings and a freight house nearby along the banks of the river, and for many years (until it was taken down in the 1960s) the Central Vermont Railroad Passenger Station existed just south of the heating plant near the intersection at the southwest corner of Taylor and State Streets.

Surrounding Resources in the APE

Numerous significant historic resources surround the boiler plant site to the west, north and south. The Winooski River provides a boundary to the historic district south of the boiler plant. An inventory of the resources that are closest to the boiler plant and from which views of a new plant might be visible are listed below. The approximate boundaries of this group of resources include the Winooski River to the south, Taylor Street including the Capitol Plaza Hotel (NR #50) to the east, State Street from Taylor Street to Bailey Avenue, and the group of resources set within the block bounded by Bailey Avenue, Baldwin Street and Governor Aiken Avenue. These resources with brief descriptions taken from Section 7 of the NR nomination follow:

49. 108 State Street, Shell Oil Gas Station & Capitol Deli Convenience Store, c. 1936, 1968, c. 1990s. Non-contributing

This is a one story brick convenience store.

50. 100 State Street, Montpelier Tavern (now: Capitol Plaza Hotel & Conference Center), 1932, c. 1940, c. 1966. Contributing

This large, brick clad, Colonial Revival building of four and six stories with a flat roof and wooden classically inspired trim has evolved over time. The original four-story section at 96-100 State Street was built in 1932 by the Cleveland family who had owned the hotel since 1926.

50a. 100 State Street, Tavern Towers (Now Capitol Plaza Hotel and Conference Center) c. 1972. Non-contributing

A modern, brick clad 6-story tower was added to the eastern end of the Capitol Plaza Hotel c. 1972.

51. 100 State Street, Garage/ Vermont Hall, c. 1926, 1932. Contributing

This is a one-story frame utility structure with a low gable roof. It is clad in vertical board siding as well as tin stamped in a coffer pattern.

464. Bailey Street Bridge over Winooski River, c. 1959. Contributing

Steel and concrete span on four concrete abutments with recent rehabilitation adding a steel guard railing and historic styled street lights on concrete outriggers from the deck. Originally listed as non-contributing due to age, it is now fifty years old and represents a good example of a mid-20th century concrete deck highway bridge.

465. Railroad Bridge over the Winooski, c. 1910. Contributing

This iron bridge has a pair of end to end Pratt through trusses and was built by the American Bridge Company of New York.

465a. Pedestrian bridge over the Winooski River, c. 2002. Non-contributing

A new small scale pony truss steel pedestrian bridge.

466. Taylor Street Bridge, Taylor Street & Winooski River, 1929. Contributing

This is a camelback through truss steel bridge built by the Berlin Construction Company in 1929. This bridge replaced the c. 1850 covered bridge that was damaged or swept away in the 1927 flood.

475. 146 State Street, former Vermont State Employees Credit Union, c. 1965. Non-contributing

Brick and concrete, one story, flat roof, contemporary style office building.

476. 144 State Street, New England Telephone Company Business Office, c. 1970. Non-contributing

Brick clad, one story, mansard roof sheathed in asphalt shingles, Neo-Colonial style office building.

477. 136 State Street, Vermont Arts Council offices, c. 1850/c. 1870. Contributing

Wood frame, clapboard, two story, flat roof, Italianate style house. This house is said to have been a stop on the Underground Railroad.

478. 134 State Street, State of Vermont - Capitol Region Visitor Center, c. 1840/1982. Contributing

Brick Classic Cottage, seven-course American bond, 1 ½ story, gable roof house with two brick end chimneys.

479. 132 State Street, State of Vermont – Auditor of Accounts office, c. 1885. Contributing

Queen Anne style, wood frame, clapboard and shingle, 2 ½ story, hipped roof house.

479a. 132 State Street, garage, c. 1930. Contributing

Wood frame, one story, clapboard, hipped roof garage.

480. 128 State Street, Edwin Dewey House, now State of Vermont – Buildings and General Services, Human Resources, and Risk Management Division, 1889-1890. Contributing

Elaborate Queen Anne style, brick, 2 ½ story, hipped roof building designed and built by Montpelier architect, George H. Guernsey for Edward Dewey. The house was originally located on the site of # 484 (124 State Street) and was moved to this site in 1946 to allow the construction of that building. This ornate building has an octagonal corner tower, many projecting bays, and porches with turned posts and spindles.

481. 126 State Street, State of Vermont – American Legion, Veterans of Foreign Wars, and Commission on Women, c. 1895. Contributing

This Queen Anne style, wood frame, clapboard and shingle, 2 ½ story, hipped roof house has a polygonal two-story engaged tower on the northwest corner topped by a tall conical roof with an iron finial. It is a very good example of the Queen Anne style and is also typical of the regular use of existing buildings for government offices.

482. 122 State Street, State of Vermont - boiler plant, c. 1960. Non-contributing
*(*see above for discussion of the contributing status of this building)*

The boiler plant was listed as non-contributing site #482 in 1978. This brick veneer, one story flat roofed boiler plant has a large brick smoke stack for the State complex. It has tall, multi-pane steel industrial sash, a large rear loading dock, a one story brick addition, and a one story shed roofed frame addition. This modern boiler plant will become significant over time as part of the state complex but is presently non-contributing due to age.*

483. 10 Taylor Street, State of Vermont – Department of Buildings maintenance, c. 1970. Non-contributing

The storage building was listed as non-contributing site #483 in 1978. This wood frame, two story, flat roofed building has asphalt siding and a loading platform.

484. 120 State Street, State of Vermont - Department of Motor Vehicles, 1949. Contributing

This large, Art Deco/Modernist, flat roof, 5 story building has a steel reinforced concrete skeleton with marble veneer, and a granite foundation. The rear of the building is brick. The centrally located double leaf aluminum door has the figure of Ceres standing among maple trees and holding the State seal. Between the fourth and fifth floors a horizontal frieze is inscribed with Vermont county names and dates. This building was constructed on the site of three houses, which were moved (#480) or torn down, in 1949 from designs made before World War II by Burlington, Vermont architect, William Freeman. Freeman's firm, Freeman, French, Freeman, which included his wife, Ruth Freeman and John French, became well known as masters of the International Style in Vermont, (see #504).

485. 118 State Street, Fifield Carriage House, State of Vermont – Transportation Board, Vermont Clean-up Office, Veterans Affairs, and AHS Fair Hearing Board, c. 1870. Contributing

The Second Empire, wood frame and brick, two story, mansard roof building is set back on the lot. It was originally a carriage house for the Fifield House which stood at 120 State Street and was demolished in 1948. The State has converted this small building into offices typical of many buildings on State Street.

486. 116 State Street, National Life Insurance Co. Building (now State of Vermont - Department of Agriculture), 1891. Contributing

This large brick and sandstone, 4 ½ story Romanesque Style office building has hipped and Flemish gabled roofs. It is constructed from local brick accented by Longmeadow brownstone. The building has a monumental octagonal tower on the northeast corner, projecting dormers, and a corbelled “candle-snuffer” roof tower on the southeast corner. This Romanesque style building was built by National Life Insurance Co. as their fourth home from the architectural plans of S. Edwin Tobey of Boston.

487. 112 State Street, Chittenden Trust Co., c. 1960 (demolished in 1994) replaced with 112 State Street, Chittenden Trust Co, 1994. Non-contributing

The large, brick clad, five story office building was constructed in 1994 and designed to echo the large Second Empire and Romanesque historic buildings around it.

488. 110 State Street, Vermont Mutual Fire Insurance Company Building, now State of Vermont – Department of Personnel, 1870. Contributing

The Second Empire, brick, three story, mansard roof building features on each of the four facades a central two-story slightly projecting pavilion topped by a bell cast mansard roof with an elaborate arched dormer. The front entry porch is pedimented and has fluted Corinthian columns. This building was the home office of the Vermont Mutual Fire Insurance Company and was built in 1870 on the site of the home of one of the company’s founders, Daniel Baldwin.

489. 109 State Street, The Pavilion Hotel (now Pavilion Office Building), 1971. Contributing

The Pavilion Hotel is a brick, five story structure with a mansard roof, two story front porch and a large contemporary brick addition in the rear (north) housing state offices and the state Library. It is a 1970-71 reconstruction of the 1876 hotel designed by Boston architect, George Ropes and built by A. B. Fisher. The original building was torn down by the State in 1969. The reconstruction was designed by Robert Burley Associates. It now houses the museum of the Vermont Historical Society, and state offices including the Governor’s working office.

490. 111 State Street, Supreme Court and State Library Building, c. 1916. Contributing

This Neo-Classical, granite, three story, seven-bay building has a flat roof behind a parapet. The central door features a pedimented surround within a five-bay projecting central pavilion, and a balustraded terrace. The building was constructed to house the Supreme Court and state library. It provides visual balance for # 505 (133 State Street) – another granite building adjacent to the State House.

491. State House, 115 State Street, 1836/1859, (National Historic Landmark, July, 1970). Contributing

This Greek Revival and Renaissance Revival style, granite capitol building has a graceful dome rising above the central pavilion fronted by a monumental Doric portico and pediment that were modeled on the Temple of Theseus. This is flanked by three-bay, two story, gable roofed wings. The central pediment surmounts an entablature with a triglyphs frieze. Atop the wooden, gilded dome is a statue of Ceres, the goddess of agriculture. The monumental Greek Revival portico is all that remains of the 1836 second State House designed by Ammi B. Young of Vermont. A fire in 1857 destroyed the rest of the building. In 1858, a

reconstructed State House was designed that incorporated the former portico and basic earlier design but on a larger and grander scale by Thomas W. Silloway of Boston.

492. 1 Baldwin Street, Daniel P. Baldwin House, c. 1850/c. 1900. Contributing
Wood frame, clapboard, 2 ½ story, gable roof house that was originally built for Daniel P. Baldwin, the founder of the Vermont Mutual Insurance Co.

492a. 115 State Street, Parking lot gate house, c. 1990. Non-contributing
Wood frame, small gable roof gate house. It stands next to a mechanical entry gate controlling access to the parking lot beyond.

493. 1 Hopkins Street, c. 1900. Contributing
Shingle Style, wood frame, 2 ½ story, gambrel roof house.

494. 2 Governor Aiken Avenue (formerly Western Avenue), c. 1890. Contributing
Wood frame, clapboard and shingle, 2 ½ story, gable roof, Queen Anne style house. The house has incised bargeboards and Queen Anne banded window sash.

495. 4 Governor Aiken Avenue (formerly Western Avenue), c. 1890. Contributing
Wood frame, clapboard, two story, gable roof, former carriage barn to # 494 (2 Gov. Aiken Avenue). It has a shingled cupola.

496. 6 Baldwin Street, c. 1920/c. 1940. Contributing
Brick, two story façade, flat roof building, with a denticulated cornice.

497. 8 Baldwin Street, c. 1880 (demolished in 1998)
8 Baldwin Street was listed as contributing building #497 in 1978. The house was demolished in 1998 and the site is now vacant and non-contributing.

498. 10 Baldwin Street, c. 1890. Contributing
Large, Queen Anne style, wood frame, clapboard, hipped roof house with a large polygonal tower on the southeast corner of the front façade, a second floor porch, hip roofed dormers, and a polygonal northeast end of the main block.

499. 12 Baldwin Street, c. 1913. Contributing
Colonial Revival style, wood frame, clapboard, 2 ½ story, hipped roof house with a semi-circular entry porch supported by Ionic columns.

500. 14 (formerly 14-16) Baldwin Street, c. 1890. Contributing
Wood frame, Shingle Style, 2 ½ story, steep gable roof house with a rear (east) turret, gabled dormers, and a deeply recessed entry porch under the main roof topped by a very large gable dormer.

501. 9 Bailey Avenue, c. 1900. Contributing
Dutch Colonial Revival style, wood frame, shingled, 1 ½ story, gambrel roof house with flared eaves that form a front porch, and three hipped roof dormers.

502. 7 ½ Bailey Avenue, c. 1910 (demolished)

7 ½ Bailey Avenue was listed in the NR in 1978 but was later demolished, possibly to make room for the 1984 / 1989 expansion of #504 (139 State Street). The site is now part of the Union Mutual Insurance Company's parking lot and is non-contributing.

503. 145 State Street, First Church of Christ Scientist, 1972. Non-contributing
Wood frame 1 ½ story, gable roof, "L" shaped modern church. The original 2 ½ story house on this lot, with large central fireplace chimneys, was moved in four parts in 1971 by Admiral Perkins to Waitsfield, Vermont.

504. 139 State Street, Union Mutual Fire Insurance Co. c. 1958/1990. Contributing
This International Style, one story, flat roof office building has a steel frame and curtain walls of glass and stone. It was designed by the Burlington firm Freeman, French, Freeman. The steel frame extends beyond the front (south) façade to enclose a recessed courtyard where the entrance is located under a flat roofed canopy. The building is an outstanding example of the International style in Vermont where it is fairly rare. Compatible modern additions were built in 1984 and 1990 when a large four story rear office building was constructed.

505. 133 State Street, National Life Insurance Co. office, now State of Vermont offices, 1921-1922. Contributing
The Neo-Classical Revival style, granite, five story, flat roof building was constructed by National Life Insurance Company as their fifth home office building. The architects were Crane and Ferguson of Boston. This building has a large projecting front pavilion containing an arched doorway up a flight of steps. The interior is finished in marble from the Vermont Marble Company of Proctor.

4. Determination of Potential Effect

Boiler Plant

The Montpelier Community Renewal Energy Project, as proposed, involving the demolition of the Boiler Plant building will result in an **adverse effect**, due to the loss of the Boiler Plant, a building that is eligible for listing in the National Register of Historic Places as a contributing resource (NR site #482) in the City of Montpelier Historic District. However, demolition of a significant historic resource in this particular situation may be justified for a number of reasons.

The Boiler Plant has outlived its useful life and efficiency as a heating facility. Two of the three boilers were installed in 1946. They have been converted for oil and wood chips, but after more than 60 years of use, these old boilers are not sufficiently efficient to meet the heating needs of the City today. These two boilers will be replaced by new systems, and the third boiler that dates from 2005 will continue to be used.

The Boiler Plant is unsafe due to the boilers being below the flood level, in particular for people working below the floodway. In a new building the boilers will be located above the flood plain. According to John Benson, Project Engineer at Dubois & King, Inc., flood-proofing an existing brick building is difficult due to multiple wall penetrations that are

needed for piping and other mechanical equipment. Creating and maintaining a flood proof building with these necessary penetrations through the walls of a historic structure would be costly and very likely not completely successful. Therefore, retaining this existing structure and attempting to retrofit it for modern use does not appear to be a reasonable use of federal funds.

Retaining the chimney will mitigate somewhat the loss of the historic plant. The tall, approximately 160 foot chimney is not only the most visible component of the Boiler Plant from many vantage points in the historic district, but it is also the component of the facility that remains in good condition (it is inspected annually and repaired as necessary by the City). The chimney will be reused. Retaining the chimney will mitigate somewhat the loss of the historic plant.

The site will continue its historic function as the location of the City's Boiler Plant. Constructing a modern facility on this same site adjacent to the rail line will assure that the historic context of the site continues for decades to come.

Designing a new facility that is compatible with the surround historic resources in the Montpelier Historic District, will assure that the integrity of setting of the historic district will be preserved. See below for more information on the design of the new facility.

Bailey Street Bridge

Impacts by the Project to the Bailey Street Bridge will not be substantial as the attached distribution line along the outside edges of the deck or underneath the deck will not be significantly, if at all, visible from the public right-of-way. The distribution piping may be visible from the rear yards or parking lots behind historic properties along State Street, although the effect would not be highly adverse or appreciably more adverse than the new steel guard railing flanking the sidewalks on the bridge.

Impacts to the setting of the historic district

The new boiler plant will be larger and taller than the existing structure; however, it is likely that the visual impacts of this new facility will not be adverse. The new plant is proposed to be approximately 40 feet tall at its tallest portion. The plant will not be taller than 120 State Street, which is the large, 5-story Motor Vehicles building (NR 484) to the north. The historic Motor Vehicles building would shield the new plant from view from many vantage points along State Street and the grounds of the State House, including the porch of the State House. Portions of the Plant will be visible when walking or driving on State Street at the areas where the driveways to the plant flank 120 State Street.

The new Plant will also be visible from Memorial Drive and Bailey Street Bridge (NR 464), especially in the winter when trees lack foliage. A new Plant viewed from Memorial Drive and Bailey Street Bridge, that is designed to blend in size and massing with the surrounding resources, and having traditional construction materials such as bricks and concrete, will not be out of character with the surrounding resources in the historic district. Views of the Plant

from the rear elevation of 120 State Street will be prominent; however, these views will comprise only a portion of the viewshed from windows at the back of 120 State Street and thereby will not substantially interfere with views to the east and west of the Winooski River and its historic bridges at Taylor Street (NR 466) and Bailey Avenue (NR 464). In addition, the proposed underground distribution lines will not have an adverse impact on the setting of the historic district, including sidewalks or landscape elements, because the distribution lines will be buried under the city streets within the right-of-way.

5. Recommended Mitigation Measures

The following four mitigation measures are recommended to handle the adverse effect of the undertaking.

- 1) Develop a Memorandum of Agreement between the City, the Department of Energy and the Division for Historic Preservation that will outline the recommended treatment to handle the adverse effect that will result from demolition of the historic Boiler Plant. The MOA will define the process for moving forward with the Project.
- 2) Photographic Documentation Report as a record of the past. Prior to demolition of the Boiler Plant, the historic building will be documented with archival 5 x 7 photographs, using 35 millimeter black and white film, following procedures adopted by the Vermont Division for Historic Preservation titled *Photographic Documentation Requirements for Historic Structures*. The documentation must be undertaken by or under the supervision of a qualified historic preservation consultant. When the documentation is complete, the SHPO will concur in writing that the documentation complies with the guidelines adopted by the VDHP, and the SHPO will submit this concurrence to the parties of the MOA. Photographs will be deposited in the Vermont Historical Society with a copy provided to the SHPO.
- 3) Retain and reuse the chimney that is currently in use and maintained.
- 4) Define design guidelines for the new biomass facility to assure the facility will comply with *The Secretary's Standards* as a compatible new resource in the Montpelier Historic District. The following recommendations are provided by Liz Pritchett, historic preservation consultant for the Project.

The new biomass and oil boiler facility, which is proposed as two connected structures that will be located on the site of the existing boiler plant, should be designed in a manner that complies with the National Park Service, *Secretary of the Interior's Standards*, and the construction guidelines in *The Montpelier Cityscape Workbook*. This new building should be designed with materials, massing and design elements that blend with the surrounding environment and historic resources that are part of the City of Montpelier Historic District, which is entered in the National Register of Historic Places. Such features that are typical of utilitarian buildings like

a boiler plant, and which could be used in the new design are brick veneer for the exterior; metal, industrial type windows; flat roofs, and simple, geometric massing. Ornamental details such as molded cornices, or decorative elements such as elaborate entrance porches, are not recommended. The building should not dominate the viewshed; the building should appear secondary, lower in height, and set back behind the more significant structures that line the south side of State Street.

6. Conclusion

The Montpelier Community Renewal Energy Project is a worthy undertaking that will provide a new, efficient heating plant for the City. The Project will result in an adverse effect due to the proposed demolition of the existing plant which is eligible for listing in the National Register of Historic Places and is a contributing resource in the City of Montpelier Historic District. The demolition is justified in this particular situation because the 64 year old, current plant has outlived its useful life and efficiency, the boilers are below the flood level making the facility unsafe for people working inside the building, and it would be difficult to successfully flood- proof this historic brick building due to the numerous wall penetrations that are necessary for its intended purpose. An attempt to upgrade and retrofit the existing building for use as a modern heating plant is not a reasonable use of Federal funds. The proposed reuse of the existing 160' chimney and the design of a new facility that will be compatible with the surrounding resources in the historic district will help mitigate the adverse effect of the demolition. The proposed distribution lines will not have an adverse impact on the setting of the historic district, including sidewalks or landscape elements, because the distribution lines will be buried under the city streets within the right-of-way. A Memorandum of Agreement will be prepared between the City, Department of Energy and the Division for Historic Preservation to provide mitigation measures to handle the adverse effect and to define a process to allow the project to move forward. Design guidelines included in the MOA will assure that the design for the new building will be compatible with the resources in the historic district.

The determination of effect for the Montpelier Community Renewal Energy Project is an

ADVERSE EFFECT with one condition.

Condition: The plans and specifications for the new heating plant shall be reviewed and commented on by the Division for Historic Preservation prior to the final determination of effect for the project.

This is a preliminary determination only as the overall scope of work for the undertaking is in the early stages of design. While the plans and elevations for the new facility are being developed, the project's historic preservation consultant in consultation with the Vermont Division for Historic Preservation will review the designs to ensure that all work complies with *The Secretary of the Interior's Standards for Rehabilitation*. A final review letter for the undertaking will be submitted when all plans have been completed. No construction will start until final review for Section 106 is complete and all permits are in place.

Photographs, Existing Conditions



1. Context view from State House (NR 491) steps. Chimney visible behind 120 State Street building (NR 484), 116 State Street (NR 486) on left.



2. View from State House lawn. 120 State Street (NR484). 126 & 128 State Street on left (NR 480 & 481) on right.



3. View from State House lawn. New facility would be visible adjacent to chimney. 120 State Street (NR 484 on left), 126 State Street (NR 481) on right.



4. View looking toward existing heating plant. 120 State Street (NR 484) on left.



5. Existing heating plant (NR 482) looking westerly.



6. Detail of boiler plant steel windows.



7. View of boiler plant east elevation. Note shed for coal delivery by rail on left. Railroad Bridge (NR 465) visible at left.



8. Interior view of plant ceiling in former coal room below coal delivery shed shows circular cut out details between railroad tracks originally for delivering coal to the plant directly from a rail car.



9. View looking easterly from the heating plant. 116 State Street, State Dept. of Agriculture building (NR 486) on left; 118 State Street, former carriage house (NR 485), center; 100 State Street, Capitol Plaza Hotel (NR 50), right.



10. View looking northerly from the parking lot east of the existing heating plant. 120 State Street on left (NR 484), State House in distance (NR 491), Former Carriage House (NR 485) center, 116 State Street, (NR 486) on right.



11. View northeasterly from pedestrian path toward proposed site for new heating plant. Railroad Bridge over the Winooski in foreground (NR465), State House in distance (NR 491), 128 State St. (NR 480) on left, 126 State Street in front of State House (NR 481), 120 State Street on right (NR 484), chimney for boiler plant (NR 482) beyond bridge.



12. View to northwest from pedestrian bridge (NR 465A) over Winooski River toward existing heating plant (NR 482). Railroad Bridge (NR 465) on left, 133 State Street (NR 505) in distance beyond multiple rooflines of 128 State Street (NR 480), 120 State Street (NR 484) through trees on right.



13. View to northwest from pedestrian path along Memorial Drive toward pedestrian bridge (NR 465A) and heating plant (NR 482) beyond. 120 State Street (NR 484) and dome of State House (NR 491) on right.



14. View westerly along Memorial Drive showing modern development along this roadway. Taylor Street Bridge (NR 466) and the chimney of the Boiler Plant (NR 482) are visible.



15. View from Main Street Bridge (NR 467). Boiler plant (NR 482) is not visible in summer.



16. View of Bailey Street Bridge (NR 464) looking northerly.



17. View looking easterly over the Winooski River from Bailey Street Bridge (NR 464). The rooflines of buildings along State Street are barely visible in the summer, including the tall, granite, former National Life building at 133 State Street at far left, to the chimney of the Boiler Plant (NR 482), to the Railroad Bridge (NR 465) on the right.



Figure 1 Location Map

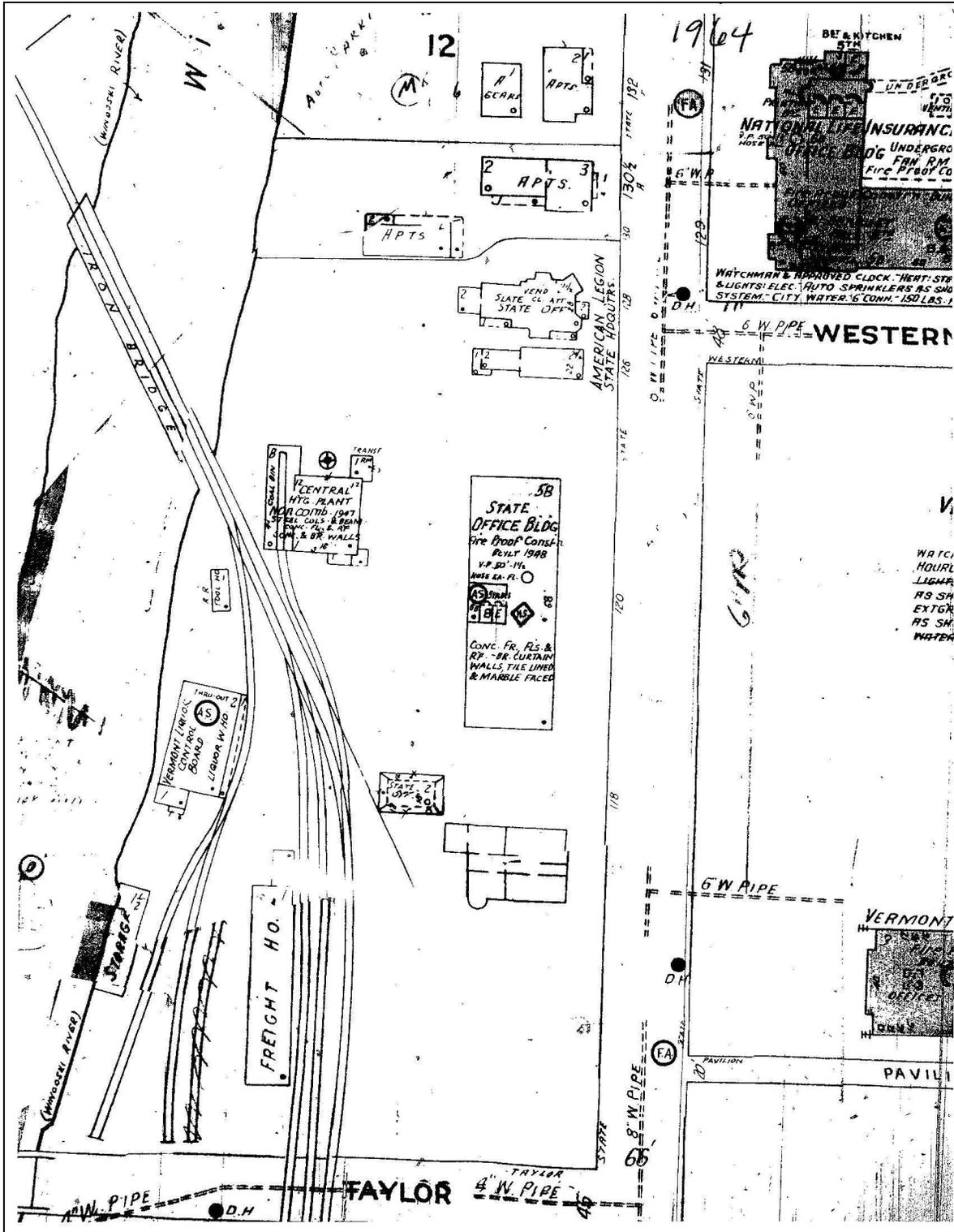


Figure 3 Sanborn Fire Insurance Map, 1964
 The Boiler Plant, constructed 1946 with its current (2010) footprint exists on this map along with the “State Office Building”, constructed 1948-49, now 120 State Street.

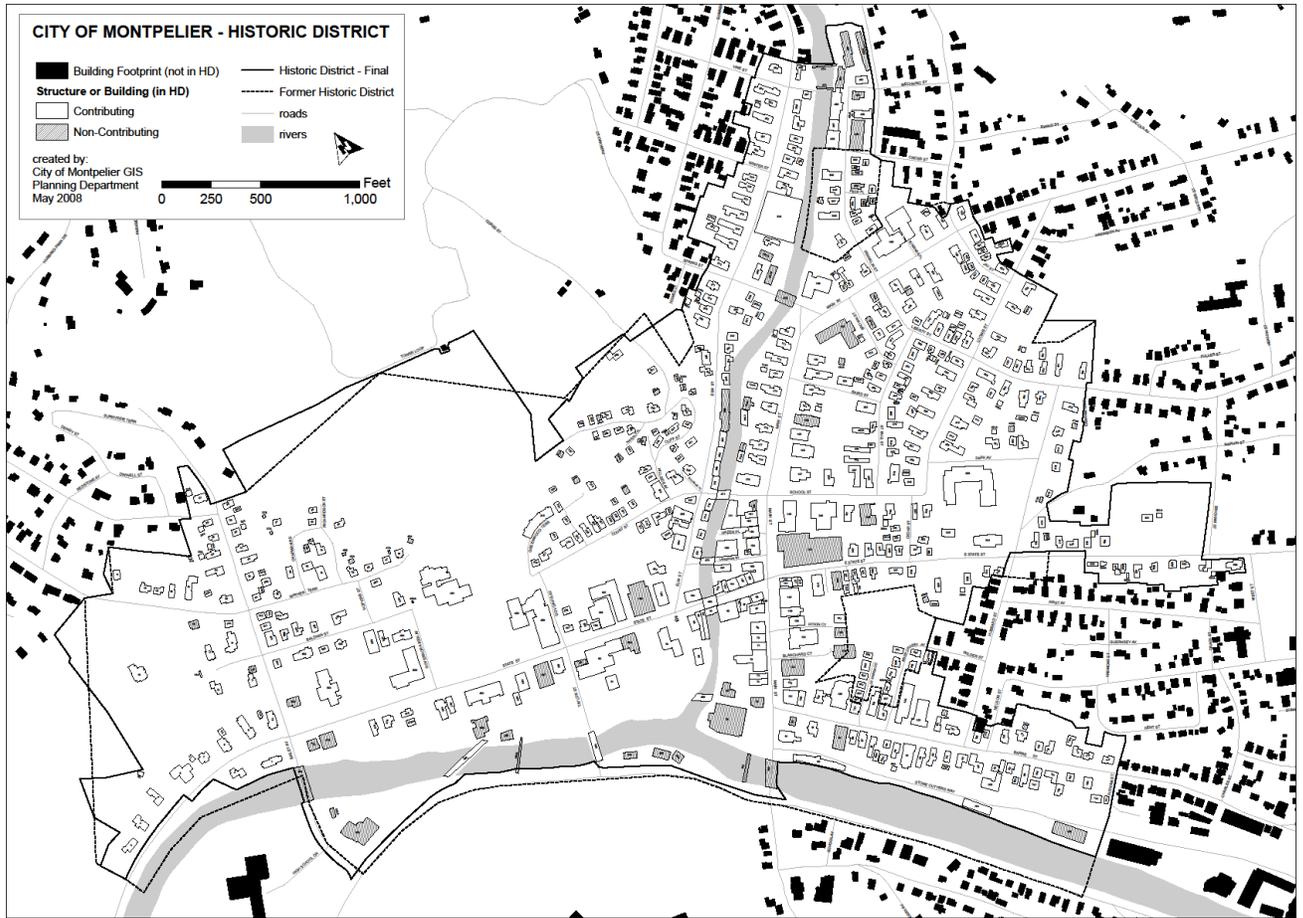


Figure 4 Montpelier Historic District Map.

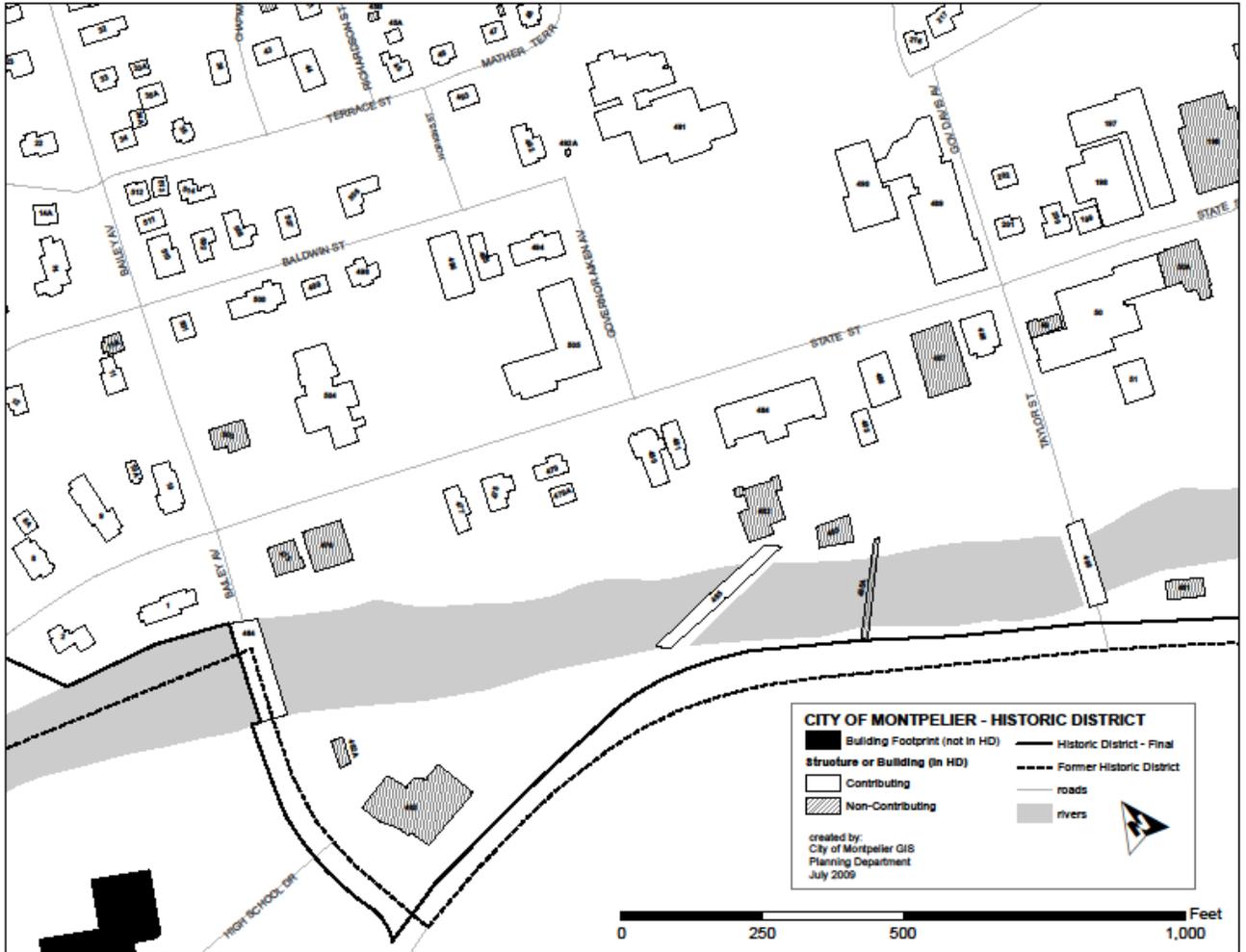


Figure 5 Detail of Montpelier Historic District Map
Shows area of highest potential effect from the Project.