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# Champlain Valley Heritage Corridor Project

Report of a Special  
Resource Study

National Park Service  
Northeast Region  
Boston Support Office  
1999

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## United States Department of the Interior

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December 2, 1999

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Dear Friend:

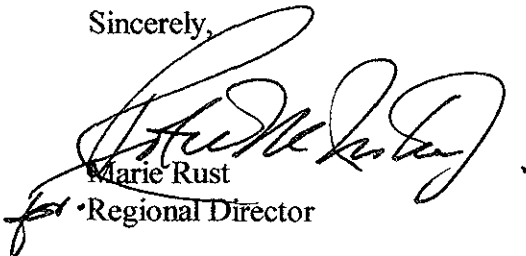
It is with great pleasure that we provide you with this copy of the report of the Champlain Valley Heritage Corridor Project, a Special Resource Study. This study was prepared by the National Park Service to provide information to Congress on the resources of the Champlain Valley and to offer alternatives for their preservation and interpretation.

The study outlines a range of ways to recognize and protect the distinctive resources of the Lake Champlain region, some of which might include a role for the National Park Service. If there is public support for further NPS involvement, such as through the establishment of a National Heritage Corridor (one of the alternatives described in the report), federal authorizing legislation would need to be approved.

Please let us know what you think about the options presented in this report. If you would like further information, please contact W. Douglas Lindsay, Superintendent, Saratoga National Historical Park, at (518) 664-9821, ext. 206.

If you have written comments, please address them to Larry Lowenthal, Historian, Boston Support Office, 15 State Street Boston, Massachusetts 02109. A summary of public comments received by March 1, 2000 will be provided to Congress to assist in determining a course of action.

Sincerely,



Marie Rust  
for Regional Director

Enclosure

**The  
Champlain  
Valley  
Heritage  
Corridor  
Project**



Report of a Special  
Resource Study

National Park Service  
Northeast Region  
Boston Support Office  
1999

**THE CHAMPLAIN VALLEY  
HERITAGE CORRIDOR PROJECT**

This report has been prepared to provide Congress and the public with information about the resources in the Champlain Valley Study Area and to evaluate those resources using the National Park Service (interim) criteria for establishment of national heritage corridors. The report presents a broad summary of the character and history of the Champlain Valley, based on material compiled from secondary references and information solicited from appropriate agencies and qualified individuals. It is not intended to represent original investigations or research, present a comprehensive history of the region, provide a detailed inventory of the multitude of historic sites and tourist attractions, or replace other planning initiatives.

Publication and transmittal of this report should not be considered an endorsement or a commitment by the National Park Service to seek or support either specific legislative authorization for the project or appropriations for its implementation. Authorization and funding for any new commitments by the National Park Service must take into account competing priorities for existing units of the National Park System and other programs.

*For more information contact:*

National Park Service  
Boston Support Office  
Planning and Legislation  
15 State Street  
Boston, MA 02109  
617-223-5051





### *The Ojibozo Creation Myth*

*When Tabaldak, the Owner, had finished making things, some of the dust of creation fell from his hands onto the earth. Where it fell, the earth began to shape itself into a torso, a head, shoulders, arms and hands, and hips. Then that earth sat up and said: "I am Ojibozo, the One Gathering Himself Together." Ojibozo looked around and saw the beauty of the newly created earth. He tried to stand, but he had not yet shaped legs and feet. He pushed very hard to one side, so hard that the earth pushed up into what are now called the Green Mountains. But still he could not stand. So he pushed very hard to the other side and the earth pushed up into the mountains now called the Adirondacks. But still he could not stand. Ojibozo reached out his long arms, all the way to the mountaintops, and pulled hard. His fingers gouged out the channels of all the rivers. But still he could not stand. Ojibozo looked at himself then. He saw that he was still connected to the earth. He did not have legs or feet. Reaching down, he shaped legs and feet for himself. Then he stood. And when he stood, he left behind him a great hole in the earth. The waters flowed in and made the hole into a big lake. It is called Bitawbagok, The Waters Between. You can see the shape of a sitting person, his legs toward the north, if you look at the lake on a map. That is the shape of Ojibozo. After Ojibozo had walked around for a long time, seeing many things, he returned to the beautiful lake and the beautiful mountains he had made. He sat down upon a small island and changed himself into stone. He sits there to this day, watching over the lake and the mountains. So the story goes. (condensed from the Abenaki legend as told by Joseph Bruchac)*



*Fort Ticonderoga as partially restored, circa 1909.*

**On July 6, 1909, during the Champlain tercentenary celebration, President William Howard Taft spoke at restored Fort Ticonderoga. This speech was given exactly 132 years after the Americans abandoned the fort to British General John Burgoyne, within days of the anniversary of a disastrous British repulse in 1758 and in the same month that the British finally captured Ticonderoga in 1759. Mindful of this accumulated history, Taft summed up the importance of the Champlain Valley, saying: “This was the passageway, and here were fought the battles contended for two hundred years, and as we may now say, never to recur.”**

These battles encompassed the Seven Years (or French and Indian) War, the Revolutionary War, the War of 1812, and, even briefly, the Civil War—as well as the early territorial battles of Native Americans. The conflicts left behind a physical record in the great fortifications and earthworks—most notably at Fort Ticonderoga and Mount Independence—and in the exceptional collection of historic shipwrecks found in the cold waters of Lake Champlain and Lake George. More than two centuries of conflict and nation building in the valley finally came to an end in 1815. With the influx of New England Yankees, followed by other

immigrant groups, and construction of the Champlain Canal and the Chambly Canal, industry, commerce, and farming expanded. Tourism originated early and has grown into the region's most visible economic activity.

In recognition of this legacy, Senator James Jeffords of Vermont requested that the National Park Service (NPS) assess the suitability and feasibility of Congress designating a heritage corridor in the Champlain Valley. A team of planners from the National Park Service Boston Support Office worked in consultation with local citizens, government representatives, scholars, resource specialists, and consult-

**The Champlain Valley clearly merits designation of a national, or arguably, international heritage corridor.**

ants to evaluate whether the preservation and interpretation of the resources of the Champlain Valley merit additional National Park Service involvement. This Special Resource Study uses National Park Service guidelines and (interim) criteria to determine whether a national heritage corridor or some other option would best serve the needs of the Champlain Valley. The purpose is not to convince Congress or Champlain Valley residents that a heritage corridor or some other option should be pursued. Rather, the goal is to provide Congress and interested citizens with the information they need to consider what role the National Park Service should have in shaping the future of the Champlain Valley heritage resources.

A group of 40 scholars, government representatives, resource specialists, and local advisors identified three interpretive themes that distinguish the valley from other areas of the United States. These themes are cohesive in that each tells one clear, easily understandable story and pervasive in that they represent as much of the region as possible. The first theme, "Making of Nations," emphasizes the immense strategic importance of Lake Champlain and its connecting waterways when the only practical means of moving large armies was by water. The second theme, "Corridor of Commerce," focuses on the critical importance of transportation on the lakes and rivers in the development of industry. The third theme, "Magnet for Tourism," encompasses the valley's long history of tourism and its diverse vacation areas. "Making of Nations," is represented by an existing national park and by numerous resources that have been designated as National Historic Landmarks due to their national significance. Additional National Park

Service involvement may be warranted here, since there is no Park Service unit or national heritage corridor that offers as complete a portrait of the struggles for dominion that led to the formation of two modern world powers, Canada and the United States.

The establishment of a new National Park Service unit—such as a national park or national recreation area—is not feasible due to the size and configuration of the valley, the dispersion of its resources, the diverse pattern of land ownership, and the multitude of jurisdictions. However, there are other options that would enable the National Park Service to provide recognition and assistance to the valley without becoming a primary landowner or manager. One option is federal designation of a heritage corridor; another is federal support of efforts to commemorate the 400th anniversary of Samuel de Champlain's arrival in the valley. A third approach, provincial/state designation of a heritage corridor, would also benefit the Champlain Valley, but without the recognition and direct involvement of the National Park Service.

The Champlain Valley clearly merits designation of a national, or arguably, international heritage corridor. Such a designation could best be accomplished with a groundswell of local support, a willingness to reach across jurisdictions, adequate funding, and the necessary legislation. The quadricentennial (400th anniversary) commemoration could be an effective first step in developing mechanisms for multijurisdictional collaboration, demonstrating success, and even building a foundation for a federally designated heritage corridor.

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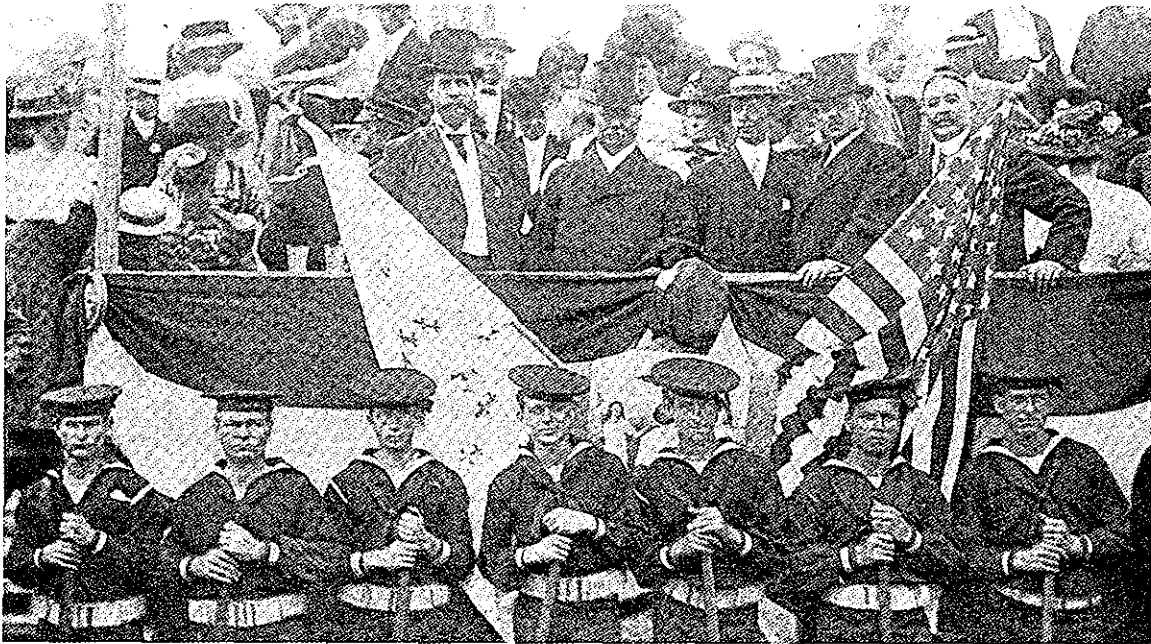
Project Team, Advisors, Consultants





PART ONE:  
BACKGROUND





Speakers at the tercentenary celebration included President William Howard Taft and New York Governor Charles Evans Hughes.

## OVERVIEW

On July 6, 1909, during the Champlain tercentenary celebration, President William Howard Taft spoke at restored Fort Ticonderoga. This speech was given exactly 132 years after the Americans abandoned the fort to British General John Burgoyne, within days of the anniversary of a disastrous British repulse in 1758, and in the same month that the British finally captured Ticonderoga in 1759. Mindful of this accumulated history, Taft summed up the importance of the Champlain Valley, saying: "This was the passageway, and here were fought the battles contended for two hundred years, and as we may now say, never to recur."

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2

it is to provide Congress and interested citizens with the information they need to consider what role the National Park Service should have in shaping the future of the Champlain Valley heritage resources.

### ROUTES OF HERITAGE

*Portions of this section are drawn from "International Corridors of Culture: Working Toward a Heritage Corridor in the Champlain/Richelieu Valley," prepared by Anne Drost. See Appendix E for summary of report.*

Throughout history, people have created routes that they have used to explore new territories, move goods between different trading regions, conduct military expeditions, and settle communities. Some famous examples of such routes include the Silk Road of the Far East, Roman roads such as the Appian Way, the pilgrimage route from Rome to Lourdes, and the Mayan trail through Central America. River and lake systems provide ready means of transport in and across many countries. The Nile, the Jordan River to the Dead Sea, the Ganges, and the Danube are examples of water routes that play a central role in the history and culture of societies.

In recent years, there has been a growing interest in recognizing and preserving the natural and cultural values of these linear landscapes and in linking together events and sites to better understand history as a dynamic and interrelated process. This interest is manifested in the increasing numbers of heritage corridors that are being established in many parts of the world, particularly in North America.

A heritage corridor is a place with its own distinctive history and geography, its own nationally important resources, and its own story of broad interest to tell. It brings coherence and meaning to the complex history of a region and makes it more accessible.

But a heritage corridor is more than a geographic area, and more than the stories it embraces. It is a process of recognition, a vehicle for enhancing a region through

public-private support for preservation and investment. The process involves building partnerships that educate residents and visitors about the region, protect its natural and cultural heritage, and enhance the economy through business investment, job expansion, and tourism. Its purpose is not just to preserve what is there, but to engender new possibilities.

### LEGISLATIVE HISTORY

In 1995, Senator Jeffords introduced a bill, S. 1225, the "Champlain Valley Heritage Corridor Inventory Act." Although no legislation was passed, during negotiations on the Omnibus Parks and Public Lands Management Act of 1996, the executive branch made a commitment to the committee Chairman, Senator Frank Murkowski (R-Alaska) to support Senator Jeffords's initiative. The administration agreed to have the National Park Service fund a study of the Champlain Valley. At the end of Fiscal Year 1997 the National Park Service made funds available for administration of the study, and the Boston Support Office initiated the project.

### THE STUDY APPROACH

The National Park Service has not adopted formal guidelines for evaluating the potential of an area such as the Champlain Valley for national heritage designation.

In the absence of such guidelines, the Champlain Valley project addressed four key questions that arise in considering legislative proposals for heritage designation and National Park Service involvement:

- ▶ What are the distinctive stories this region has to tell?
- ▶ What are the primary resources that reflect these stories?
- ▶ How are these resources currently being protected?
- ▶ How might the National Park Service help preserve and interpret these resources?

To answer these questions the team took the following five steps:

**1. Understanding the Champlain Valley:** The team contracted with a planning consultant to compile a database of information on the Champlain Valley and to create a working base map. The database included a listing of National Register properties, National Historic Landmarks, National Natural Landmarks, and numerous other data layers (water features, trails, political boundaries, population, etc.).

**2. Identifying the Distinctive Stories:** The team hosted a workshop, convening 40 subject matter experts, resource specialists, and local advisors to identify the most important stories to be told in the Champlain Valley. The workshop participants identified three interpretive themes that are cohesive and pervasive throughout the valley and distinctive from other areas of the U.S.

**3. Comparing the Champlain Valley with other Heritage Corridors:** The team compared the Champlain Valley study area with other heritage corridors for two reasons: 1) to examine possible models, and 2) to determine if the three interpretive themes and/or the opportunities for public enjoyment in the Champlain Valley were redundant with other heritage corridors. The results showed that the character, quantity, combination of resources, and opportunities for public enjoyment in the Champlain Valley differ greatly from the areas used in the comparison.

**4. Preserving and Interpreting Resources:** With assistance from subject matter experts and local advisors, the team developed four heritage preservation options that range from no additional federal involvement to federal designation of a heritage corridor. Based on reconnaissance activities, the team determined that federal designation of the Champlain Valley as a unit of the national park system, such as a national park, or a national recreation area, was neither suitable nor feasible. Therefore, the maximum level of federal involvement outlined in this report is the federal designation of a heritage corridor.

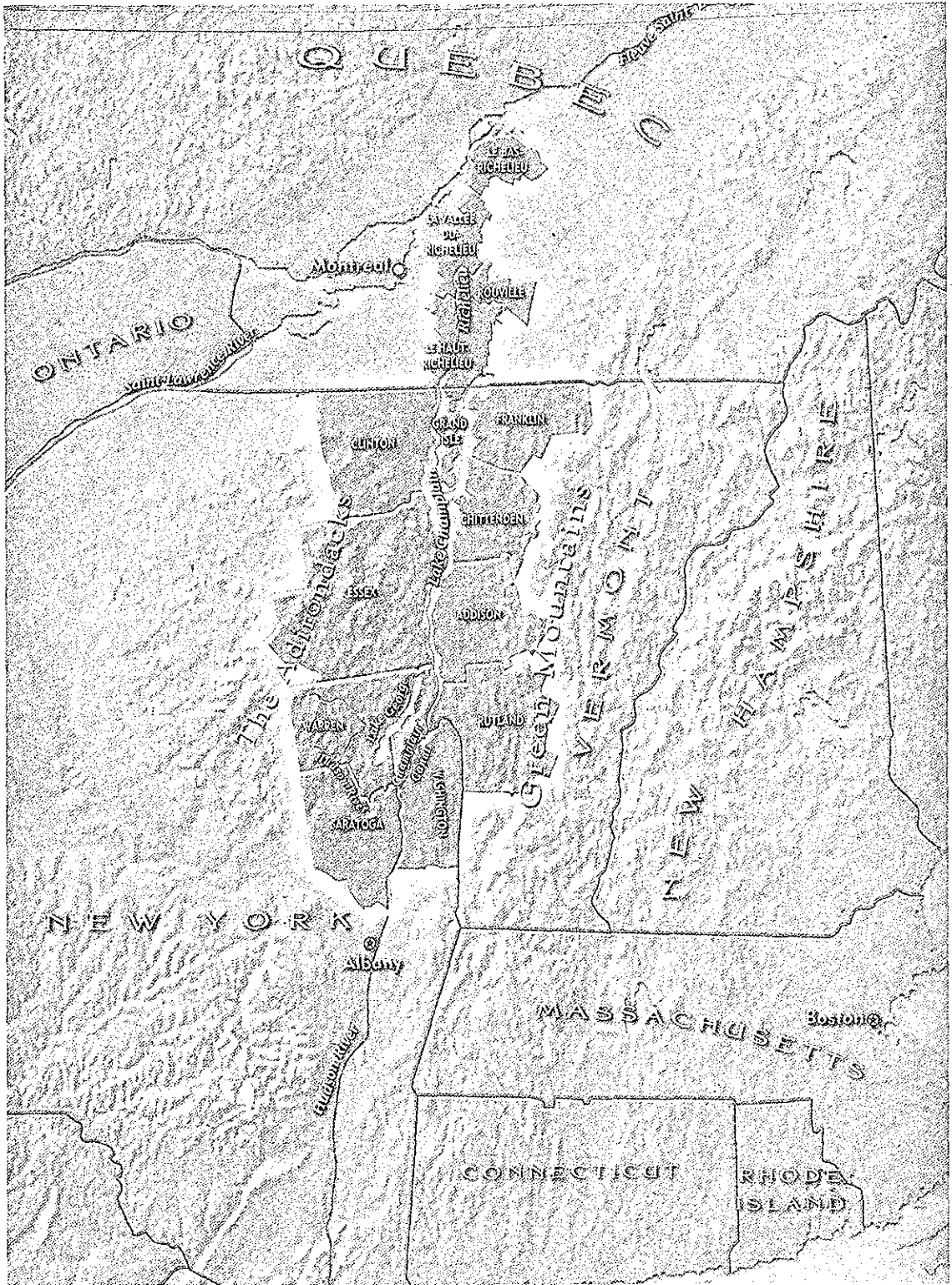
The team also developed two options in addition to federal designation of a heritage corridor: a provincial/state heritage corridor, and a quadricentennial commemoration.

**5. Considering the National Park Service Role:** The team addressed the feasibility of each heritage preservation option by examining precedents and by discussing the potential consequences of each option. For the federally-designated heritage corridor option, the team evaluated the eligibility of resources based on the national heritage corridor criteria set out in Section 105 (c) of H.R. 1301, dated March 22, 1995, which are considered interim until formal criteria can be finalized.

## THE STUDY AREA

The extent of the so-called "Champlain Valley" is open to question. For example, it may be defined legitimately as encompassing the towns that abut the historic waterway, the drainage basin of the lake, the valley floor, and even the full extent of glacial Lake Vermont. For the purposes of this project, however, the team restricted the study area to the counties in New York and Vermont where the majority of resources embodying the major interpretive theme "Making of Nations" are located. Resources in five counties in New York are included (Clinton, Essex, Warren, Saratoga, and Washington) and in five counties in Vermont (Grand Isle, Franklin, Chittenden, Addison, and Rutland). The distribution of the resources reflects their organic relationship to the waterway that connects them. The waterway—composed of the upper Hudson River, Lake Champlain, Lake George, and the Champlain Canal—forms the spine of the study area.

During the course of the study, the team discovered that there are thematically related resources in the Richelieu Valley in Quebec. These related resources, located in four Regional Municipal Counties or MRCs (Municipalités régionales de comté)—Le Bas-Richelieu, La Vallée-du-Richelieu, Rouville, and Le Haut-Richelieu—are described in the study. Although the team discussed the north of the



STUDY AREA

**It is important to note that the study area chosen by the team should not be considered a recommended "boundary" for any of the heritage preservation options described later in the report.**

border resources with parties in Quebec, the area of study for any potential designation is confined to the United States, and no commitments are assumed on behalf of any parties in Quebec or Canada. Clearly, neither the United States Congress nor the National Park Service can determine policy in Quebec.

The team considered using the Lake Champlain Basin watershed as the study area, but found that it extends too far into the Adirondacks and the Green Mountains, reaching beyond the thematically related resources. On the other hand, the basin did not extend far enough north or south to cover key resources that express the continuity of the historic waterway.

The team chose to delineate the study area by county, rather than by municipality, because the county is a strong governmental unit in New York. Although this is not the case in Vermont, its counties do retain political functions. For consistency, counties are used to delineate the study area in both states, and MRCs are delineated in discussions of resources within Quebec.

It is important to note that the study area chosen by the team should not be considered a recommended "boundary" for any of the heritage preservation options described later in the report. The actual "boundary" (if any) of a heritage corridor or other option, would be determined during the legislative process, should legislation be pursued.

### **THE CHAMPLAIN VALLEY**

Anyone taking even a brief glance at a map of the northeastern United States is sure to be struck by the distinctive, irregular form of Lake Champlain, with Lake George hanging from it like a jeweled pendant. If this person knew nothing at all of history, he or she might still suspect that this elongated body of water, extended by man-made improvements to link two of the great river systems of eastern North America, has figured prominently in the history of the nations that border it.

The historical record would amply justify this intuitive surmise, as these waterways have always had a profound impact on the people who lived along them. Lake

Champlain lay at the center of the creation myth of the Abenaki, who occupied much of the region at the time Europeans arrived. Later, events which took place on and near the lake were critical in the formation of two modern nations. Russell Bellico, the latest in a long line of historians who have described the conflicts, summarizes these events by saying that Samuel de Champlain encountered: "a route that would probably be the most contested waterway in North America during the wars that would span the 17th, the 18th, and the early 19th centuries."

Although it is the sixth-largest freshwater lake in the United States, the 120 mile-long Champlain is not the same order of magnitude as the Great Lakes. Nevertheless, it is large enough to contain some striking paradoxes. Often restful amid stunningly beautiful surroundings, it can turn suddenly stormy and dangerous. Similarly, this lake, famed for its pastoral charm, has been the scene of a multitude of dark and bloody episodes. Later, the exceptional beauty of the lake, so appealing to travelers and writers, coexisted with the industrial character of the waterfronts in places like Crown Point and Port Henry, New York. People who worked in these industries endured a harsh existence in order to establish themselves and their descendants in a new land.

### **Natural History and Resources**

*This section is summarized from "Champlain Valley Heritage Corridor Inventory," prepared by Associates in Rural Development.*

The study area extends across three ecoregions (large areas of similar geography and vegetation).

- ▮ Great Lakes Ecoregion—Lake Champlain and the Richelieu River and their valleys;
- ▮ Northern Appalachian/Boreal Forest Ecoregion—Adirondacks and Green Mountains;
- ▮ Lower New England/Northern Piedmont—southwest corner of Vermont, including the Taconic Mountains, and the Hudson River Valley.

### Vegetative Communities

With the exception of high elevation areas in the Adirondacks and the Green Mountains, the study area lies within the "transition forest" between the coniferous woodlands of the boreal forests to the north and the mixed deciduous forests to the south. This transition forest contains species that are characteristic of each of the adjacent forest types. Species composition varies with altitude, slope, aspect, moisture, and soil type. Almost no virgin forest remains, and the current species composition undoubtedly differs from the mix that existed prior to widespread cutting in the 1700s and 1800s.

Characteristic canopy species of the transition forest are yellow birch, American beech, and sugar maple, with an understory of service berry, hobblebush, eastern hemlock, hop hornbeam, and striped maple. Lichens, mosses, ferns, mushrooms, and maple and hemlock seedlings abound on the forest floor. In the Champlain Valley, red and white oak are common, along with hickories and white pine. White cedar is characteristic of the calcareous soils of the Champlain islands and along the shoreline of the lake. Red spruce, balsam fir, and white birch characterize the upper flanks of the Adirondacks and the Green Mountains. Alpine tundra vegetation is found on a few of the highest peaks.

The low elevation (practically sea level) of the Champlain Valley relative to the surrounding hills and mountains makes it relatively warm with a longer growing season. The lake itself has a modifying effect on the climate, giving off stored summer heat, which keeps adjacent areas warm and frost-free late into the fall. For this reason, species that are usually associated with more southern latitudes, such as hickory and oaks, flourish near the lake.

The National Park Service has designated eight National Natural Landmarks in the study area. (See Appendix C for listing.)

### Fauna

There are approximately 500 vertebrate species in the Lake Champlain Basin. Squirrels and chipmunks are typical seed gatherers (gray squirrels in the deciduous portions and

red squirrels in the coniferous portions) in the transition forest. White-tailed deer are the most common leaf consumer. Moose and beaver populations are expanding as forest cover returns to the region. Porcupine, raccoon, skunk, and red fox are common, and the coyote population is increasing. Other predators are black bear, fisher, and bobcat.

Grosbeaks, finches, buntings, towhees, siskins, juncos, and sparrows are important avian seed consumers. Cedar waxwings and ruffed grouse feed on fruits and buds. Kinglets, chickadees, warblers, nuthatches, and woodpeckers feed on insects. Broadwinged and redtailed hawks are common avian predators, as are barred and great horned owls. The population of wild turkey is increasing. Common waterfowl include mallard ducks, mergansers, Canada and snow geese, cormorants, Great Blue Heron, and several species of gulls and terns. The valley is part of the Atlantic flyway—a migratory corridor for waterfowl and other wetland birds. Hawks and other raptors avail themselves of favorable wind patterns in the valley, particularly during the fall migration.

Species associated with the Richelieu River and its wetlands include the endemic fish: the copper redhorse and freshwater drum; northern pike, largemouth bass, and bowfin; eel; the mud puppy; the map and spiny softshell turtles; the least bittern, black tern, mallard, blue-winged teal, osprey; mink and coyotes.

Eight species found within the study area are on the federal list of threatened or endangered species.

### Aquatic Life

Lake Champlain hosts a diverse community of organisms whose main components are phytoplankton, zooplankton, forage fish, and predatory fish. The lake trout and other stocked salmonids and walleye are the dominant predatory species. Population levels shift in response to shifts in nutrient inputs and other abiotic and biotic conditions. Sea lamprey are a significant cause of lake trout mortality, and control efforts have been ongoing for a number of years. Rainbow smelt are the primary forage fish, along with sculpin, cisco, yellow perch, white perch, and bluegill.



Walleye populations have been declining over many years. Other important game fish are largemouth bass, northern pike, rainbow trout, and brown trout.

### Water Quality

Water quality within Lake Champlain varies significantly from section to section and from season to season. Primary water quality threats for the lake are excessive nutrients (primarily phosphorus), nuisance aquatic species, pathogens, and localized heavy concentrations of toxic substances.

The nutrient phosphorus poses the greatest threat to clear, nuisance-free water in the lake. High concentrations of phosphorus cause excessive growth of algae and other aquatic plants, particularly the non-natives, Eurasian milfoil and water chestnut. Algae blooms and proliferation of non-native species adversely affect fish and wildlife habitat, diminish scenic views, reduce recreational appeal, impair drinking water supplies, and, as a result, tend to reduce the attractiveness and value of shoreline properties.

Exotic aquatic species such as Eurasian milfoil, water chestnut, sea lamprey, and zebra mussels have had significant ecological and economic effects on Lake Champlain. Both Eurasian milfoil and water chestnut can form dense mats, which choke out beneficial native species and preclude recreational activities in bays and along the shoreline. Zebra mussels, which entered Lake Champlain in 1993, have now been found in many sections of the lake, colonizing any hard surface in its shallower portions. Not only are these exotic colonies a problem for boat owners and those who withdraw drinking water directly from the lake, but they are also an immediate and serious threat to the continued identification and scholarship of underwater cultural resources.

Pathogens, including bacteria, viruses, and other micro-organisms enter the lake mainly from human and animal waste. Sources include faulty septic systems, municipal sewer overflows, discharges from boat holding tanks, agricultural run-off, and urban and suburban run-off. Pathogens in the water have periodically caused localized public beach closings.

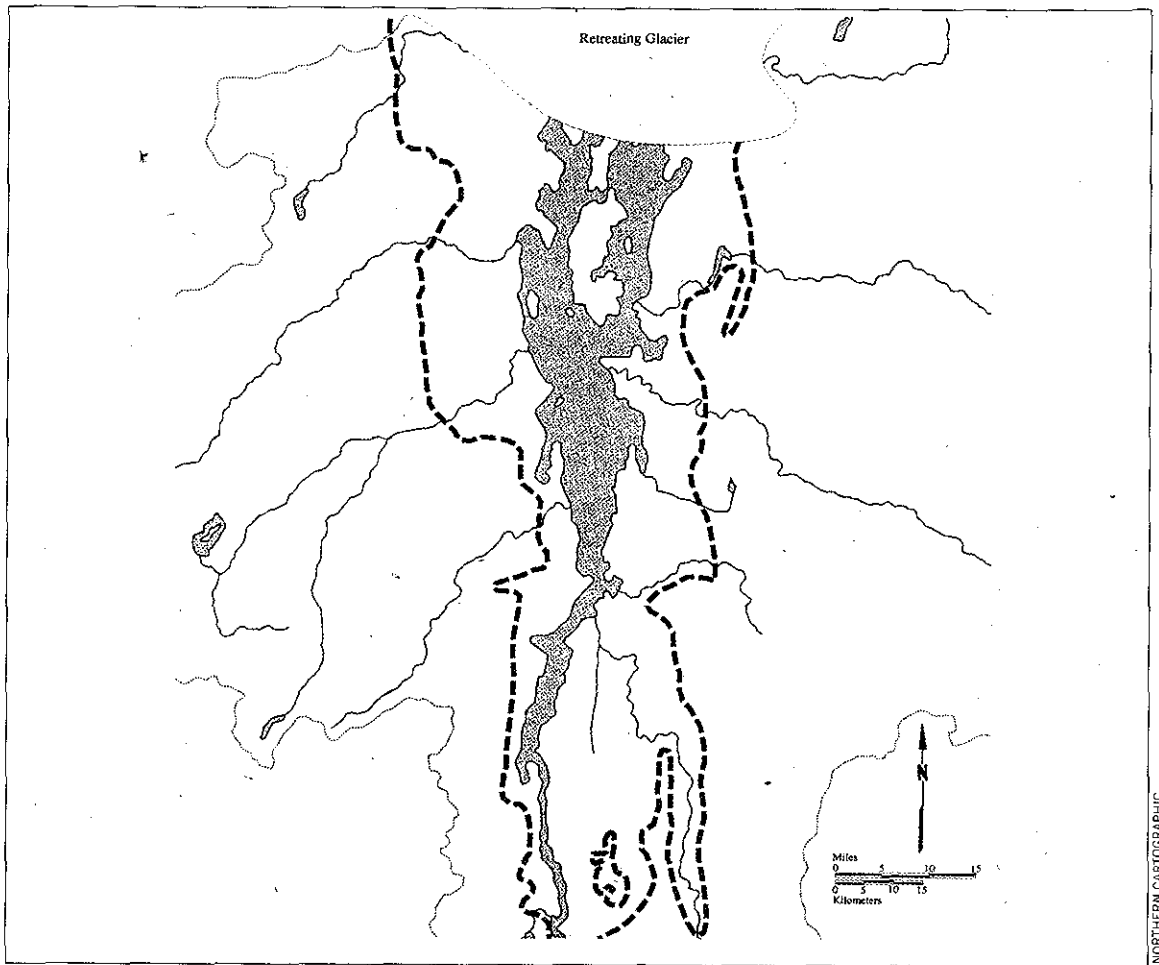
Levels of toxic substances are generally low in Lake Champlain compared with bodies of water in more industrialized areas such as the Great Lakes. However, polychlorinated biphenyls (PCBs) and mercury are a primary concern, and arsenic, cadmium, chromium, dioxins/furans, lead, nickel, polynuclear aromatic hydrocarbons (PAHs), silver, and zinc are a secondary concern because they are found in the lake's water, sediment, and/or biota at levels that are a potential threat to human health, wildlife, or aquatic biota. Both Vermont and New York have issued health advisories regarding consumption of fish species with elevated levels of mercury and PCBs. Remediation efforts are now focused on three sites where high concentrations of heavy metals and other toxic substances have been identified: Inner Burlington Harbor, Cumberland Bay, and Outer Malletts Bay.

Water quality within the Richelieu River ranges from nearly pristine where it exits Lake Champlain to severely compromised near its confluence with the St. Lawrence.

### Geology: Shaping the Land that Shaped the Culture

In the story of its origins, Lake Champlain presents another of its many paradoxes: the lake as we see it today is the product of both very ancient and very recent geological processes. The bedrock of the present Adirondacks, though repeatedly metamorphosed, is the remnant of once towering mountains raised in Precambrian times well over a billion years ago. About 450 million years ago another episode of mountain building formed the Green Mountains as part of the Appalachian chain. Between these cataclysmic events a rift occurred approximately along the axis of Lake Champlain. The common perception of the lake as sheltered or threatened by the looming mountain ranges, depending on mood, thus has a basis in geological fact.

The present distinctive form of Lakes Champlain and George was shaped in recent (Pleistocene) times by glacial action. Beginning about two-and-one-half million years ago, a series of glaciers scoured the softer rocks lying between the two mountainous zones. The most recent glacier extended southward to the latitude of New York City, covering New



*Glacial Lake Vermont*

England and greatly altering the coastline because so much of the earth's water was captured in the ice sheet.

As the last glacier began to recede, it set in motion a series of catastrophic changes in the Lake Champlain area, extraordinary because they occurred in such a brief time, geologically speaking. Sediments released by the glacier blocked the southern outlet of the lake, while the glacier itself impeded drainage to the north. The result was the formation of a cold freshwater lake, known as glacial Lake Vermont. Far larger than today's lake, it lapped against the foothills of the Adirondack and Green Mountains. The seventy or so present-day islands in Lake Champlain were covered by water, but what are now isolated hills were once islands in this glacial sea. Meanwhile, the ice mass

created Lake George almost capriciously by gouging out and then blocking a former river valley.

Lake Vermont was itself a temporary, unstable feature, constantly changing in size; but a more dramatic upheaval was in store. The immense weight of an ice mass a mile thick had depressed land in the Champlain Valley. As the glacier continued to retreat, it opened a connection with the ocean, now rising as a result of glacial melting. Salt water poured into the St. Lawrence Valley, covering most of Lake Champlain as well. This immense but shallow saltwater bay, known as the Champlain Sea, formed about 13,000 years ago, as evidenced by the discovery of oceanic fossils in present-day pastures.

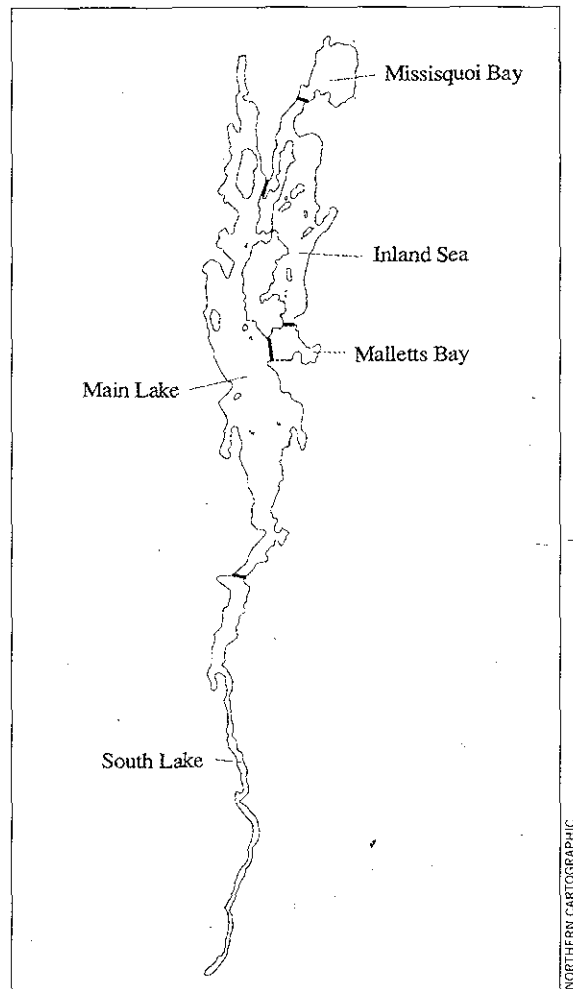
This saltwater episode, again, was transitory. Relieved of its burden of ice, the land continued to rebound. As this

happened, the Champlain Sea retreated, leaving behind the lake in approximately its present form. Sea creatures that were capable of adapting survived, while others, if they could not escape to the ocean, died out. Today the lake drains northward, but it has been calculated that only a small continuing rebound will tilt the land and change the drainage to the south. In a curious way, this geological indecision parallels the socioeconomic history of the region; it has always been uncertain whether the orientation would be to the north or south.

Early residents of the valley would have witnessed some of the startling changes in geography, which would have given them a much different sense of the lake's stability. In historic times the configuration of the lake has not changed perceptibly, so we view it as deceptively secure and permanent. In this present form, Lake Champlain is 120 miles long and covers an area of 415 square miles. The watershed, extending beyond Lake Placid and Montpelier to the summit of the Adirondack and Green Mountains, is much larger, embracing 8,234 square miles. Of this total, 56% lies in Vermont; 37% in New York; and 7%, mainly in the Missisquoi watershed, in Quebec.

As a remnant of a larger body, Lake Champlain lies on the land in diverse ways, and the various portions of the lake have a noticeably different character. The recent teachers' handbook *This Lake Alive!* divides the lake into five regions, each with distinct water quality and vegetation:

- ▮ The South Lake is the long narrow part of the lake that starts at the mouth of the Poultney River and runs north to the Champlain Bridge connecting Crown Point, New York, with Chimney Point, Vermont. Looking more like a river—relatively unspoiled and with marshy vegetation on its shores—it is very different from the rest of the lake.
- ▮ The Main Lake extends north from the Champlain Bridge until it again narrows to form the Richelieu River. This is the deepest and widest section of the lake, 12 miles across and reaching a maximum depth of 400 feet. This section contains 81% of the water in the lake. Despite the great



Five regions of Lake Champlain

depths here, the average depth of the entire lake is only 64 feet.

- ▮ Malletts Bay lies southeast of Grand Isle and is separated from the Main Lake by an abandoned railroad causeway.
- ▮ The "Inland Sea" or Northeast Arm is east of Grand Isle, extending to the mouth of Missisquoi Bay.
- ▮ Missisquoi Bay is located largely in Canada. Isolated from the northward water flow in the rest of the lake, it is shallow and warm.

## Human History and Cultural Resources

### Prehistory and History: Years of Conflict

Archeological evidence indicates that humans arrived in the valley not far behind the glaciers, living in a tundra-like environment still influenced by the nearness of the ice sheet. Thereafter, native peoples passed through the stages of development characteristic of eastern North America, so that the Woodland culture prevailed when Europeans arrived early in the 17th century. At that time the eastern side of the lake was inhabited largely by Western Abenakis, while Mohawks, members of the Iroquois Confederacy, lived across the lake, and Mahicans inhabited the southern portion of the region. There were exceptions to this pattern, but generally the lake acted as a barrier between peoples. *The Abenaki name for the lake, which translates as "the waters between," suggests that this was a long-standing situation. This division, with its resultant insecurity, may explain why the valley was not inhabited as densely as its resource potential would suggest. In some respects the lake formed the core of the Abenaki worldview, but it was not the center of their population.*

The initial European contact was catastrophic and had enduring consequences. French explorer Samuel de Champlain, coming down from his country's older settlements on the St. Lawrence, reached Lake Champlain in 1609. He gave the lake both a name and a political orientation whose effects still remain. A party of Algonquin allies from Canada was with him, seeking his aid in their age-old conflict with the Iroquois. As anticipated, the Champlain party encountered a force of Iroquois and prepared for combat. Instead of the melee style of fighting the Iroquois expected; Champlain and his men promptly opened fire with their arquebuses. Though primitive, these firearms killed several Iroquois chiefs in the first discharges.

Apparently, the common perception in the history texts is correct in stating that this encounter influenced French/Iroquois relations for the next century and a half. As a result of the incident, the Iroquois adjusted their style of fighting and remained generally hostile or suspicious of the French, although there were long intervals of peace.



SAMUEL DE CHAMPLAIN

When the Europeans arrived, Native Americans attempted to absorb the Europeans into the complex existing diplomatic structure while preserving their own autonomy and culture. However, their growing reliance on European trade goods, especially guns, threatened the independence of all native groups. Increasingly far-ranging hostilities occurred as Native Americans battled to acquire the furs Europeans demanded. During much of the 17th century the Iroquois warred against the French directly, but perhaps more importantly, they warred against the western Indians who supported the French fur trade.

In a striking coincidence, Henry Hudson, exploring on behalf of the Dutch, reached the river named for him in the same year Champlain entered the lake that bears his name. The Dutch soon set up a post at what is now Albany and began competing in the fur trade. Since they were less interested in converting the Iroquois or seizing their lands, the Dutch generally maintained good relations with the powerful federation. For reasons largely related to this trade, the Mohawks crushed and dispersed the Mahicans in a conflict ending in 1628.

**By the period 1690-1780, a Lake Champlain campaign was usually the main element in strategical planning for attacks, feints, and full-scale invasions in either direction.**

To protect their settlements against the Iroquois animosity, Louis XIV sent the Carignan-Salières regiment to build a series of forts extending down the Richelieu Valley to Lake Champlain. In 1665, they rebuilt Fort Richelieu on the site of present Sorel and constructed wooden Fort Chambly in the same year. A year later they built Fort Ste. Anne on Isle La Motte, the first European outpost on Lake Champlain. During intervals of peace, French missionaries gained influence among the Iroquois, causing a split within the tribes, especially the Mohawks. Some Iroquois converted to Catholicism and even relocated to the vicinity of Montreal to live under French protection.

The French campaign of fortification, though intended as preparation for war against the Mohawks, coincided with the British takeover of New Netherland. The victorious British, although they competed in the fur trade, did not at first attempt to expand beyond the Dutch settlements. Through most of the remainder of the 17th century the French battled with the Iroquois, not directly against the English, though increasingly they began to blame the British for inciting the natives. The reverse was also true, as the Abenakis, while pursuing their policy of blocking English expansion, generally were allies of the French.

The military importance of the Champlain corridor is an expression and a consequence of the most fundamental aspects of colonial history. When Great Britain and France transferred their longstanding rivalry to North America, their territorial advances were divergent and incompatible. The French entered the St. Lawrence, which, by leading to the Great Lakes, opened the center of the continent. In contrast, the British colonists (who became far more numerous) advanced slowly inland from a long seaboard frontier on the Atlantic. The Champlain corridor did not so much block either power as offer a convenient and inevitable path of attack when war broke out. As summarized in the recently published encyclopedia, *Colonial Wars of North America, 1512-1763*: "By the period 1690-1780, a Lake Champlain campaign was usually the main element in strategical planning for attacks, feints, and full-scale invasions in either direction." During this era warfare seemed so frequent as

to be almost the norm, with periods of peace little more than intervals of recuperation and preparation.

In 1689 a series of four wars between the two European nations began; Lake Champlain became one of the prominent theaters of action in North America. Although only the last of these wars (1754-63) is commonly called the French and Indian War, all pitted the British against the French and their Native American allies. The British, however, had their own native supporters, predominantly among the Iroquois, so the name of the wars would apply equally well in reverse. These conflicts were really European wars. Their primary objective was territorial gains in Europe and the West Indies; North America was a secondary concern. During the first three wars, distance and the resultant difficulty of projecting their military power prevented both sides from carrying out grandiose plans to conquer the enemy heartland. With armies fighting beyond the capabilities of their supply system, the annals are filled with accounts of terrible hardship, with soldiers dying of starvation and cold. These early wars deepened animosity between the powers and intensified the process of building forts and outposts along (or across) the frontier, creating a cycle of mistrust and hostility. Most of the Iroquois remained on the British side, despite frequent disappointment with British military performance.

In these first wars the French more often took the offensive despite a smaller base of settlers in New France. The British built a small fort at Chimney Point in 1690, their first foothold on the lake, but they occupied it only briefly.



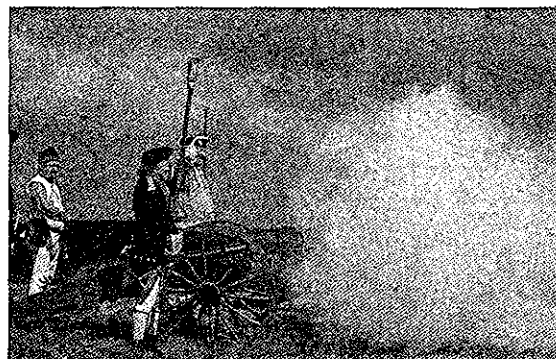
*Unsuccessful British attack on Fort Carillon, 1758*

**Warfare on Lake Champlain had been a major factor in determining which European culture would prevail over vast areas of eastern North America.**

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A treaty ending the second war in 1713 established a boundary at Split Rock (located north of present day Westport, New York), which had also been a traditional boundary between native tribes. Nevertheless, the French built a stockade fort at Chimney Point, well south of the supposed frontier, in 1731. In the same decade they began a stronger fort called Fort St. Frédéric across the lake at Crown Point. Substantial settlements arose around these military posts.

Three inconclusive wars had prepared the scene for a final showdown. It was certain that Lake Champlain would be a decisive setting for the ultimate conflict between the two rivals. Although this worldwide struggle began in Europe in 1756, hostilities had commenced two years earlier in North America. The two sides maneuvered in 1755 to close the remaining gap between them. The British built Fort Edward and, at the southern end of Lake George, Fort William Henry, while the French constructed the powerful stone Fort Carillon (present Ticonderoga). Whatever military resources the two nations brought from Europe, the British enjoyed an enormous advantage in that the population of their colonies was vastly larger than the French, providing a massive military and economic reserve. In the early years of the war the British suffered a series of disastrous and humiliating defeats until William Pitt was put in charge of the war effort. In 1758, under competent and energetic commanders, the course of the war in North America turned in favor of the British. The one conspicuous exception was the Champlain Valley theatre, where the British botched an attempt to take Fort Carillon. A shipbuilding race began on the lakes, and in the campaigns of 1759 and 1760 naval power helped the British methodically tighten the noose around New France. This systematic campaign, conducted with efficiency and spirit, forms one of the bright pages in British military annals; just as the élan that gave them their early victories reflects credit on French arms. With the conquest of Montreal in 1760 and its confirmation in the treaty of 1763, French rule in Canada came to an end. Warfare on Lake Champlain had been a major factor in determining which European culture would prevail over vast areas of eastern North America.



*Modern interpreters in Revolutionary War costume demonstrate military activities at Saratoga National Historical Park.*

For the first time in recorded history—and probably for ages before that—artificial boundaries that did not relate to physical features were erased, and the entire waterway from the St. Lawrence River to New York harbor came under a single control. In this brief interval of peace after long years of danger and uncertainty, settlers poured into the Champlain Valley. Deprived of French support, the Abenakis could no longer stem the rush of settlement. Although they did not formally transfer most of their territory, they became marginalized in their former homeland. Vermont, attracting land-hungry New Englanders, received the heaviest influx of white settlers, while entrepreneurs such as William Gilliland established communities on the New York side of Lake Champlain.

The interlude of calm lasted only 15 years, for in 1775 the dispute between the American colonies and the royal government burst into armed conflict. Once again, the Champlain waterway was critical in determining the outcome. A small rebel force captured Fort Ticonderoga in May 1775, more than a year before the Declaration of Independence was adopted. The Continental Congress approved an invasion of Canada, believing that many inhabitants were eager to join the revolt against British authority. Colonial forces cleared the Richelieu Valley after a 45-day siege of Fort St. Jean and took Montreal but were repelled at Quebec.

In 1776 the disintegrating American army, demoralized and wracked with disease, stumbled out of Canada. A reinforced British army was not far behind, and now the



Americans had to go on the defensive. Benedict Arnold hastily constructed a fleet to oppose the British on Lake Champlain. What may have been the first American navy was overpowered at Valcour Bay, but Arnold had succeeded in delaying the British until late in the season, when it was no longer feasible to continue the attack. American fortification of Mount Independence, manned by a garrison that was briefly larger than all but two or three cities in British North America, further deterred the British expedition.

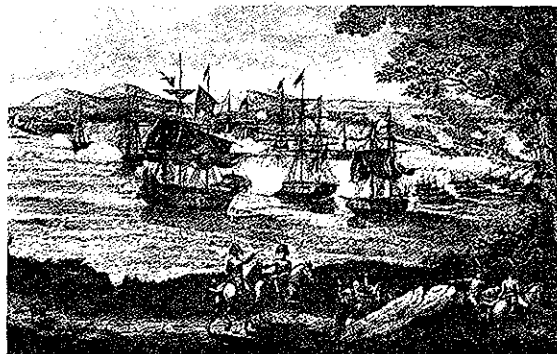
No one doubted that the British repulse in 1776 was only temporary. In the following year a resplendent army under General John Burgoyne sailed down the lake headed for Albany and an expected meeting with a force marching down the Mohawk Valley, and possibly with General William Howe from New York City. In contrast to the previous year, the Americans were poorly prepared for this onslaught. Ticonderoga fell with little resistance, a discouraging blow in view of the widespread belief in its impregnability. A fiercely fought rearguard action at Hubbardton, Vermont, saved the main American army and began to lift American morale. Later in the summer, the Mohawk Valley invasion force was turned back, and a British detachment was almost annihilated in the battle of Bennington (which actually took place in New York State). Two desperate battles at Saratoga halted Burgoyne's advance and led to the complete surrender of his army in October. This was a momentous event, for Burgoyne's unexpected defeat convinced France to enter the fray openly on the American side, thereby converting a colonial insurrection into another phase of the long struggle for supremacy. The campaign down Lake Champlain is commonly ranked among the decisive military events in world history.

This stunning victory did not bring lasting peace to the Champlain region, as raids by the British and their Native American allies continued to cause widespread destruction. In 1780 another sizable British invasion was launched, perhaps hoping to capitalize on Arnold's planned betrayal of West Point. By the end of the war incessant conflict and devastation had largely depopulated the valley, probably returning the civilian population to the level of 1763.

The 1783 treaty again partitioned the Champlain-Richelieu corridor, although the British held on to Point au Fer until 1796. Once more, peace was short-lived. Another war erupted between Great Britain and the United States in 1812. Although the causes had little to do with the Champlain region, where the war was generally unpopular, strategic considerations inevitably made it again a center of conflict. The first two years of the war were marked by inconclusive raids and bumbling invasions; but in 1814 another shipbuilding contest developed, leading to a major British invasion by land and water.

That year, Thomas Macdonough led the American fleet to victory in a desperately fought battle at Plattsburgh Bay. A powerful British army, perhaps mindful of Burgoyne's fate, decided it could not continue without naval support and turned back to Canada. This battle, coming at a time when the British finally seemed to have triumphed in their exhausting wars against Napoleon, helped persuade them to make peace with the United States.

This was the last time the fate of nations was decided in the Champlain Valley, although military activity in the region was not quite at an end. Soon after peace was restored in 1815, the United States began building a fort on the border north of Rouses Point, hoping that it would protect once and for all against invasion from Canada. A subsequent survey showed that the fort was actually located on Canadian soil, earning the structure the dubious nickname of Fort Blunder. A boundary adjustment allowed work to resume in the 1840s, but by the time the fort was



*Battle of Plattsburgh Bay, 1814*

**By the end of the early settlement period (1820s), industrial activity had begun to appear along the lakeshores, with iron mining and processing, textiles, and the lumber industry leading the way.**

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completed it had, like all masonry fortifications, been rendered obsolete by improved armament even if there had been a military need for it. War returned unexpectedly to the region in 1864 in the random and disconnected form of a raid on St. Albans, Vermont, by a force of Confederate irregulars operating from Canada.

Incidents in the Canadian rebellions of 1837 and 1838 occurred in the Richelieu Valley, and even after the American Civil War there was danger of raids into Canada by Fenians and other agitators. Important American military installations flourished in the region into recent times. However, the year 1815 marked the actual end of more than two centuries of conflict and nation building in the Champlain Valley and allowed the beleaguered residents of the region to turn at last to peaceful pursuits.

### **The Peopling of the Champlain Valley in Historic Times**

*This section is adapted from papers by Susan Ouelette and Anne Ruzow Holland.*

Colonial European settlement in the Champlain Valley proceeded from both ends of Lake Champlain. French lumberjacks and fur trappers explored the upper reaches of the lake on both the east and west sides. Many of these people created seasonal living sites within the basin where they spent two or three seasons of the year, usually retreating in the worst of the winter to Native American villages, or even as far north as Montreal.



New England Yankee settlers, pressed by shrinking land resources in the older regions of Massachusetts and Connecticut, came to settle in the valley. They tended to take up land on the southern and eastern shores of the lake. Most New Englanders saw the region for the first time while on military duty and returned to settle the fertile lowlands. While some lakeshore Vermont towns formed as early as 1760, a significant population of New Englanders did not develop until the close of the American Revolution. This is especially true of the western side of the lake which benefited from the "spill-over" of Yankees from the Vermont side, becoming the site of developing port towns and then inland settlements, mainly after 1790.

Quakers who emigrated from Dutchess County, New York, established agricultural communities prior to 1800 in both New York and Vermont. They occupied the most arable farmland in Peru and Ausable, New York. This colony grew to accommodate other Quakers, who perhaps were fleeing discrimination. Doctrinal disputes among the Quakers in 1828 led to the deterioration of ties that held the communities together.

By the end of the early settlement period (1820s), industrial activity had begun to appear along the lakeshores, with iron mining and processing, textiles, and the lumber industry leading the way. Although Vermont was a small state, it began to be fractured along economic lines, as sections became oriented toward different outlets. Quebec offered a strong market for lumber and iron shipments from western Vermont. Prompted by memories of how vulnerable the area had been during the recent war with England, fear that this trade would grow provided the incentive for building the Champlain Canal. Completed in 1823, the canal linked the Champlain waterway to New York harbor via Albany; it also connected by way of the Erie Canal with the Great Lakes. Later construction of the Chambly Canal in Canada could not reverse the prevailing southward flow of commerce.

Due in part to the Champlain Canal, Crown Point, Port Henry, and other centers in New York eventually displaced Vermont as the leader in the iron industry around Lake Champlain. Much of this transfer was direct and personal;

the Penfield family, for example, had been prominent in Vermont and crossed the lake to build ironworks on the New York side. The importance of Vermont iron manufacture declined rapidly in the 1850s, but iron manufacture on the west side persisted well into the 20th century.

The new industrial concerns created a need for more hands than the relatively sparse farming communities could supply. Stimulated by this opportunity for work, French Canadian and Irish immigrants began to arrive in greater numbers; these populations would continue to increase for the remainder of the 19th century.

By the turn of the 19th century, French Canadian and Acadian refugees lived in well-established, though tiny, settlements on the northwestern edge of the valley. Many of the first wave worked small subsistence farms, supplementing their income by making charcoal and potash, and laboring in the seasonal logging camps. Most lived on or near the lands distributed to French Canadian and Acadian veterans who had served in the Continental Army. The surge of arrivals in the 1830s bypassed these settlements and clustered in developing urban centers like Plattsburgh and Burlington. Pushed off the land by an agricultural crisis developing among habitant farm communities of the lower Richelieu Valley and Saint Lawrence Valley, they were desperately poor when they arrived and had to depend on wage labor to support themselves.

Drawn to the mills, manufactories, and lumberyards, these new immigrants worked for very low wages, which forced them to live in factory housing. The primacy of low-wage laboring jobs and the decline of an artisan-based barter economy reduced French Canadian opportunity for upward mobility as the 19th century progressed. By mid-century, French Canadian ethnicity became synonymous with the lowest social and economic status. Set apart by their low income, as well as their cultural and linguistic differences, French Canadians clustered in ethnically distinct neighborhoods near the factories where they worked in Plattsburgh and Burlington, as well as in other industrial towns.

The Irish arrived close behind the French Canadians and fared little better at the outset. They also joined the

growing ranks of wage laborers in the valley and, like their French Canadian counterparts, tended to live in ethnic clusters. The higher percentage of single young people in the group made the Irish more likely to work in the homes of Yankees as servants. Perhaps because of this and also the absence of a linguistic barrier, the Irish seem to have assimilated somewhat faster into the dominant Yankee culture, although this change did not become evident until the end of the 19th century.

Within immigrant communities, the presence of two ethnic groups created deeper tensions among already marginalized people. Although both groups shared the same religious affiliation and were excluded for the most part from opportunities for upward mobility, they did not develop common cause. Instead, French Canadians and Irish immigrants regarded each other as competition for jobs. Tension between the two groups was so great that they could not even worship together.

In communities such as Plattsburgh, Black Brook and Keeseville, New York, as well as Winooski and Burlington, Vermont, each group settled in different neighborhoods and constructed their own churches, although the number of congregants might not have justified two buildings. In Keeseville, each Catholic church is situated on a hill overlooking the Ausable Valley. Not only were congregants segregated in their worship, but they were discouraged from social interaction in courtship. It was not until the last half of the 20th century that the churches merged to share a priest and a rectory. This was also true in Plattsburgh, where the community supported two parochial schools until the 1980s, when economics forced the schools to merge.

Moriah and Lyon Mountain were company towns, their occupants tenants of the Republic Steel Company. Lyon Mountain is notable for its simple, utilitarian architecture in a spectacular setting. The towering piles of mine tailings in the backyards eclipse the scenery and bear witness to the domination of the work place over the home. These towns were influenced by the importation of Lithuanians and Ukrainians among others to work in the mines. The Peru Iron Company imported Swedes to operate the forges, and the community of New Sweden was formed. Throughout the region we find New

Russias, New Swedens, etc., which represent migrations of people who brought their culture to a new land.

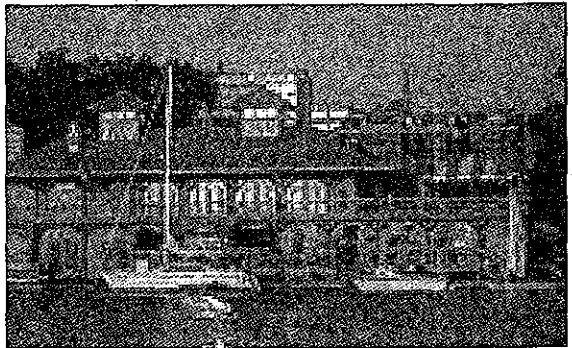
Throughout the 19th and into the 20th century, Yankee populations of the valley viewed the immigrant laboring groups with deep distrust. In the tradition of American middle-class reformers, they launched campaigns to educate, Americanize, and even convert these "foreigners" to Protestantism. Outnumbered, Yankees resolved to impose their cultural imperatives on the immigrants through their considerable economic power.

Current population trends and distribution show the effects of post-industrialization and the final departure of a large-scale military presence. The population of Burlington and its suburbs has continued to grow in an economy based on education, health care, and technology; while the population of Essex County, formerly dependent on extractive industries, has remained largely static throughout the 20th century.

According to a 1998 survey, there were 723,700 people living in the study area, and 259,500 people living in the four MRCs in Quebec. The distribution of these people is highly revealing: 290,000 people were living in Vermont's portion of the study area, which represents about 50% of the entire Vermont population. By contrast, 433,700 people were living in the New York portion, which represents only 2.2 % of the total New York population. These figures indicate the disproportionate importance of the study area to the states as a whole. This situation, summarized colloquially in the slogan that the Champlain Valley is Vermont's front yard and New York's backyard, has a profound impact on basin-wide planning initiatives. The contrast is heightened by substantial variation in governmental organization and, in the case of Quebec, linguistic and cultural differences.

The distribution of population among the counties also has an important bearing on regional planning. In New York, almost half of the population within the study area is concentrated in Saratoga County (196,200). Without Saratoga County, the population of the New York portion of the study area would be less than the Vermont portion and would comprise an even smaller proportion of New York's total. It is said that this is another reason why New York focuses less attention than Vermont on Lake Champlain.

## Recreational Resources and Potential



PAUL G. BOISVERT

*Burlington, Vermont*

Today, Lakes Champlain and George are recognized as pre-eminent recreational resources. The lakes and their shores offer a wide range of seasonal recreational opportunities: swimming, diving, boating (power, sail, canoe, kayak), sailboarding, and water skiing; fishing, birding, ice fishing, hiking, horseback riding, and biking; hunting, snowmobiling, skating, and downhill and cross-country skiing. Each year thousands of visitors enjoy access to the lakes through vacation homes, summer camps, and boats. The southern portion of Lake George is characterized by intensive development that supports the thriving tourist industry.

Access to abundant and diverse natural resources is a major reason why many residents choose to live in the valley. On Lake Champlain alone, there are 85 public boat launching areas in Vermont and 31 in New York, 27 commercial marinas in Vermont and 20 in New York, and 41 public beaches in Vermont and 27 in New York (Lake Champlain Management Conference, 1996).

Tourism focusing on Lake Champlain is a significant economic factor for the region according to the Lake Champlain Basin Opportunities for Action (Lake Champlain Management Conference, 1996). It was estimated that total tourist expenditures within the Lake Champlain Basin were \$2.2 billion in 1990, and that 40% of all tourism expenditures or \$880 million were directly related to the lake. People living within the region accounted for almost 44% (\$968 million) of these expenditures. One of the goals in the Lake Champlain Management Conference Opportunities for Action

Plan is: "to manage Lake Champlain, its shorelines and its tributaries for a diversity of recreational uses while protecting its natural and cultural resources." (See following section for description of Lake Champlain Management Conference, also referred to as "Lake Champlain Basin Program.")

## CURRENT MANAGEMENT AND PROGRAMS

### Introduction

The natural corridor of the Champlain Valley includes parts of two political entities: the State of Vermont and the State of New York. The Richelieu Valley, extending north of the Champlain Valley, lies within Quebec. Because of the importance of Lake Champlain and Lake George to the region, numerous federal, state, local, and nonprofit organizations are involved with various aspects of managing and planning for the natural, cultural, and recreational resources of the region. This section describes the roles that many key partners are currently playing in the Champlain Valley region. (See Appendix A for listing and contact information.)

Further information is available in both "The Lake Champlain Basin: Cultural Resources Planning Needs Assessment" (Argus Architecture and Preservation, Hartgen Archaeological Associates, Larson and P. Potter, 1995) and "Champlain Valley Heritage Corridor Inventory" (Associates in Rural Development, 1998).

### Nonprofit Involvement

There are roughly 100 nonprofit organizations and historical societies in the Champlain Valley and Richelieu Valley active in the areas of historic preservation, education, planning, and stewarding historic sites. There are nearly 60 nonprofits and other organizations within the study area devoted to promoting tourism and economic development. Larger national organizations such as the National Trust for Historic Preservation are active in both states. Full contact information for the following organizations is provided in the "Champlain Valley Heritage Corridor Inventory" (Associates in Rural Development, 1998).

## Major Programs that Link Historic, Cultural and Natural Resources

### Regional

#### *The Lake Champlain Management Conference (LCMC)*

LCMC, commonly known as the Lake Champlain Basin Program (LCBP), was established to coordinate the activities envisioned by the Lake Champlain Special Designation Act of 1990. The LCBP is a government-funded initiative working in partnership with numerous cooperating agencies, organizations, and individuals to develop and implement the comprehensive pollution prevention, control, and restoration plan for Lake Champlain. The program is guided by a Steering Committee that represents a broad spectrum of lake/basin interests and organizations from New York, Vermont, and Quebec, including local government and citizen representatives, scientists, and state and federal agencies. In addition, many individuals are involved in the planning process through advisory committees, and interested citizens participate through public meetings. The ultimate goal of the LCBP is to insure that the lake and its drainage basin will be protected, restored, and maintained so that future generations will enjoy its full benefits. LCBP and its cooperators have established several programs that benefit recreational, cultural, and natural resources of the region, including: the Partnership Program, Public Access Enhancement Awards, Bikeway Enhancement Awards, Cultural Heritage Technical Assistance Program, and an Underwater Survey. The 1996 Lake Champlain Management Conference Plan, "Opportunities for Action," identifies the following two goals for managing recreational development and promoting and protecting heritage resources.

- To manage Lake Champlain, its shorelines, and its tributaries for a diversity of recreational uses, while protecting its natural and cultural resources.
- To identify and preserve the irreplaceable cultural heritage resources of the Champlain Basin for the public benefit, now and for future generations, and to promote an appreciation of their value as a vital aspect of the Basin's economic and community life.

**Lake Champlain Bikeways**

Lake Champlain Bikeways, a project of the LCBP, is a public/private initiative that created, mapped, and is now expanding a network of bicycle routes on existing roads around Lake Champlain in New York, Vermont, and Quebec. The National Park Service and the States of Vermont and New York have provided funding for the project, with additional technical and financial support from LCBP and other organizations.

**Lake Champlain Byways**

Lake Champlain Byways is an effort to promote and coordinate tourism via local planning in the Lake Champlain communities of Vermont and New York. In 1992 the State of New York designated the "Champlain Trail Scenic Byway," recognizing the roadway's access to the historic, scenic, cultural, natural, and recreational qualities of Lake Champlain and the communities that line its shores. Subsequent to the designation, a corridor management planning process for the Champlain Trail has been undertaken in conjunction with the communities along the Vermont shore of Lake Champlain.

In 1997, through a Federal Highway Administration's Scenic Byway Planning Grant, three New York County Planning Offices (Clinton, Essex and Washington) and four Vermont Regional Planning Commissions (Northwest, Chittenden, Addison, and Rutland) began a joint planning project, Lake Champlain Byways, to develop strategies and partnerships for a corridor management plan. The purpose of the management plan is to promote, interpret, and protect the region's resources in balance with economic development in the region. The work to date has focused on coordinating existing activities to establish a regional identity—and developing a partnership approach to unify the valley region.

The Byways Steering Committee, which represents county planning offices, state agencies, the Adirondack North Country Association, and the Lake Champlain Basin Program, has supervised the project. This group meets every three months to coordinate efforts among the agen-

cies, serve in an advisory role to the counties for policy and program development, and provide technical assistance as required.

Each New York and Vermont county located in the lake region has established and staffed a Local Advisory Committee that is developing the local vision, goals, and objectives for the plan. Representatives of the Local Advisory Committees participate in efforts to unify the region and identify local actions to implement the plan.

The Byways project organization has allowed for:

- ▶ A forum that invites contributions from numerous and diverse interest groups to develop collaborative actions at the regional level;
- ▶ the development of a partnership approach to the management of the region's resources;
- ▶ a structure that facilitates communication between counties to unify the lake region; and,
- ▶ the Local Advisory Committee structure to implement regional actions within the framework of local jurisdictions and regulations and provide for local interpretation of the needs for the resources.

**National Park Service Rivers, Trails and Conservation Assistance Program (RTCA)**

RTCA is a national conservation assistance program that provides local community and citizen organizations with technical and planning assistance for trails, greenways, and river protection projects. Recent RTCA projects in the Lake Champlain Basin include: Lake Champlain Bikeways, Saratoga County Heritage Trails, Charlotte Community Trails, and Friends of the Canalway Trail.

**Champlain Adirondack Biosphere Reserve (CABR)**

The CABR was established in 1989 as part of the United Nations Educational, Scientific, and Cultural Organization (UNESCO) Man and the Biosphere Program. Extending over 16,000 square miles, the CABR encompasses nearly the entire Lake Champlain watershed (excluding Quebec) and the Adirondack Park. The CABR is significant because, unlike most



biosphere preserves, it includes a large human population as well as a large protected area. Goals for the biosphere reserves include biodiversity monitoring, environmental monitoring, and coordinating research and education. There has been no activity on the project since it was established.

### **New York**

Primary responsibility for the inventory and management of cultural resources within New York State falls to the New York State (NYS) Office of Parks, Recreation, and Historic Preservation (OPRHP). Other New York State agencies with jurisdiction over—or programs relevant to—managing and promoting cultural resources in the Champlain Valley are: New York State Museum, Adirondack Park Agency, and NYS Board of Historic Preservation.

#### ***NYS Canal Corporation (CC)***

The New York State Canal System is composed of four canals crossing 524 miles of upstate New York. Extending historically from Lake Erie east toward the Hudson River, the Erie Canal forms the main trunk line of the system. Three lateral canals (Oswego, Cayuga-Seneca, and Champlain) link the Erie Canal to Lake Ontario, the Finger Lakes, and Lake Champlain, respectively.

In 1992, the New York State Legislature enacted Thruway 2000 legislation that transferred responsibility for the canals from the state's Department of Transportation to the New York State Thruway Authority, renamed the canals the New York State Canal System, and established a Canal Recreationway Commission. The legislation also established the New York State Canal Corporation as a wholly owned subsidiary of the Thruway Authority whose mandate is to operate, preserve, and renew the Canal System for recreation and economic development. The Thruway 2000 legislation also called for the development of a Canal Recreationway Plan. This statewide plan, completed by the New York State Canal Recreationway Commission in the fall of 1995, recommended exploring the possibility of federal designation of the system as a national heritage corridor.

#### ***NYS Office of Parks, Recreation and Historic Preservation (OPRHP)***

OPRHP "strives to develop partnerships with organizations, government agencies, and the private sector to make preservation a catalyst for community revitalization and tourism" (NY OPRHP, 1998). Examples of services and programs provided by OPRHP through its Historic Preservation Field Services Bureau include:

- **Historic Resources Survey**—Helps communities identify historic properties and integrate them into planning and economic development efforts. Survey activity has declined with funding levels since the 1980s. Volunteers or professional surveyors outside of OPRHP usually perform locally sponsored surveys. The Building/Structure Inventory is collected and compiled on standardized forms and organized by county and municipality. New York's survey database has been maintained on maps and paper forms and automated in the State Preservation Historical Information Network (SPHINX). Because of New York's large size relative to Vermont and the wealth of cultural resources in its many urban areas, cultural resources in the New York portion of the Lake Champlain Basin have generally received somewhat less attention than those in Vermont.
- **NYS and National Register of Historic Places**—Properties listed in these registers are eligible for a variety of programs and services.
- **Certified Local Government Program**—Provides access to federal grants, legal and technical services and training.
- **Rehabilitation Investment Tax Credits Program**—Staff members assist developers and review applications for federal tax credit to owners of income-producing National Register properties undergoing rehabilitation.
- **Provides grants through the Environmental Protection Act of 1993 and the Clean Air/Clean Water Bond Act of 1996.**
- **Monitors compliance of federal and state projects to applicable laws.**

- ▷ Administers the New York State Heritage Area System (formerly known as the Urban Cultural Parks Program). Within the study area, two Heritage Areas, representing two different themes, have been designated: Whitehall (defense) and Saratoga (natural environment).
- ▷ Administers the State Historic Site Program and the Canal Parks Program.

#### ***NYS Department of Environmental Conservation (DEC)***

DEC administers public lands within the Adirondack Park as part of New York State's constitutionally protected forest preserve. Within the study area, these lands comprise several hundred thousand acres, ranging from public campgrounds to remote wilderness areas. The recreational and cultural properties within the study area administered by DEC include Wilderness Areas, Wild Forest Areas, Primitive Areas, Public Campground and Day Use Areas, and Cultural and Historic Properties. (See Appendix D for a more detailed listing of DEC's public lands.)

#### ***Empire State Development (ESD)***

ESD promotes economic development in New York State. Programs include the Main Street Grant Program, the "I Love New York Program" (<http://www.iloveny.state.ny.us>), and the Regional Economic Development Program.

#### ***NYS Department of Transportation (DOT)***

DOT administers the federal Transportation Equity Act for the 21st Century (TEA-21) Enhancements program, which funds historic preservation projects among other enhancement categories.

#### **Vermont**

Identifying and documenting Vermont's historic and prehistoric resources is primarily the responsibility of the Vermont Division of Historic Preservation (VDHP). Other Vermont state agencies with jurisdiction over—or programs relevant to—managing and promoting cultural resources in the Champlain Valley are: Vermont Agency of Natural Resources, Vermont Department of Tourism and Market-

ing, and Vermont Commission on Native American Affairs.

There are four Regional Planning Commissions (RPCs) in the Vermont portion of the study area. The RPCs coordinate state and local planning activities at the local level and provide technical and advisory services and training and information to their member communities.

#### ***Vermont Division of Historic Preservation (VDHP)***

VDHP's programs and services include:

- ▷ Vermont Downtown Program—Provides technical assistance and training to communities to encourage economic vitality of downtowns.
- ▷ Survey, Inventory and National Register—VDHP maintains the Vermont Historic Sites and Structures Inventory and the Vermont Archeological Inventory. It also nominates properties of special merit to the National Register. Non-archeological sites are inventoried in the Vermont Historic Sites and Structures Inventory and listed on the State Register of Historic Places. The inventory is organized by town and county. Archeological sites are listed in the Vermont Archeological Inventory. Vermont's survey methodology is based on National Register criteria. Over 40% of Vermont's archeological site inventory is within the Lake Champlain Basin, reflecting the importance of the Champlain Valley to Vermont's cultural resources.
- ▷ Public Education, Information, and Planning Assistance—VDHP is the clearinghouse for information on Vermont's architectural and archeological heritage, including reports, inventories, maps, and videotapes. Staff members also work with planners and municipalities to protect identified sites through local planning, zoning and public education.
- ▷ Rehabilitation Investment Tax Credits Program—Staff members assist developers and review applications for federal tax credit to owners of income-producing National Register properties undergoing rehabilitation.
- ▷ State Historic Preservation Grants—VDHP offers two 50/50 matching grant programs to repair historic structures that meet National Register criteria.

- ▷ Act 250 and Federal Project Review—VDHP must review all projects that require a state Act 250 (Vermont's comprehensive land use regulation) permit and all projects that are funded, licensed, or require a permit from federal agencies.
- ▷ Certified Local Government Program—Provides access to federal grants, legal and technical services, and training.
- ▷ State Historic Sites—VDHP owns and maintains a state-wide system of historic sites, which are open to the public.

#### ***Vermont Department of Tourism and Marketing (VDTM)***

VDTM promotes Vermont businesses and tourism, and has recently adopted a Regional Marketing Organization. Its web page, <http://www.travel-vermont.com>, highlights events and activities around the state.

#### ***Vermont Department of Forests, Parks and Recreation (VDFPR)***

VDFPR acquires and manages property for recreational and other purposes. Its watershed grants program, funded by the sale of Vermont Conservation license plates, funds projects that "identify and protect historic and cultural resources," among other categories. The web site for Vermont State Parks is [www.vtstateparks.com](http://www.vtstateparks.com).

#### ***Vermont Department of Housing and Community Affairs (VDHCA)***

VDHCA administers the Vermont Community Development Program which awards Community Improvement grants, Project Development grants, and Rural Development Action grants to municipalities.

#### ***Vermont Agency of Transportation (VAOT)***

VAOT Administers TEA-21, which includes the Transportation Enhancements Program. Enhancements fund historic preservation, rehabilitation of historic buildings, structures or facilities, scenic or historic highway programs, transportation museums, and acquisition of scenic easements and scenic or historic sites. VAOT also administers Federal Highway administration grants for historic bridge rehabilitation.

#### ***Vermont Housing and Conservation Board (VHCB)***

VHCB administers the Vermont Housing and Conservation Trust Fund, which provides funding for affordable housing, conservation and protection of historic properties and recreational and agricultural land in Vermont.

#### ***University of Vermont***

▷ Historic Preservation Program—Its mission is to stimulate awareness and appreciation of Vermont's cultural heritage and built environment. The program offers a graduate degree and continuing education courses in Historic Preservation, and maintains the Vermont Heritage Network, an information clearinghouse and web site (<http://www.uvm.edu/~vhnet>). Faculty and students provide a variety of services through the Architectural Conservation and Education Services (ACES).

▷ Vermont Tourism Data Center—The School of Natural Resources maintains a repository of tourism statistics largely focused on Vermont. Funded by the Vermont Department of Tourism and Marketing, the Center provides interpretation of data, tracks tourism performance indicators, and offers outreach and extension services, including workshops.

#### ***Quebec***

Since 1970, Canada has maintained a Canadian Inventory of Historic Buildings (CIHB), including buildings built before 1880. The Quebec Ministry of Cultural Affairs maintains a "Macro-Inventory" of cultural resources in the province that contains over 250,000 sites. A separate archeological inventory includes approximately 5,000 sites. Relevant agencies with jurisdiction in Quebec include: Ministry of Culture and Communications, and Conseil Des Monuments et Sites du Quebec.

## Federal Involvement

### United States

Saratoga National Historical Park is the only National Park Service unit located within the study area.

National Park Service GIS data for the ten-county study area includes 384 National Historic Register properties. Listed properties must "possess historic significance and integrity." Among these National Register properties are eighteen National Historic Landmarks, twelve in New York and six in Vermont. (See Appendix B for National Historic Landmarks and National Register listings.)

### Canada

Government agencies with historic and cultural resource responsibilities are: Historic Sites and Monuments Board (advisory to Minister of Canadian Heritage), Federal Ministry of Transport (shipwrecks), National Ministry of Defense (Fort St. Jean), and Parks Canada (Fort Lennox, Chambly Canal, Saint-Ours Canal, Fort Chambly).

Historic sites operated by the Canadian government in the Richelieu Valley are: Ancienne Gare de Napierville Junction, Lacolle; Bolton-Est Town Hall, Bolton-Est; Chambly Canal, Chambly; Fort Chambly National Historic Site, Chambly; Fort Lennox National Historic Site, L'Île-aux-Noix; Lacolle Blockhaus, Lacolle; Odelltown Church, Notre-Dame-du-Mont-Carmel; and the Public Building, Sutton.

## State and Regional Plans in Effect in the Study Area

### Region

#### *Opportunities for Action: An Evolving Plan for the Future of the Lake Champlain Basin*

Created by the Lake Champlain Management Conference in 1996, Opportunities for Action is a pollution prevention, control, and restoration plan for Lake Champlain, with priority actions identified. The plan addresses water quality, living natural resources, recreational and cultural resources, economics, and implementation.

#### *The Northern Forest*

An effort to understand and deal with perceived threats to the traditional land ownership patterns in the forested areas of Maine, New Hampshire, Vermont, and New York began in 1988, culminating in a series of recommendations issued by the Northern Forest Lands Council in 1994.

#### *Lake Champlain Byways Corridor Management Plan*

This plan, which is currently underway, will provide a framework for promoting, interpreting, and protecting the region's resources in balance with economic development.

### New York

Plans in effect in New York include: Adirondack Park State Land Master Plan; Adirondack Park Land Use and Development Plan; state and regional transportation plans; and municipal master plans.

### Vermont

Plans in effect in Vermont include: Comprehensive State Preservation Plan, prepared by Division for Historic Preservation; State Outdoor Recreation Plan, prepared by Vermont Department of Forests, Parks and Recreation; state and regional transportation plans; and municipal and regional plans.

### Quebec

Plans in effect in Quebec include the Valley of the Forts.

**OTHER HERITAGE CORRIDOR INITIATIVES**

Across upstate New York, four efforts are underway to establish or develop multicounty heritage corridors in areas that abut or overlap the Champlain Valley study area.

**Northern Frontier Project and Special Resource Study**

The Northern Frontier Project is a grass-roots initiative to identify the historic and cultural resources of historic Tryon County. The project aims to improve the protection and interpretation of the identified resources to help promote economic development in the region, thereby expanding and improving travel and tourism opportunities. Also, at the request of Congress, the National Park Service is now conducting a Northern Frontier Special Resource Study for an area tentatively identified as extending from Schenectady to Oswego.

**Mohawk Valley Heritage Corridor**

This corridor was established by state legislation in 1994 to protect the region's natural, historic, and recreational resources and promote its economic revitalization. Albany, Saratoga, Schenectady, Schoharie, Montgomery, Fulton, Herkimer, and Oneida counties, and the Oneida Indian Nation are included within the corridor. The Mohawk Valley Heritage Corridor Commission is a public benefit corporation and is part of a statewide network of heritage areas.

**Hudson River Valley National Heritage Area**

Congress established this national heritage area in 1996 to recognize the national importance of the history and the resources of the Hudson River Valley. The legislation authorizes the provision of federal financial and technical assistance to the State of New York and Hudson River Valley communities in preserving, protecting, and interpreting those resources. Albany, Rensselaer, Greene, Columbia, Ulster, Dutchess, Orange, Putnam, Rockland, and Westchester counties and the village of Waterford in Saratoga County fall within the boundary of the heritage area.

**The Erie Canalway**

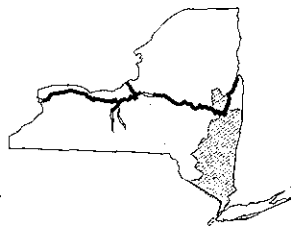
In 1995, Congress directed the National Park Service to determine whether the New York State Canal System merited federal recognition as a national heritage corridor. The National Park Service completed a Special Resource Study to evaluate the national significance of the canal system and the suitability and feasibility of including it as a unit of the national park system. The study found the canal system to be worthy of federal recognition and presented several options for long-term management of the area, which includes the Erie Canal, its three lateral canals (Oswego, Cayuga-Seneca, and Champlain), and bordering communities. Legislation to recognize the Erie Canalway was filed in the 105th Congress, and reintroduction is expected in the current Congress.



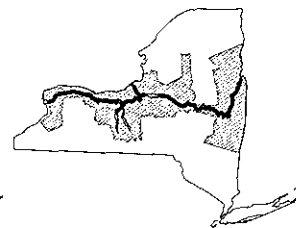
Northern Frontier Project



Mohawk Valley Heritage Corridor



Hudson River Valley National Heritage Area



The Erie Canalway

**CRITICAL ISSUES**

The issues pertaining to protection of heritage resources that have been identified for the Lake Champlain Basin (Lake Champlain Management Conference, 1996) apply to the entire Champlain Valley study area. These are:

- ▷ Need to coordinate protection and management of cultural heritage resources across all jurisdictions and all levels of government within the project area.

New York and Vermont view the Champlain Valley from differing perspectives. In Vermont, Lake Champlain is the premier tourism and recreational attraction, and interest in protecting and promoting it is correspondingly high. The state's largest city, Burlington, sits directly on the lake, and a large percentage of the state's population lives there. The Vermont portion of the study area contains about 50% of Vermont's total population. On the other hand, New York State, since it is far larger than Vermont, is less focused on the needs and opportunities in the study area. Although nearly 150,000 more people live within the New York portion of the study area (433,700) than the Vermont portion (290,000), this represents only 2.2% of New York's total population.

The distribution of population among the counties is also significant. In New York, almost half of the population within the study area is concentrated in Saratoga County (196,200). If Saratoga County were not included, the population of the New York portion of the study area would be less than the Vermont portion. This is reputed to be another reason why New York gives less attention to Lake Champlain than Vermont. Nevertheless, to successfully protect and promote cultural resources in the region, a reasonably equitable allocation of resources and political attention must be given to the area, along with a common identity that can be presented to the public. This identity should be based on consistent information and goals across the study area, even if details of local implementation vary.

- ▷ Need for greater public awareness and appreciation of the project area's cultural resources.

There is inadequate public information and appreciation of cultural resources due to insufficient surveying and documentation of resources and insufficient efforts to promote and link heritage resources have been made. However, as the concepts of ecotourism and heritage tourism gain currency, there has been a growing awareness of the potential contribution cultural resources can make to a community's quality of life.

- ▷ Need to recognize the stewardship role and concerns of private property owners, because they are custodians of the project area's cultural heritage resources. Many are concerned that state or federal designation will restrict their use of their property.

During the study process, a few people have expressed a suspicion of governmental programs and regulations (both state and federal). This point of view apparently stems from regulations associated with the Adirondack Park Agency. Such sentiments have had an inhibiting effect on past planning and coordination efforts. For example, the concept of a Champlain Adirondack Biosphere Preserve went no further than designation because of some citizens' beliefs that interference from outside would result in less local control and a deterioration of the local economy. This sentiment was echoed periodically during proceedings of the Northern Forest Lands Study and the Lake Champlain Basin Program. If many private landowners and local governments view state and federal governmental participation in the region as detrimental, the prospects for lasting state and/or federally sponsored heritage preservation and tourism initiatives are poor.

In Quebec, while there is apparent local interest in promoting the Richelieu River Valley as a cultural tourism destination ("Valley of the Forts"), there are also questions regarding the appropriate role for local organizations and the Quebec and federal governments.

▷ The economic potential of cultural heritage resources is largely unrealized. It is important to promote (market) these resources in a way that does not compromise their long-term protection.

Heritage tourism is travel directed towards experiencing the arts, heritage, and the special character of place. One of the driving forces behind efforts to establish heritage corridors, or other regional heritage marketing and promotion strategies, is to garner the economic and community development benefits of heritage tourism.

Heritage tourism is not new to the Champlain Valley. However, competition for tourist dollars is increasing and becoming more sophisticated. Of the existing tourism development in the region, approximately 60% represents heritage tourism, according to a tourism market study (MarketReach, Inc., 1996). Although this number appears quite impressive, at the fall 1997 meeting of the Lake Champlain Research Consortium, it was noted that historic sites and communities do not appear to be reaping the economic benefit of heritage tourism. Also, studies indicate that length of stays and spending patterns are perceived to be below the potential for tourism in the area. As suggested in the 1996 tourism marketing study, the reasons for this may be the lack of coordination in marketing the valley as a region and the lack of strong partnerships among tourism professionals and industry representatives. The significant history of the region knows no boundaries; it goes beyond the borders of New York, Vermont, and Quebec. Instead of reflecting this continuum, maps and tourism brochures tend to stop at the borders where other states or regions begin. The result is a piecemeal approach to marketing and promotion that has no overarching organization, identity, budget, or continuity. Such an approach misses opportunities to protect and care for critical cultural resources, and to educate locals and visitors alike about events that figured prominently in the formation of our nation.

▷ Zebra mussels are an immediate threat to submerged archeological resources.

A substantial number of cultural resources are preserved in the cold, fresh waters of Lake George. Many have great military significance, and there are numerous submerged peacetime resources that are equally important. According to Arthur B. Cohn, the Director of the Lake Champlain Maritime Museum, this collection of historic shipwrecks is believed to be the largest and best preserved in North America. It is under direct threat from a recent invasion of zebra mussels in Lake Champlain, as well as from new technologies that allow people to locate and disturb the wrecks. Zebra mussels have encapsulated underwater archeological resources. A management strategy and funding is urgently needed to preserve and protect Benedict Arnold's gunboat, discovered in 1997. Both the Lake Champlain Management Conference and the Lake Champlain Research Consortium have identified this issue.

▷ Inventories of cultural heritage resources are incomplete and inconsistent. It is impossible to protect, interpret, and promote resources that are unknown.

Levels of effort, methods, and purposes of cultural resource inventories vary across the study area; in general, funding for such work is insufficient. This is documented in detail in the Argus (1995) report. To help address this situation, the Lake Champlain Byways project is compiling a Geographic Information System-linked database that covers the historic, natural, cultural, recreational, scenic, and agricultural resources in the Byways region that are in public ownership or are owned by nonprofit organizations. When completed, the database will be available to the public.

▷ Existing cultural heritage resource inventories need to be computerized so that they can be incorporated into local and regional land use and economic development plans.



In order for any organization to promote and protect the region's resources successfully, information gathering must be complete and systematic, and the information must be stored in a uniform, user friendly, flexible format suitable for a wide variety of uses.

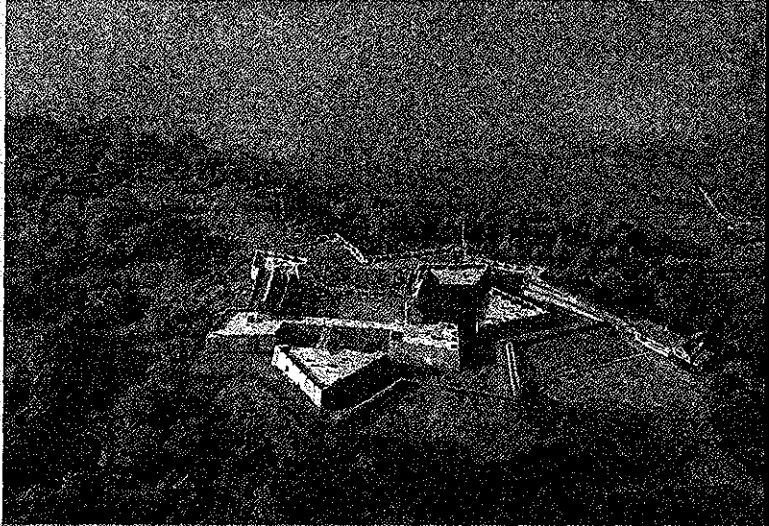
- ▶ The sheer abundance of nonprofit organizations dedicated to planning, preserving, and promoting the region's natural and cultural resources causes confusion and makes coordination among organizations difficult.

The National Park Service team identified this issue in addition to those identified by the Lake Champlain Management Conference. The abundance of nonprofit organizations (many with Lake Champlain in their name) dedicated to planning, preserving, and promoting the region's natural and cultural resources is not the only source of confusion. There are also four layers of governmental planning and administrative agencies in each state, and these agencies are not always directly comparable in structure and purpose. Canada and Quebec have their own quite different governmental structures. The systems in the

United States and Canada are largely unfamiliar to those on the other side of the border.

The profusion of organizations may be an unavoidable consequence of the size of the Champlain region and the complexity of the issues that confront it. Nevertheless, the situation confuses the ordinary citizen and widens the gap between the organized groups and the rest of the populace. It is reasonable to suppose that members of the various organizations themselves are not always clear about the role and function of their counterparts. When so many organizations are involved, coordination is difficult—a problem compounded by the long distances that have to be traveled to attend meetings.

From a planning standpoint, the profusion of existing entities militates against adding still another body, such as a heritage corridor commission that would compete in an already crowded field. However, the multiplicity of heritage preservation-related organizations and agencies also makes it difficult to give an existing organization the authority to assume leadership in planning and administering a regional heritage preservation and heritage tourism initiative.



PART TWO:  
STORIES OF THE  
CHAMPLAIN VALLEY



A gathering at the tercentenary celebration, 1909

## INTRODUCTION

To identify interpretive themes that best characterize the Champlain Valley, the National Park Service study team organized a workshop that brought together site managers, scholars, government officials, and representatives of planning agencies and tourism organizations. This gathering was held on July 16, 1998, at the Valcour Conference Center Boathouse, New York, overlooking historic Valcour Bay. The ideas formulated there were the primary source for selection of the themes.

Themes are essentially a means of categorizing cultural resources into coherent groupings. The workshop focused on defining themes that are *cohesive*, *pervasive*, and *distinctive*. That is, themes should describe a clear, easily understandable, compelling story; they should be represented in many parts of the region, rather than being centered in one or a few locations; and they should have some recognizable quality that distinguishes them from surrounding areas. For example, agriculture has long been important in the Champlain Valley, but it also has been

important nearly everywhere else. The question becomes whether there is anything special about agriculture in the region that gives it a particular, recognizable character. (At the workshop no participant took this position in a sustained way.)

Interpretive themes should be directly understandable to the average person without qualifications or specialized terminology. In other words, they should have the qualities of good storytelling. Also, they must be based on tangible resources. This means that even if an aspect of history is intrinsically interesting and important, it cannot qualify as a characteristic theme in the absence of existing cultural resources.

This definition of interpretive themes reflects one of the (interim) criteria for heritage areas proposed in Section 105 (c) of H.R. 1301. That legislation (considered in the 105th Congress, but not adopted) specified that a heritage area "shall be an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, preservation, interpretation, and continuing use. . . ." A subsequent cri-

**... workshop participants identified three themes that reflect the National Park Service (interim) criteria for heritage corridors.**

terion calls for the proposed area to "have an identifiable theme or themes, and resources important to the identified theme or themes shall retain integrity capable of supporting interpretation."

The emphasis on distinctive interpretive themes expressed by important tangible resources distinguishes this effort from an attempt to relate the entire history of a region by dividing that history into topical or educational units. There have been several attempts to formulate such a comprehensive list of themes of historic development. One, presented in the Lake Champlain Basin Cultural Resources Planning Needs Assessment in 1995, divides the history of the region into the following topics:

1. Native American
2. Exploration and Settlement
3. Transportation
4. Commerce
5. Military
6. Agriculture
7. Industry
8. Community Development and Culture
9. Government
10. Tourism and Recreation

Working within the framework described above, workshop participants identified three themes that reflect the National Park Service (interim) criteria for heritage corridors:

- 1. Making of Nations**
- 2. Corridor of Commerce**
- 3. Magnet for Tourism**

All three themes focus on the waterway and become fainter or more diluted as distance increases from the main channel. This conforms to geographical and historical reality, as the influence of the lake diminishes with distance, regardless of political boundaries. A brief description of each theme identified at the workshop follows.

Although the similarity was not intentional, these themes

approximate the "Four Lives of Lake Champlain" concept developed by the Lake Champlain Byways Project:

1. Pre-European Influence (early geologic formation of the region through the Native American)
2. Exploration, Settlement, and Military
3. Industrial and Commercial
4. Recreation and the Environmental Movement

Identifying these three most distinctive or characteristic themes does not preclude addressing a broader range of subjects and issues in later stages of heritage resource planning and development. Although these themes might be most appropriate initially for gaining public attention, additional themes relating to human activity in the Champlain Valley can be incorporated as opportunities arise in future planning. Since heritage interpretation should appeal both to visitors and residents, the themes may vary slightly, depending on the audience. For example, it might be appropriate to include agriculture as a theme in a subsequent interpretive planning effort.

### **MAKING OF NATIONS**

This theme encompasses the prehistoric and historic peopling of the region. It emphasizes the strategic importance of Lake Champlain and its connecting waterways at a time when the only practical means of moving large armies and their equipment was by water.

To a large extent this singular importance of Lake Champlain and its appendages derives from geography in concert with politics. If the St. Lawrence Valley and the Hudson Valley had not been occupied by hostile powers, the waterway might have been used for peaceful commerce, and settlement might have occurred earlier and taken a much different form. Instead, centuries of conflict and the arbitrary political boundaries that resulted have impeded the growth of a regional identity and hindered the exploitation of a continuous waterway.

As described more fully in an earlier section of this report, more than two centuries of conflict around Lake Champlain

was critical in the formation of two modern nations. The *Seven Years (or French and Indian) War* determined that British power would be paramount in eastern North America, which meant that English language, political institutions, and religion would prevail. If the outcome had been different, and the French had retained Canada, it is less likely that the British colonies would have risked seeking independence.

In the two subsequent wars, fighting in the Champlain Valley was vitally important in the winning of American independence and in preserving the results of that victory. The fact that the preservation of Canadian integrity was another outcome of these wars is often overlooked in this country. While the United States succeeded in breaking its political ties to Britain, it failed in repeated attempts to absorb Canada. Similarly, the impact of these wars on the Native American inhabitants of the region tends to be neglected. European rivalry added a new and defining dimension to long-standing conflicts among Native American tribes, while traditional culture was eroded by European contact. The end of conflict among the European powers removed much of the leverage the indigenous peoples had employed to protect their territory.

The considerations that gave Lake Champlain its exceptional strategic importance prevailed over an extended period. It was also a time of relatively slow change in military tactics and weaponry. Armies followed the same routes toward the same objectives, valued the same strongholds, and encountered similar problems maintaining themselves far from their bases. The result is a layering of history, a profound accumulation of valor and misery that was visible even as new layers were being added; soldiers digging for entrenchments, latrines, or foundations often found that the bones of their predecessors had already hallowed the ground.

As a result, the resources that express this theme are outstanding both in quantity and quality. They pervade the area and are distributed in a way that demonstrates their organic relationship with each other and the waterway that connects them. The fact that most are publicly-owned or

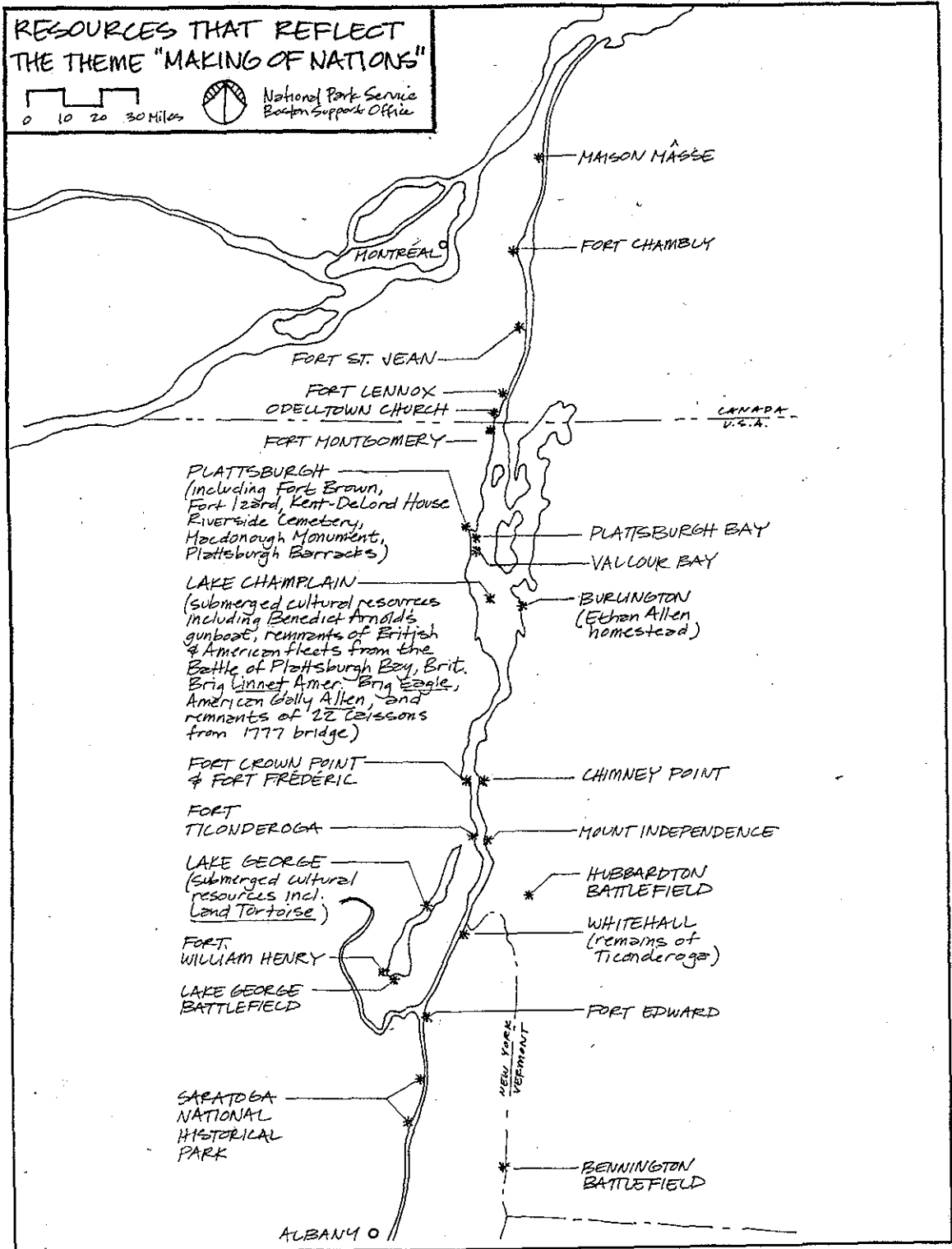
open to the public, and in many instances have been for an extended period, is an indication of their outstanding potential for interpretation. In addition, the most notable of these resources possess exceptional integrity for their category. One is a unit of the national park system, Saratoga National Historical Park. Seven have been designated as National Historic Landmarks (Fort Crown Point, Fort St. Frédéric, Fort Ticonderoga, the *Land Tortoise*, Plattsburgh Bay, Valcour Bay, and Mount Independence). Two are units of the Parks Canada system (Fort Lennox and Fort Chambly), and one is operated by the Canadian National Ministry of Defense, Fort St. Jean. The locations of these and the other resources representative of this theme were determined by geography, which emphasizes the vital strategic importance of this cultural landscape.

The following list describes only the most notable among these resources. Numerous smaller sites and museum collections, as well as locations of potential archeological resources, are not listed. In addition, a multitude of historical markers guide visitors through the intricacies of multilayered military campaigns.

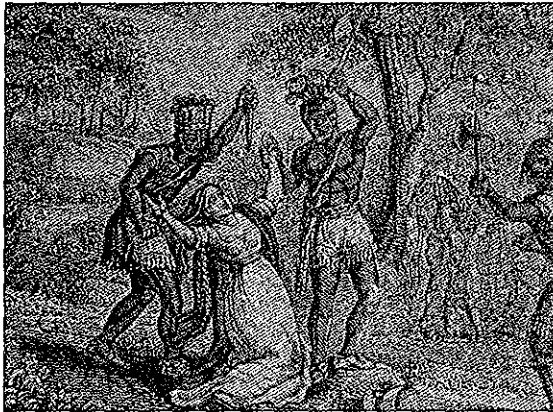
► **Saratoga National Historical Park.** This 2,800-acre national park in Stillwater, New York, encompasses the battlefields where the two battles of Saratoga were fought, and the British invasion was halted and turned back. Earthworks relating to these engagements are also preserved.



*The Neilson farm house, headquarters for Generals Benedict Arnold and Enoch Poor, Saratoga National Historical Park.*







*The killing of Jane McCrea.*



*Mount Independence, Vermont.*

- ▮ **Town of Saratoga.** Burgoyne's retreating army was surrounded by the Americans and forced to surrender eight miles north of the battlefield. The two other units of the Saratoga National Historical Park are located here: American General Philip Schuyler's country house in the village of Schuylerville and the Saratoga Monument in the village of Victory.
- ▮ **Fort Edward.** This village, located at a vital carrying place on the Hudson River, was an important British base during the French and Indian Wars. At the time it was built, Fort Edward was the largest British fort in North America. The main fort has largely disappeared, but Rogers Island, where as many as 10,000 troops were quartered, is an exceptionally important archeological site. A recent study calls it "the most intact of the French and Indian War sites along the Great Warpath" (Starbuck, 1999). The graves of Jane McCrea and Duncan Campbell, who figured prominently in the folklore of warfare in the region, are in a nearby cemetery. The Old Fort House in the vicinity served as headquarters for General Schuyler and other important commanders.
- ▮ **Lake George.** This lake was the scene of important military action, particularly at its southern end. Fort William Henry is a reconstruction, but the 1755 Lake George battlefield is maintained as a New York State park. The remains of uncompleted Fort George (1759) lie within this park.
- ▮ **Whitehall.** A museum in the New York Urban and Cultural Park focuses on the Revolutionary War, and the remains of the *Ticonderoga*, an 1814 naval vessel, are preserved. Many nearby natural features are associated with events of the wars conducted through this strategic location.
- ▮ **Hubbardton.** The State of Vermont Department for Historic Preservation manages most of this battlefield as a state historic site. Although only a small number of men were engaged in this brief battle, historians consider it to be of great strategic importance. Hubbardton Battlefield has been described by former National Park Service Chief Historian Edwin Bearss as one of the most intact battlefields of the War for Independence. It is listed on the National Register.
- ▮ **Mount Independence.** The State of Vermont and the Fort Ticonderoga Association mainly own this important American fortification of 1776-77. A National Historic Landmark, it has been called the least disturbed major Revolutionary War site in existence, containing foundations of some 400-500 structures from that era, including a hospital, blockhouses, soldiers' huts, and a star-shaped fort.
- ▮ **Ticonderoga.** A pioneer historic reconstruction, recognized as a National Historic Landmark, it is one of the best known fortresses in North America. It has been open



to the public since the Champlain Tercentenary in 1909. Well-preserved earthworks relating to the 1758 French defense comprise what is probably the best-preserved French military site in the United States. Nearby Mount Hope and Mount Defiance convey the strategic setting.

▮ **Crown Point.** A New York State Historic Site (also a National Historic Landmark) contains the remains of the French Fort St. Frédéric and a British fort from the French and Indian War and related outworks. Crown Point is notable as the largest British fort in North America.

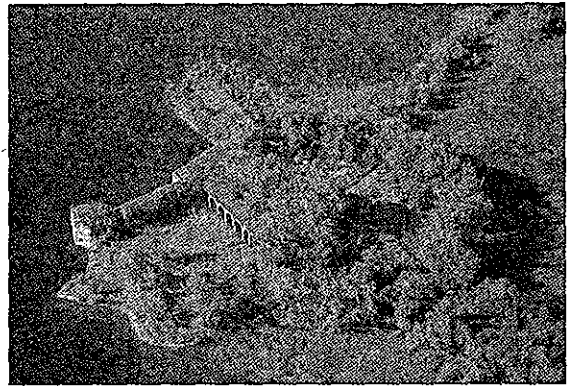
▮ **Chimney Point.** The State of Vermont depicts Native American history and French settlement of the Champlain region in the old Barnes Tavern, listed on the National Register.

▮ **Bennington.** (This site lies just beyond the study area in the town of Hoosic, Rensselaer County, NY, but it is intimately related to the "Making of Nations" theme.) The State of New York preserves much of the battlefield, now a National Historic Landmark, in which American forces won an important victory. A monument six miles away from the battlefield (in Bennington, Vermont) commemorates this battle. The monument is listed on the National Register; its primary significance is given as "engineering."

▮ **Burlington.** The Ethan Allen Homestead, listed on the National Register, preserves the final home of the captor of Fort Ticonderoga and illustrates early settlement of the region.

▮ **Plattsburgh.** Numerous historic sites relating especially to the decisive battle of the War of 1812 are located in this vicinity. Plattsburgh Bay is a National Historic Landmark. Remains of two fortifications, Fort Brown and Fort Izard, are preserved. The Kent-DeLord House, listed on the National Register, was used as a British headquarters during the battle, and officers killed in that battle

are buried in Riverside Cemetery. Wounded from the battle were treated in a hospital on Crab Island, and dead from both sides are buried there on land owned by the NYSOPRHP. In the center of the city, the Macdonough Monument commemorates the American victory. Though built later (in the 1830s) Plattsburgh Barracks testifies to the continuing military presence in the region, which lasted until the closing of a Strategic Air Command base in 1995. The Old Stone Barracks is listed on the National Register.



*Fort Montgomery, New York*

PAUL O. BOISVERT

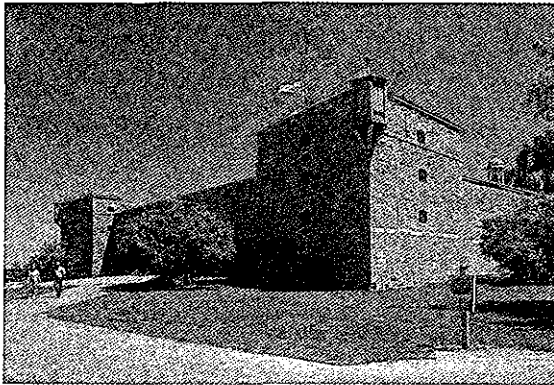
▮ **Rouses Point.** Fort Montgomery, a massive stone fort built in 1844, is privately owned.

▮ **Richelieu Valley.** Quebec has designated the Valley of the Forts trail extending south from Sorel on the St. Lawrence and actually continuing into the United States. This illustrates unmistakably the continuity of the theme across the national boundary and could serve as a model for linking related historic sites. The trail lists more than 30 individual sites (including those in the United States) which relate to Canadian military history. The most notable are:

*Fort Chambly* was rebuilt in stone commencing in 1709 and is now a National Historic Site.

*Fort St. Jean.* The site of an 18th century French fort captured by the British in 1760 and taken by colonial

Due to their cold, fresh water, Lakes Champlain and George contain an exceptional number of submerged cultural resources.



GREG CRANNA

Fort Chambly, Quebec

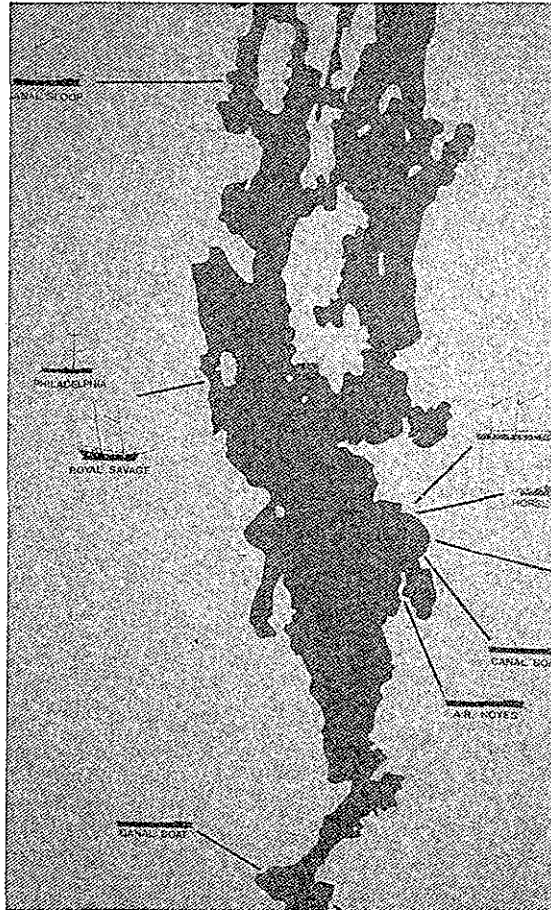
invaders in 1775 after a long siege. It was a royal military college for more than 40 years and is now a campus located in St. Jean-sur-Richelieu.

*Fort Lennox.* The site of a French fortification built in 1759 that was destroyed by the British in 1760 and built in its present form between 1819-29. It stands in another National Historic Park on Ile aux Noix.

Several sites relate to the 1837-1838 Canadian Rebellion, among them Maison Mâsse in St. Denis-sur-Richelieu and Odelltown Church in Notre-Dame-du-Mont Carmel.

**Submerged Resources.** Due to their cold, fresh water, Lakes Champlain and George contain an exceptional number of submerged cultural resources. According to Arthur B. Cohn, Director of the Lake Champlain Maritime Museum, these shipwrecks represent "probably the finest collection of submerged cultural resources in North America." A substantial number have outstanding military importance:

*Lake George.* The remains of numerous bateaux and the French and Indian War radeau *Land Tortoise* lie in a New York State Submerged Heritage Preserve. The *Land Tortoise*, a type of vessel apparently unique to Lakes George and Champlain, is described as "the oldest intact warship in North America" (Delgado, 1997); it is a National Historic Landmark.



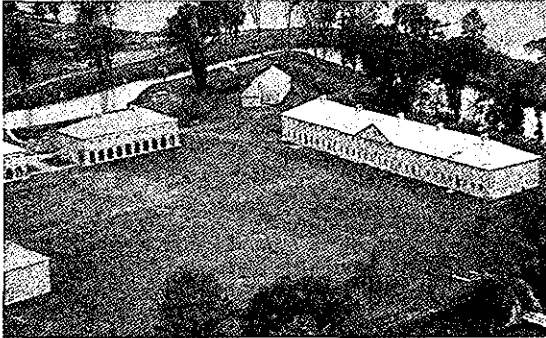
Major shipwreck locations, from an exhibit at Lake Champlain Maritime Museum

*Lake Champlain.* The remains of Benedict Arnold's last undiscovered gunboat were found in 1997. A sister ship, the *Philadelphia*, also a National Historic Landmark, was raised from the lake in 1935 and is now displayed at the Smithsonian Institution. An exact replica of this vessel has been constructed at the Lake Champlain Maritime Museum. The remnants of the British and American fleets from the 1814 Battle of Plattsburgh Bay rest near Whitehall. The British brig *Linnet* and the American brig *Eagle* exemplify a distinctive type of large, shallow-draft armed ship designed for lake service during the War of 1812. The American galley *Allen* represents the only known example of a War of 1812 galley. The schooner *Ticonderoga* was raised from East Bay in 1958 and is

now on display under a shed at the Skenesborough Museum at Whitehall. Other relics from the battle still lie in Plattsburgh Bay. A huge anchor from the British flagship *Confiance*, probably the largest warship ever engaged on the lake, was raised in 1998.

One of the lake's most noteworthy cultural features is the bridge constructed by American troops in 1777 to connect their positions on Fort Ticonderoga and Mount Independence. Remnants of the 22 caissons that supported this bridge have been found on the lake bottom. David Starbuck (*The Great Warpath*, 1999) calls the related assemblage of objects "the richest and best-preserved collection of revolutionary war military artifacts ever found."

► **Richelieu River** contains many military artifacts near Fort Lennox and Fort St. Jean.

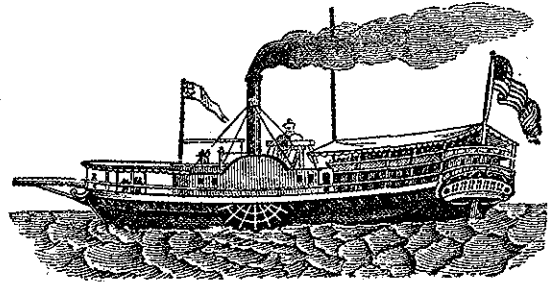


Fort Lennox, Quebec

### CORRIDOR OF COMMERCE

*This section is based on a summary of the growth of industry, prepared by Gordon Pollard.*

This thematic grouping also focuses primarily on the historic waterway. The issue of transportation is as inseparable from the rise of commerce and industry as it is from the military theme. The zone of intensity fades as distance from the water highway increases. There is a natural progression from the first theme to this because the growth of industry, though beginning earlier, accelerated after the conclusion of peace in 1815. This theme refers to the products being moved as well as the means of transporting them. Activities defined as industrial, including lumber-



The *General Green* launched in 1825

ing and the manufacture of potash, which were concomitants of clearing the land, actually preceded agriculture in much of the region.

Early industry in many parts of the Champlain Valley on the New York side of the lake exploited two resources, timber and iron ores. Both industries were developed on a large scale, and depended on the waterways that fed into Lake Champlain, as well as upon the lake itself, for transporting the product to market. Quarry products such as marble, slate, and stone provided another important source of traffic. Since the Champlain Valley extends both northward into Canada and southward into the Lake George/upper Hudson River region, industrial commerce flowed in both directions. Fluctuating trade relations and embargoes with Canada in the 19th century (and, most notably, the War of 1812) often hampered northward connections. Most of the Champlain Valley's industrial/commercial links lay to the south via Troy/Albany, New York, and beyond, especially after the opening of the Champlain Canal in 1823.

The vast timberlands of northern New York were a bountiful source of top-quality white pine and lesser quality hemlock, heavily used in the tanning industry. As early as 1801 white pine was being cut along the shores of Lake Champlain and carried to Quebec by water. Timber rafts up to a quarter of a mile long plied the waters of the lake. By 1820, millions of board feet of pine were produced in the sawmills of the Saranac River of Clinton County alone. Vast quantities of timber sawn at Whitehall, New York, were transported in the winter on sledges to Albany, and in the spring were added to loads of 80-100 tons in sloops bound for New York City. Much of this lumber was exported to

Europe, the West Indies, and southern states. In 1872 Albany had 43 wholesale firms that handled 600 million feet of lumber in that year, employing 1,500 men in the yards for loading. For a time, Burlington was one of the nation's major lumber processing centers. From the 1890s into the 1950s, the pulp industry made even greater demands on timber resources. In 1898 the total cut of logs in the Adirondack forests of New York was more than 544 million feet; nearly 230 million of this was consumed in the pulp mills.

The second major industry of the region was iron mining/ore processing. While there are iron deposits in almost every state, the Adirondack/Lake Champlain region iron is particularly desirable due to its low sulfur and phosphorous content. Iron was in high demand, both for local manufactures and for shipping elsewhere in the form of billets (wrought iron) or pigs to be reworked or made into steel (especially after 1860). Bloomery forge production began as early as 1798 in Plattsburgh, New York, and 1801 in Willsboro, New York. Iron working on the Vermont side developed even earlier but declined sooner than in New York.

The Adirondack/Lake Champlain region was committed to the bloomery forge method of iron making (involving a preheating blast); in 1880, 84% of the national output of this type of iron came from the region. By 1864 there were 28 bloomery sites with a total of 136 forge fires in the counties of Clinton and Essex. Charcoal blast furnaces were occasionally employed in the region, but they were much more widely used in other parts of New York State. The relative success of the Adirondack ironworks resulted from this fortuitous combination: (1) waterways draining into Lake Champlain that could be tapped for water power; (2) high quality ores; (3) abundant timberland to cut for making charcoal to feed the forge and blast furnace fires. Vast quantities of timber were consumed, and ironworks sought to own their own forests for this purpose. Charcoal making, in conjunction with iron production itself, became a major local industry.

The iron industry in the Champlain Valley claims some notable "firsts." For example, the first industrial application

of electricity in the United States appears to have taken place at the iron works of Penfield and Taft at Crown Point in 1831. The so-called Champlain Forge, a significant improvement to the outdated Catalan forge, was made in the Adirondack bloomeries early in the 19th century and provided the basis for the expansion of the industry there. Subsequently, the earliest application of hot blast to a bloomery forge (in contrast to a blast furnace) seems to have occurred at the Peru iron works at Clintonville in the Ausable Valley in 1837. The anthracite blast furnace built at Port Henry in 1854 was reputedly the first iron shell (cupola) blast furnace in the world. Another distinction is that iron from Crown Point was used to make plates for the ironclad vessel *Monitor*, which achieved fame in the Civil War (Rolando, 1998).

A number of extant resources relate to this industry. Among them are the entire Keeseville Historic District and the office building of the Witherbee Sherman Mining Co. at Port Henry, as well as the Railroad and Mining Heritage Park in that hub of the 19th century iron industry. Similarly, the entire hamlet of Ironville at Crown Point is now a National Register district. These resources have gained recognition and have been preserved through local initiative, not as the result of any systematic inventory or evaluation.

Much of the commercial traffic on the lakes was related to industry, and a number of submerged resources add to our understanding of the theme. Historian Russell Bellico concludes: "The commercial era of the nineteenth century left the bottom of the two lakes littered with archaeologically significant shipwrecks." Among the most outstanding are:

- ▶ A horse-powered ferry, built in 1825, is believed to be the world's only surviving example. It lies in Burlington Bay and has been designated an Underwater Historic Preserve by the State of Vermont.
- ▶ The steamboat *Phoenix*, which sank in 1819, is considered to be the oldest surviving steamboat hull in the world and is also a Vermont Underwater Historic Preserve.

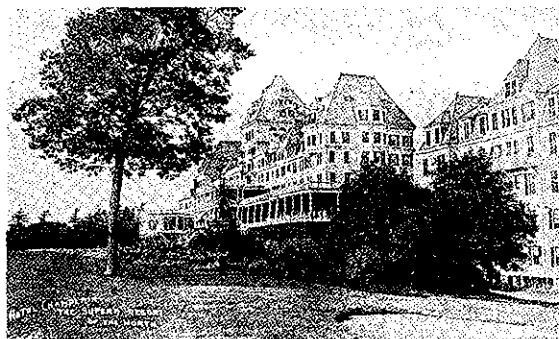
- ▶ At least six sailing canal boats, representing two distinct classes, are known. These unusual vessels could operate as conventional towed canal boats but also were capable of sailing independently on the lake. Two of these are maintained as Underwater Historic Preserves, as well as two conventional towed canal boats.
- ▶ The *Water Witch*, built as a steamboat but converted to a schooner in 1836, sank in 1866 with a load of iron ore. It is considered to be the oldest completely intact commercial vessel in America (Bellico, 1992).
- ▶ The massive steamboat *Champlain II* (originally the freighter *Oakes Ames*) crashed into a mountainside in 1875 and is now a New York Submerged Heritage Preserve.

Many other valuable resources may be as unknown as these shipwrecks were before modern technology facilitated their discovery. In his book on early Vermont industry, *200 Years of Soot and Sweat*, Victor Rolando has identified numerous former industrial sites, most of which are now ruins or archeological sites. A comprehensive application of National Register criteria to the evaluation of these resources, as well as the enormous number that have been identified in New York, remains to be done.

Early iron mining and manufacture, beginning in colonial times, flourished at many locations in the eastern United States. The relative contribution of each area, in terms of social, economic, and technological impact during different periods should be assessed in an NPS theme study. Such an evaluation should consider the different processes (mining, smelting, manufacture, etc., and forge versus furnace) as well as different types of ore (magnetite versus hematite, for example), the end products, the social and management arrangements employed, and the types of architecture that accompanied the business. The particular forms and evidences of the Champlain iron industry can be properly evaluated only within this type of context.

## MAGNET FOR TOURISM

The tourism industry, now so much in evidence in the Lake Champlain/Lake George region, has early antecedents there. Indeed, it was one of the initial centers of what is now termed "heritage tourism." George Washington can be seen as one of the earliest heritage tourists. In the summer of 1783, during what he described as the "irksome interval" between the conclusion of peace and the British evacuation, he made a trip northward as far as Crown Point, visiting also Ticonderoga and the battlefields at Stillwater. Although he was clearly interested in future navigation and land speculation, his primary goal was to see "the ground which became famous by being the theatre of action in 1777."



Former Hotel Lake Champlain

Early in the 19th century a "Northern Tour" emerged as an adjunct of the "Grand Tour." Fashionable visitors, many of them European, journeyed up the Hudson and eventually west to Niagara Falls. Many famous visitors, including Thomas Jefferson, James Madison, and James Monroe, found the combination of marvelous scenery and rich historical remains irresistible and left accounts of their travels to this remote northern region. The hallowed, storied remains of forts such as William Henry, Ticonderoga, and Crown Point supplied the new nation with gloomy but inspiring legends that appealed to the romantic sensibility of the age. They compensated for the "want of associations" that often gave Americans a sense of inferiority compared to the ancestral cultures of Europe.

As the 19th century advanced, tourism continued to expand, nurtured by lake steamboat companies. Once railroad

**An important aspect of the tourism theme is that it provides an entrée into what is probably the Champlain Valley's most compelling but elusive quality—its exceptional natural beauty.**

lines were completed from New York to Montreal, the steamboat lines (most of which came under the control of railroad companies anyway) were no longer able to compete on the basis of speed or necessity. For many years they appealed successfully by emphasizing the pleasures of the journey, including scenery and historic associations. Some tourism also had religious origins in the camp meeting phenomenon, although this was not peculiar to the Champlain region.

Nearby, the Adirondacks were developed as one of the nation's major vacationlands, but recreation there is categorically different from the vacation activities that prevailed on Lakes Champlain and George. Adirondack tourism emphasized the wilderness experience, "roughing it" in camps and making at least a pretense of hunting and fishing. It was masculine in tone and content and restricted by necessity to members of the upper class. By comparison, tourism in the adjacent lowlands was more genteel, family-oriented and middle-class. It was more inclusive and evolved imperceptibly into the mass, automobile-based tourism that is visible today. While tourism historically does not appear to have had the economic impact of large-scale industry, its effects may be greater than are usually supposed. Marginal income from vacation-based activities may have given residents a means of additional income, increasing their ability to retain homes in their native area.

An important aspect of the tourism theme is that it provides an entrée into what is probably the Champlain Valley's most compelling but elusive quality—its exceptional natural beauty. An historical examination of tourism suggests that by combining admiration for natural and cultural attractions, it replicates the intuitive perceptions most individuals still experience. Similarly, the theme offers a logical transition into the environmental and conservation concerns that have been paramount in the region in recent years.

The tourism, or recreational, theme is more problematic than the other themes. Due to historians' traditional focus on patriotic and military topics, military sites in the Champlain Valley have been studied and inventoried over a long period. While many of these sites still offer great

archeological potential, it is unlikely that major new ones remain to be discovered. Similarly, a more recent emphasis on social and industrial themes has produced abundant, if perhaps less systematic, documentation. By comparison, historians have tended to disdain the subject of tourism; as a result, although there is a growing body of literature, it is scant in comparison with other historical topics. This increases the difficulty of establishing a context and making valid comparisons. It would be challenging just to conduct an inventory of resources related to this theme. Several historic hotels reflecting the heyday of lake tourism are known to exist. Probably there are many other houses and other types of recreational facilities that pertain to this theme. However, those listed on the National Register tend to show architecture as their primary area of significance, so that an exhaustive property-by-property analysis may be needed to extract any connection with tourism.

A particular problem in this case is to distinguish developments on Lakes Champlain and George from adjacent mountain areas. Although the origins of recreation seem to differ, the distinction between the two types of vacationing may have blurred over time. Another problem is to determine the end date of "historic" tourism so that it is distinct from contemporary activity. The changeover is clearly related to the predominance of the private automobile, but interpretations of the time period of the transition differ. This indirectly raises another fundamental difficulty with identifying tourism as a major theme. Since tourism itself is a derivative activity, emphasizing its historical importance can take on almost a narcissistic character, similar to watching a person looking at his or her reflection in a mirror. Some of these reasons may account for the fact that several participants in the themes workshop demurred at raising tourism to the level of the other themes.

Tourism is intimately related to the widespread perception that Lakes Champlain and George, in their mountain settings, are places of exceptional beauty. Unfortunately, this perception, however often stated, is essentially subjective and not capable of proof or meaningful comparison.





PART THREE:  
FUTURE DIRECTIONS





*Ruins of Crown Point Forts, circa 1909*

## CONCLUSION

Based on the project team's evaluation, this report concludes that the Champlain Valley contains resources and represents a theme, "Making of Nations," that is of outstanding importance in U.S. history. Additional National Park Service involvement in the Champlain Valley may be warranted, as no existing Park Service unit or national heritage corridor offers as complete a portrait of the struggles for dominion that led to the formation of two modern world powers, Canada and the United States.

The establishment of a traditional National Park Service unit—such as a national park or national recreation area—is not feasible due to the size and configuration of the valley, the dispersion of its resources, the diverse pattern of land ownership, and the multitude of jurisdictions. However, there are other options that would enable the National Park Service to provide recognition and assistance to the Valley without becoming a primary landowner or manager. One option is federal designation of a heritage corridor; another is federal support of efforts to commemorate the

400th anniversary of Samuel de Champlain's arrival in the valley. A third approach, provincial/state designation of a heritage corridor, would also benefit the Champlain Valley, but without the recognition and direct involvement of the National Park Service. These options, plus another entitled, "Continuation of Current Practices," are outlined below.

The Champlain Valley clearly merits designation of a national, or arguably, international heritage corridor. Such a designation could best be accomplished with a groundswell of broad local support, a willingness to reach across jurisdictions, adequate funding, and the necessary legislation. The quadricentennial commemoration could be an effective first step in developing mechanisms for necessary multijurisdictional collaboration, demonstrating success, and even building a foundation for a federally designated heritage corridor.

## HERITAGE PRESERVATION OBJECTIVES

Advisors to the study team identified heritage preservation and heritage tourism objectives for the Champlain Valley.

**No federal designation or additional authority for federal involvement would be pursued in Option 1.**

The team compiled a list of such objectives gleaned from discussions held at different venues over the course of the study. In many cases, groups like the Lake Champlain Byways and others are working to achieve these, and other, objectives. Any new heritage preservation option, such as those described below, would seek to accomplish the following:

**Heritage Resource Protection**

- ▶ Protect resources, such as the submerged cultural resources that are at risk, National Historic Landmarks, National Register properties, and other potentially eligible, thematically related sites.
- ▶ Maintain the agrarian nature and rural character that attracts people to the Champlain Valley.
- ▶ Develop a computerized inventory of cultural heritage resources that is complete and consistent.

**Heritage Resource Interpretation**

- ▶ Develop valley-wide educational and interpretive materials for visitors, residents, and school groups (such as brochures, videos, audio tours, and interactive and web-based exhibits).
- ▶ Develop visitor orientation facilities that supply consistent, high quality information and services, including "virtual visitor centers" (computers with interactive programs at various visitor destinations).
- ▶ Link thematically related sites.

**Heritage Tourism**

- ▶ Develop a Champlain Valley image or identity that clearly differentiates the valley from the Adirondacks of New York and the mountain regions of Vermont.
- ▶ Market the valley as a single regional entity and destination.
- ▶ Forge multimodal transportation linkages (including signage and a network of locally planned, approved, and managed heritage trails and programs).
- ▶ Sponsor valley-wide events, pageants, exhibitions, tours, races, and competitions.

**HERITAGE PRESERVATION OPTIONS**

The following section presents options for organizational structures that could help valley residents work toward the heritage preservation objectives outlined above. The options range from continuation of current practices to the federal designation of a heritage corridor, with two options in between that outline minimal to moderate levels of National Park Service involvement.

**OPTION 1: CONTINUATION OF CURRENT PRACTICES**

**Description**

No federal designation or additional authority for federal involvement would be pursued in this option. Given available funding, existing entities would continue (and possibly expand) their efforts to preserve and enhance heritage resources. Regional activities, such as the Lake Champlain Byways project, would continue to encourage local initiatives that recognize and manage community resources. The Lake Champlain Basin Program would continue to protect and enhance the environmental integrity and the social and economic benefits of Lake Champlain and its watershed. Lake Champlain Bikeways would continue its efforts to extend bicycle routes around the region. The more localized initiatives, such as the Champlain Valley Heritage Network and the Friends of the North Country, would continue to enhance the quality of life in their areas. Binational cooperation between the United States and Canada would continue through periodic conferences held to discuss mutual interests regarding tourism, trade, education, arts, and culture.

There would be no new NPS program dedicated exclusively to providing technical assistance and no additional federal funding. Saratoga National Historical Park would continue to operate within its boundaries. Federal programs, such as the Rivers, Trails and Conservation Assistance Program, American Battlefield Protection Program, National Historic Landmarks Program, Federal Highways Administration, and Transportation Equity Act for the 21st Century (TEA-21) would continue to be available to entities within the region on a competitive basis. The states, private foundations, and for-profit organizations would continue to be

the primary sources of funds for the protection of heritage resources and the development of visitor amenities.

The resources currently owned and operated by nonprofits, the states, and the federal government would continue to be maintained and made available for public use in accordance with applicable laws. These organizations and entities would continue to rely on other state agencies, private consultants, etc., for technical support in the areas of education, interpretation, historic preservation, planning, visitor services, and open space conservation. As in all options, existing land regulation and policies would remain under the auspices of the existing governmental agencies.

### Feasibility

#### Advantages

The option to continue current management practices is, by definition, feasible, as it involves no major change of course. Clearly, this option would be preferred by those suspicious of additional government intervention, and no extra burden would be placed on the federal government.

#### Disadvantages

As mentioned before, the size of the region and its differing jurisdictions and perspectives, make exchanging information and ideas, coordinating activities, developing a regional identity, linking heritage sites, and promoting the valley as a region extremely challenging. Without a committed coordinating body and targeted, unified, continual efforts, these challenges would be difficult to overcome in the Champlain Valley. The lack of connection between thematically related sites would remain a detriment to all participants.

Efforts to develop a strong and popularly supported regional heritage management strategy would continue without federal recognition or a commitment by the National Park Service. Area activists could choose to advance regional heritage initiatives and establish a "self-proclaimed" heritage corridor complete with coordinating entity. This activity appears unlikely, however, without the support of a dependable funding source and the benefits of legal authorities and commitments.

## OPTION 2: PROVINCIAL/STATE HERITAGE CORRIDOR

### Description

This option outlines the designation of a heritage corridor, modeled after the St. Croix International Waterway and Commission. Under this option, the governments of New York, Vermont, and Quebec would enact parallel legislation to establish a heritage corridor. The binational cooperation could begin with a Memorandum of Understanding between the parties and then be based on legislation.

The governments of New York, Vermont, and Quebec would establish a commission. The Premier of Quebec and the governors of New York and Vermont would appoint representatives. The National Park Service and Parks Canada could participate in the effort through *ex-officio* representation on the commission. Regional initiatives—such as the Lake Champlain Byways and the Lake Champlain Basin Program—as well as more localized initiatives—such as the Champlain Valley Heritage Network and Friends of the North Country—could also participate through representation on the commission. The commission would prepare a heritage plan, establish committees, implement the plan in cooperation with other entities, provide for public involvement and education, and encourage adherence to the plan. Although no federal designation would be required for this option, an act of Congress may be required to bless an interstate compact.

As in Option 1, no federal designation or additional authority for National Park Service involvement would be pursued. There would be no new National Park Service program dedicated exclusively to providing technical assistance, and no additional federal funds. Saratoga National Historical Park would continue to operate within its boundaries. Given available funding, however, it could assist with certain corridor-wide efforts germane to its mission. Federal programs, such as the Rivers, Trails and Conservation Assistance Program, American Battlefield Protection Program, National Historic Landmarks Program, Federal Highways Administration, and TEA-21 would be available to the commission on a competitive basis. The states, Quebec, private foundations, and for-profit organi-

**Under Option 3, Congress would enact legislation to establish a national heritage corridor, modeled after the Blackstone River Valley and the Quinebaug-Shetucket Rivers Valley national heritage corridors.**

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zations would be the primary sources of funds for the protection of heritage resources and the development of visitor amenities.

The designation of a heritage corridor does not necessitate changes in land ownership, regulation, and policies. As in all options, existing land regulation and policies would remain under the auspices of the existing governmental entities.

**Feasibility**

**Advantages**

The heritage corridor would be supported by firm commitments on the part of the governments of New York, Vermont, and Quebec through the adoption of parallel legislation recognizing the importance of the corridor, creating a commission, and defining a mandate. This formal structure would help ensure that the governments will adhere to their commitments. The formal structure would provide the continuity that is needed for goals to be achieved through cross-boundary collaboration.

The commission would form a committed coordinating body that could perform targeted, unified, and continual work to connect thematically related sites. Also, the management functions would be centralized in one agency, avoiding replication of services, filling the need for ongoing and effective communication, and facilitating regional, cross-boundary coordination.

This option might also appeal to residents who are uncomfortable with additional federal involvement in the area.

**Disadvantages**

This option would not benefit from an additional federal source of funding or from additional access to federal technical assistance. It would not benefit from federal recognition or a commitment by the National Park Service to help develop a strong and popularly supported regional heritage preservation and heritage tourism strategy.

The provincial/state level of the commission may not be able to overcome divergent perspectives. There is also the real possibility that the participating governments could bring varying levels of attention and interest to the effort

and that the commission would be unable to remedy the situation.

**OPTION 3: NATIONAL HERITAGE CORRIDOR**

**Description**

Under this option, Congress would enact legislation to establish a national heritage corridor, modeled after the Blackstone River Valley and the Quinebaug-Shetucket Rivers Valley national heritage corridors. If desired and appropriate, Canada could enact parallel legislation to extend the corridor north of the international boundary in the Richelieu Valley, Quebec. As with Option 2, the binational cooperation could begin with a Memorandum of Understanding between the parties and then be based on legislation.

A public/private coordinating entity (representing a cross-section of relevant interests, including citizens) would be established by mutual agreement of states, localities, and other partners within the heritage corridor, designated by the enabling legislation. The coordinating entity would prepare a heritage plan, establish priority actions, implement the plan in partnership with others, and conduct public meetings regarding implementation. It would have the legal ability to receive federal funds, disburse federal funds to other organizations and units of government, account for all federal funds received and disbursed, and enter into agreements with other organizations and the federal government. (See Appendix G for discussion of advantages and disadvantages of various coordinating entity options.) Binational cooperation could be achieved through ex-officio representation of Parks Canada as part of the coordinating entity. If Canada were to enact parallel legislation to extend the corridor north of the international boundary, the coordinating entities in both countries could collaborate to reflect the international nature of the heritage corridor.

National Park Service technical assistance would be provided to the coordinating entity, subject to competing demands. The National Park Service could be called upon to provide support in achieving the heritage preservation objectives described previously.

The National Park Service could also lend its support and guidance to demonstration projects such as historic preservation and adaptive reuse efforts for visitor services, and development of education kits and other educational outreach activities. If parallel legislation is enacted in Canada, it is possible that Parks Canada could also be called upon to provide technical assistance.

An annual source of federal funds would be channeled to the coordinating entity, subject to availability of appropriations, and considered in the context of competing demands for funds from existing National Park Service units, programs, and other heritage corridors. Saratoga National Historical Park would expand programming as appropriate and possible to embrace corridor-wide themes germane to its mission. Federal programs, such as the Rivers, Trails and Conservation Assistance Program, American Battlefield Protection Program, National Historic Landmarks Program, Federal Highways Administration, and TEA-21 would continue to be available to the coordinating entity on a competitive basis. Governments, private foundations, and for-profit organizations would be the primary sources of funds for the protection of heritage resources and the development of visitor amenities.

Subject to availability of funds, the cost to the federal government would be \$1 million annually over and above assistance currently being provided through TEA-21 and other sources. This level of funding is authorized for the majority of national heritage corridors established to date. A 1:1 nonfederal match would be required for federal funds.

As with most national heritage corridors, the legislation would establish a "sunset clause" or a future date when federal funding and technical assistance would terminate (or, more accurately, be reevaluated), probably ten years from the date of establishment. The designation, however, would be permanent.

The designation of a national heritage corridor does not necessitate changes in land ownership, regulation, and policies. As in all options, existing land regulation and policies would remain under the auspices of the existing governmental entities.

## Feasibility

### Application of (Interim) Criteria

To address feasibility, the team applied the national heritage corridor criteria set out in Section 105 (c) of H.R. 1301, dated March 22, 1995, which are considered interim guidelines until formal guidelines can be finalized. To be eligible for designation as a national heritage corridor, an area shall meet each of the following criteria:

- ▶ The area shall be a cohesive assemblage of natural and cultural resources that represent distinctive aspects of our nation's heritage worthy of recognition, preservation, interpretation, and continuing use. Such an assemblage is best managed through partnerships among public and private entities and by combining diverse and sometimes noncontiguous resources and active communities.

The vital influence of this strategic waterway in the formation of two modern nations has been described earlier in this report. Resources that express this theme pervade the area and are distributed in a way that demonstrates their organic relationship with each other and with the waterway that connects them. The fact that most of them are publicly-owned or open to the public, and in many instances have been for an extended period, is an indication of their outstanding potential for interpretation. In addition, the most notable of these resources possess exceptional integrity for their category. One, Saratoga National Historical Park, is a unit of the national park system. Seven have been designated as National Historic Landmarks (Fort Crown Point, Fort St. Frédéric, Fort Ticonderoga, the *Land Tortoise*, Plattsburgh Bay, Valcour Bay, and Mount Independence). Two are units of the Parks Canada system (Fort Lennox and Fort Chambly); and Fort St. Jean is operated by the Canadian National Ministry of Defense. The locations of these and the other resources representative of this theme were determined by geography, which emphasizes the vital strategic importance of this cultural landscape. Linked together, these resources can tell a far broader and more complete story than any one of them could individually. The re-

sources are best managed through public/private partnerships due to the multiplicity of ownership and the fact that they are distributed over a large geographic area.

- ▶ The area shall reflect traditions, customs, beliefs, or folkways that are a valuable part of the story of our nation.

The area reflects traditions, customs, beliefs, and folkways of a number of native and immigrant groups who peopled the valley over the last several centuries. These groups included: the Abenaki and Iroquois, French lumberjacks and fur trappers, New England Yankee settlers, Quakers, French Canadian and Irish immigrants who were drawn to the mills, Lithuanians, Ukrainians, and others who worked in the iron mines, and Swedes who operated the forges. The stories of the many immigrant groups who came to this area for different reasons provide a glimpse into the process of early migration, settlement, and assimilation that characterizes the region. For a more detailed description, see the previous section of this report, "The Peopling of the Champlain Valley in Historic Times."

- ▶ The area shall provide outstanding opportunities to conserve natural, cultural, and historic features, or some combination thereof.

Due to their cold, fresh water, Lakes Champlain and George contain an exceptional number of submerged cultural resources. Submerged cultural resources have also been found in the Richelieu River. A substantial number of these resources have outstanding military importance, and there are also many peacetime submerged resources. (See the "Stories of the Champlain Valley" section for a description of submerged cultural resources.)

This collection of historic shipwrecks, believed by scholars to be the largest and best preserved in North America, is under direct threat from a recent invasion of zebra mussels in Lake Champlain, as well as from new technologies that allow people to locate and disturb them. This situation presents an outstanding opportunity for the National

Park Service to contribute to the conservation and protection of such rare and critical resources.

Fort Crown Point, Mount Independence, and many of the resources within the study area associated with the interpretive theme, "Making of Nations," are under public ownership and therefore protected from many threats. However, due to funding shortages in both states, these public sites cannot respond adequately to the demands for interpretive and educational programming or meet maintenance and preservation needs.

A number of the National Register properties within the study area associated with the "Making of Nations" theme are under private ownership and are more susceptible to threats as a consequence. These properties would be especially vulnerable during a continued and prolonged regional economic downturn, which could result in potential losses.

Many archeological sites relating to Native Americans, military conflict, and to industry have not been adequately inventoried or evaluated. Many remain undiscovered. All are in danger of being lost if measures are not taken for their preservation.

- ▶ The area shall provide outstanding educational and recreational opportunities.

The public education potential for the Champlain Valley is immense. Almost three-quarters-of-a-million people live in the study area, and millions more live within a day's drive of the region. The eighteen National Historic Landmarks (including seven that relate to the key interpretive theme), some 400 National Register properties, over fifty museums—plus numerous thematically related national historic sites and museums in Quebec—offer an enormous opportunity to provide in-depth educational opportunities by linking sites.

The education potential of this region is complemented by its proximity to the Hudson River Valley and the Northern Frontier areas that are integral to the "Making of Nations" theme. The Champlain Valley study area also shares common boundaries with the Erie Canalway, creating another opportunity for linking educational programs.

Lakes Champlain and George are recognized as preeminent recreational resources. The lakes and their shores offer a wide range of easily accessible recreational opportunities: swimming, diving, boating (power, sail, canoe, kayak), sailboarding, and water skiing; fishing, birding, ice fishing, hiking, horseback riding, and biking; hunting, snowmobiling, skating, and downhill and cross-country skiing. Access to abundant and diverse natural resources is a major reason why many residents choose to live in the valley (and why nonresidents enjoy vacationing here). On Lake Champlain alone, there are eighty-five public boat launching areas in Vermont and thirty-one in New York, twenty-seven commercial marinas in Vermont and twenty in New York, and forty-one public beaches in Vermont and twenty-seven in New York (Lake Champlain Management Conference, 1996). And that's not all; there are over thirty major parks, forests, and recreation areas available within the study area.

Tourism, which can be considered a recreational activity, is a significant economic factor for the region. It was estimated that total tourist expenditures within the Lake Champlain Basin were \$2.2 billion in 1990 and that 40% of all tourism expenditures (or \$880 million) were directly related to the lake (Lake Champlain Management Conference, 1996).

- ▮ The area shall have an identifiable theme or themes and resources important to the identified theme or themes shall retain integrity capable of supporting interpretation.

Earlier in this document the three interpretive themes are described. They are:

- ▮ **Making of Nations:** This theme emphasizes the strategic importance of Lake Champlain and its connecting waterways when the only practical means of moving large armies was by water. More than two centuries of conflict around the lake were critical in determining the fate of two of the most powerful nations in the world. As a result of the Seven Years (or French and Indian) War, British power finally dominated in eastern North America,

and the result was that English language, political institutions, and religion prevailed. In the Revolutionary War, battles in the Champlain Valley were decisive in the winning of American independence. The storied remains of forts such as William Henry, Ticonderoga, and, Crown Point bear witness to these struggles.

- ▮ **Corridor of Commerce:** This theme also focuses on the historic waterway, emphasizing the critical importance of transportation on the lakes and rivers in the development of a variety of industries (chiefly, timber and iron mining).
- ▮ **Magnet for Tourism:** The Lake Champlain/Lake George region is one of the original centers of what is now termed "heritage" tourism. Early in the 19th century, a "Northern Tour" became popular as an adjunct to the "Grand Tour."

The first theme, "Making of Nations" is represented by a unit of the national park system (Saratoga National Historical Park) and by numerous resources that have been designated as National Historic Landmarks. The fact that most of the associated resources are publicly owned or open to the public and have been for an extended period is an indication of their outstanding potential for interpretation. In addition, the most notable of these resources possess exceptional integrity for their category.

- ▮ Residents, nonprofit organizations, other private entities, and governments within the proposed area shall demonstrate support for designation of the area, and for management of the area as appropriate for such designation.

The Champlain Valley study area contains ten counties in New York and Vermont, and there are thematically related resources located in four MRCs in Quebec. Although a majority of those who assisted the team in the development of this report support the concept of a national heritage corridor, more resources than those available to the team would be required to design and execute a public outreach campaign to gauge support within an area of this size. Since no organization or entity is spearheading the establishment of a national heritage corridor in the valley, no one is per-



forming such a public outreach function. Publication of this report and the newsletter associated with the project will provide information that will aid valley residents and others in forming their opinions. Should legislation be pursued in the future, forums will be held to gauge public support for the establishment of a national heritage corridor.

- ▶ The principal organization and units of government supporting the designation shall be willing to commit to agreements to work in partnership to implement the management plan of the area.

The coordinating entity for the national heritage corridor would, itself, be a public/private partnership, with authority to enter into agreements with others to implement a corridor management plan. The activities of the Lake Champlain Basin Program, Lake Champlain Byways, and other regional initiatives carried out within the study area demonstrate a willingness on behalf of units of government and other entities to commit to agreements and to work in partnership to implement a plan. The willingness of governmental entities and others to commit to a national heritage corridor-focused partnership and management plan will be gauged by comments received on this study and—should legislation to establish a national heritage corridor be pursued—from public forums held during the legislative process.

- ▶ The option shall be consistent with continued economic viability in the affected communities.

One of the driving forces behind efforts to establish heritage corridors is to garner the economic and community development benefits of heritage tourism. Although heritage tourism is not new to the Champlain Valley, competition for tourist dollars is increasing and becoming more sophisticated. Of the existing tourism development in the region, approximately 60% represents heritage tourism, according to a 1996 tourism market study (MarketReach, Inc.). Although this number appears quite impressive, at the fall 1997 meeting of the Lake

Champlain Research Consortium, it was noted that historic sites and communities do not appear to be reaping the economic benefit of heritage tourism. Also, studies indicate that lengths of stays and spending patterns are perceived to be below the potential for tourism in the area. As noted in the 1996 tourism marketing study, the reasons for this may be the lack of coordination in marketing the valley as a region and the lack of strong partnerships among tourism professionals and industry representatives. The establishment of a national heritage corridor would be consistent with the economic viability of the area, because it could provide the overarching organization, identity, budget, and longevity required to tap the area's potential for heritage tourism and the associated economic benefits. (See Appendix H for a more detailed discussion of potential socioeconomic impacts.)

- ▶ No county, city, or town shall be included within the boundaries of the area unless the government of such a county, city, or town agrees to be so included and submits notification of such agreement.

Should a legislative proposal be advanced to establish a federally designated heritage corridor, the appropriate governments in New York and Vermont (and, if applicable, in Quebec) could be asked to submit notification of interest to be included.

As mentioned above, the willingness of governmental entities and others to commit to a national heritage corridor-focused partnership and management plan will be gauged by comments received on this study and—should legislation to establish a national heritage corridor be pursued—from public forums held during the legislative process.

The team determined that the resources of the Champlain Valley merit designation as a national, or arguably, international heritage corridor. The public support for designation, however, is difficult to measure conclusively in such a large region with the resources available to the study team. Publication of this report and production of the newsletter associated with the project will provide

information that will aid valley residents and others in forming their opinions.

In addition to applying the National Park Service (interim) criteria for national heritage corridors, the team considered the following advantages and disadvantages of this option in its evaluation of feasibility.

#### **Advantages**

This option would be supported by a firm commitment from the federal government to recognize the importance of the corridor, create a coordinating entity, and define a mandate through the adoption of legislation. This formal structure would help ensure that participating governments will adhere to their commitments. The formal structure would provide relative longevity—at least ten years—that will be required for goals to be achieved.

The coordinating entity would be a committed body that could perform targeted, unified, continual efforts and work to connect thematically related sites. In addition, the management functions would be centralized in one agency, avoiding replication of services, filling the need for ongoing and effective communication, and facilitating regional coordination.

This option would allow for an additional federal source of funding for the valley and additional access to federal technical assistance. It also would provide clear federal recognition in the form of a formal designation and assistance by the National Park Service to help develop a strong and broadly supported regional heritage protection and interpretation strategy.

The federal level of the coordinating entity may be able to overcome divergent perspectives of the states (and, if applicable, Quebec), and act as the glue that holds together the different jurisdictions. Federally established national heritage corridor entities have proven effective in protecting and managing complex resources. By their very nature, they build in broad geographic and interest group representation. The existing national heritage corridor entities have successfully evolved into institutions that facilitate complex planning projects.

#### **Disadvantages**

A national heritage corridor would require additional expenditures at a time when most government programs are experiencing budget cuts. The complexity of the project might require a very large coordinating entity to insure broad representation. A start-up period would be required before the coordinating entity could begin to implement projects. Currently, no one group is ready to assume the responsibilities of the coordinating entity.

Residents who are uncomfortable with federal designation and/or an expanded federal role in the region might not support this option. A geographic boundary might be designated, which could potentially raise concerns about restrictions on private property rights. However, these concerns would be groundless, as there are no restrictions on private property rights inherent in the establishment of a national heritage corridor.

#### **International Considerations**

As mentioned previously in this report, there are significant resources related to the "Making of Nations" theme in the Richelieu Valley in Quebec. Two are national historic sites administered by Parks Canada. The National Ministry of Defense administers one site, Fort St. Jean. In addition, Quebec has designated the Valley of the Forts trail extending south from Sorel on the St. Lawrence, continuing into the United States. This illustrates the continuity of the interpretive theme across the national boundary. The trail lists more than thirty individual sites (including those in the United States) which relate to Canadian military history.

As stated earlier, if desired and appropriate, Canada could enact parallel legislation to extend the corridor north of the international boundary in the Richelieu Valley, Quebec. Preliminary discussions among the National Park Service study team, officials in Quebec and at the federal level in Canada regarding such a cross-boundary initiative have met with great interest. Clearly, an international heritage corridor has enormous potential for improving the promotion and protection of heritage resources and further

**Option 4, Quadricentennial Commemoration, proposes a third commemoration, modeled after the first two (in 1909 and 1959), to mark the 400th anniversary of the arrival of Champlain.**

solidifying cross-boundary relations. Discussions among the parties to identify opportunities for cross-boundary collaboration will continue as part of this study process and beyond.

Extending the corridor in Quebec, however, is no small challenge. It would add a greater level of difficulty to the task of coordinating across jurisdictions and increase the level of complexity involved in establishing and operating a heritage corridor. Also, there is no national heritage corridor designation in Canada; the Canadian Heritage River designation is the only comparable designation.

**OPTION 4: QUADRICENTENNIAL  
COMMEMORATION**

**Description**

In 1603, Samuel de Champlain sailed up the Richelieu River. In 1609, on another voyage, he arrived on the shores of Lake Champlain. Champlain's encounter with Native Americans influenced relations for the next century and a half. These events marked the beginning of European exploration, settlement, and conflict that intensified over the next two centuries, dramatically altering the balance of power on the continent, and ultimately forming the United States and Canada.

Two major celebrations have been held in the Champlain Valley to commemorate the events associated with the arrival of Champlain in North America. The first, in 1909, marked the 300th anniversary of his arrival in what is now the United States. The second, in 1959, highlighted the 350th anniversary of this event. The commemorations brought together people from diverse backgrounds: leaders of nations, educators, citizens of both the United States and Canada, and native peoples. Through plays, songs, poems, pageants, publications, speeches, dances—all created especially for the commemorations—people learned how the history of North America shaped modern life. The years 2003-2009 will mark the 400th anniversary of Champlain's arrival in the Champlain/Richelieu Valley.

This option proposes a third commemoration, modeled after the first two, to mark the 400th anniversary of these

historic events. The Lake Champlain Byways program has recently embraced the idea of a 400th anniversary celebration as the core of its economic and tourism development strategy and is in the early stages of exploring how this strategy might be best managed and implemented. Under this option, there would be federal support of the commemoration and National Park Service participation.

The commemoration would be an extended, binational effort, marking the events of 1603 through the events of 1609. Federal legislation would authorize a coordinating entity, a public/private partnership with representation drawn from federal, state, provincial, nonprofit, and private entities. The coordinating entity would be authorized to prepare, secure funding for, and execute a plan to commemorate events associated with the 400th anniversary of Champlain's arrival in the Champlain/Richelieu Valley.

The National Park Service would participate in the commemoration through representation on the coordinating entity and through the Saratoga National Historical Park. National Park Service technical assistance would be available to the coordinating entity subject to competing demands. Binational cooperation would be carried out through the coordinating entity. The coordinating entity would disband after the celebration activities were completed. Primary sources of funding for the commemoration would be from federal, state, Quebec, nonprofit, and private sectors. Cost to the United States government would be \$250,000 annually, for however many years the coordinating entity functioned (subject to availability of appropriations and considered in the context of competing demands for funds from existing National Park Service units, programs, and heritage corridors).

The quadricentennial commemoration would not necessitate changes in land ownership, regulation, and policies. As in all options, existing land regulation and policies would remain under the auspices of the existing governmental entities.

The team researched two federally legislated commemoration precedents when developing this option. One is the Thomas Jefferson Commemoration Commission Act of 1992. The other is the De Soto Expedition Trail Commission of

1990. A third example, which was not used as a precedent because it is still being developed and has not passed into law, is a commission to celebrate the 400th anniversary of the settlement of Jamestown Island, Virginia (1607/2007).

The Jefferson Commission was established to commemorate the 250th anniversary of the birth of Thomas Jefferson (1743/1993) and was authorized to plan and develop programs and activities appropriate to the commemoration. The commission included eleven citizens appointed by the President, plus representatives of the judicial, executive, and legislative branches of government. Funding was authorized for \$250,000 for fiscal year 1993, and \$62,500 for fiscal year 1994.

The De Soto Expedition Trail Commission was established in the Department of the Interior to encourage and direct research, and to coordinate the distribution of interpretive materials to the public regarding the De Soto expedition, the native societies the expedition encountered, and the effects of that contact. The commission, appointed by the Secretary of the Interior, included scholars, resource specialists, the Superintendent of the De Soto National Memorial in Florida, and a representative from the Smithsonian Institution. Funding was authorized for \$250,000 to carry out the functions of the commission, and \$750,000 to conduct necessary research.

## Feasibility

### Advantages

This option is feasible, based on the precedents that served as models. It would function in a similar fashion, with the coordinating entity identifying and carrying out the actions appropriate to commemorate the historic events played out in the Champlain/Richelieu Valley.

This option would be supported by the participating governments making a firm commitment to recognize the importance of the historical events, create a coordinating entity, and define a mandate through the adoption of legislation. The formal structure would help ensure that the participating governments will adhere to their commitments.

The coordinating entity would be a committed body that

could perform targeted, unified, efforts and work to connect thematically related sites. In addition, the management functions would be centralized in one agency, avoiding replication of services, filling the need for ongoing and effective communication, and facilitating regional, cross-boundary coordination.

This option provides an additional federal source of funding for the valley and additional access to federal technical assistance. It also provides some federal recognition (albeit not a formal designation), and assistance by the National Park Service to help develop a strong and broadly supported regional commemoration strategy. The federal level of the coordinating entity may be able to overcome divergent perspectives of the states and province and hold the different jurisdictions together.

This option may also be more attractive to residents uncomfortable with additional federal designation. Because the coordinating entity would focus on conducting a specific function, namely, commemoration, and would not be associated with a designated geographic boundary, concerns about restrictions on private property rights would be mitigated. Also, the effort would have a finite existence.

### Disadvantages

Under this option, the corridor would receive no formal federal designation. Therefore, the national and international marketability of the region and ability to leverage dollars may not be as strong as in Option 3, which would receive formal designation as a heritage corridor.

Since preservation of heritage resources may not be a focus for commemoration activities, this option may not provide as high a level of heritage resource preservation as Option 3.

A commemoration effort could be perceived as being "Eurocentric."

After commemoration activities are complete, the coordinating entity and their associated efforts would terminate. A new mechanism would be required for continuation of heritage preservation and heritage tourism activities, if desired by residents.

COMPARISON OF HERITAGE PRESERVATION OPTIONS

	Option 1	Option 2	Option 3	Option 4
<b>Designation</b>	<b>Continuation of Current Practices</b>	<b>Provincial/State Heritage Corridor</b>	<b>National Heritage Corridor</b>	<b>Quadricentennial Commemoration</b>
<b>Legislation</b>	None	Governments of NY, VT, Quebec enact parallel legislation to establish corridor	Federal government enacts legislation to establish corridor in U.S. Canada/Quebec could enact parallel legislation in Richelieu Valley.	Federal government enacts legislation to support commemoration of the events associated with the 400th anniversary of Champlain's arrival in valley.
<b>Federal Involvement</b>	Federal involvement continues through LCBP and competitive programs such as RTCA, ABPP, NHL.	Federal involvement continues through LCBP, RTCA, ABPP, NHL. NPS, and Parks Canada units could serve as interpretive centers that embrace some aspects of corridor.	NPS provides programmatic and technical assistance, subject to availability. NPS and Parks Canada units serve as interpretive centers that embrace aspects of corridor.	NPS participates in celebration activities, through representation on coordinating entity.
<b>Sunset Clause</b>	Not applicable: no legislation.	To be determined by governments.	NPS funding and technical assistance limited to ten years. Designation is permanent.	Coordinating entity disbands after commemoration activities are complete.
<b>Coordinating Entity</b>	State agencies, LCBP, Byways, and other organizations continue to pursue objectives for heritage resource protection and interpretation.	Commission established. Representation from state and Quebec governments, private sector, nonprofits, others	Public/Private coordinating entity established by mutual agreement of states, localities, and other partners within heritage corridor; designated by the enabling legislation. Representation, private sector, nonprofits, Native Americans, others. With citizen advisors.	Public/Private coordinating entity established by mutual agreement of states, localities, and other partners; designated by the enabling legislation. Representation, governments, private sector, nonprofits, Native Americans, others. With citizen advisors.
<b>Duties of Coordinating Entity</b>	All authorities currently vested in LCBP, Byways Program, and other entities. No new coordinating entity.	Prepare heritage plan. Establish committees. Implement the plan. Cooperate with other entities. Provide for involvement and education. encourage adherence to the plan.	Prepare heritage plan. Establish priority actions. Implement plan in partnership with others. Conduct annual public meetings regarding plan implementation.	Prepare and execute plan to commemorate anniversary of Champlain's arrival in valley.

## COMPARISON OF HERITAGE PRESERVATION OPTIONS

	Option 1	Option 2	Option 3	Option 4
Designation	<i>Continuation of Current Practices</i>	<i>Provincial/State Heritage Corridor</i>	<i>National Heritage Corridor</i>	<i>Quadracentennial Commemoration</i>
<b>Binational Cooperation</b>	Binational contacts continue periodically to discuss mutual interests regarding tourism, trade, education, arts, and culture.	Binational cooperation begins with Memorandum of Understanding between the parties, and then is based on legislation.	Binational cooperation carried out through Canadian/Quebec <i>ex officio</i> representation in coordinating entity. If Canadian/Quebec portion of corridor is established, coordinating entities could collaborate to reflect binational nature of corridor.	Binational cooperation carried out through representation on coordinating entity.
<b>Land and Regulation Policies</b>	Land regulation and policies remain under auspices of existing governmental entities.	Land regulation and policies remain under auspices of existing governmental entities.	Land regulation and policies remain under auspices of existing governmental entities.	Land regulation and policies remain under auspices of existing governmental entities.
<b>NPS Technical Assistance</b>	NPS technical assistance potentially available through established competitive programs, such as RTCA.	NPS technical assistance potentially available through established competitive programs, such as RTCA.	NPS technical assistance potentially available to coordinating entity.	NPS technical assistance potentially available to coordinating entity as authorized by Congress.
<b>NPS Annual Operating Costs</b>	Funds available through existing programs. No additional federal <i>operating funds</i> over and above those currently available.	Funds available through existing programs. No additional regular <i>source of federal operating funds</i> over and above those currently available.	\$1 million/year over and above funds currently provided (subject to availability). 1:1 <i>nonfederal match</i> required for federal funds.	\$250,000/year over and above funds currently provided (subject to availability.)
<b>NPS Development Costs</b>	No regular source of federal development funds.	No regular source of federal development funds.	To vary annually (possibly to maximum specified in legislation).	No regular source of federal development funds.
<b>Funding Sources</b>	Funds would come from existing sources.	State; grants; donations. Possible Quebec funds.	Federal and state governments; grants; donations. Possible Canadian/Quebec funds.	Federal, Quebec, and state governments; grants; donations.

## OPTIONS CONSIDERED, BUT REJECTED

### Traditional National Park Unit

The team determined that the Champlain Valley is neither suitable nor feasible as a national park because of the size and configuration of the area, the dispersion of its resources, the diverse patterns of land ownership, and the multitude of governmental jurisdictions in the area. It is not feasible for the National Park Service alone to administer, acquire, own, develop, and staff the region as a traditional park. Designation of the region as a national recreation area would encompass diverse recreational resources, but it would insufficiently recognize the cultural, natural, and educational resources, which are a critical part of the Champlain Valley. Also, it would potentially entail an unacceptable degree of National Park Service involvement.

### Affiliated Area with Permanent National Park Service Commitment

The team considered designation of the Champlain Valley as an affiliated area of the national park system. An affiliated area is a federally recognized resource that is not a unit of the national park system. However, an affiliated area has access to National Park Service programmatic, technical, and financial assistance. Under this option, the designation would have required a permanent National Park Service commitment to the Champlain Valley.

The team rejected this option because the National Park Service already has a permanent commitment within the area, through the Saratoga National Historical Park, which interprets the key interpretive theme of the valley. Also, little local support was evident for another major, permanent federal commitment in the area.

### National Heritage Corridor Located only in Vermont

The team considered an option that would have designated a national heritage corridor located solely in Vermont. This option was considered because Senator Jeffords of Vermont initiated this project and the New York

delegation has not expressed as strong an interest in this initiative. Although, politically, it may be easier to find support for a "Vermont only" designation, the team rejected this concept because the interpretive themes embrace the entire valley, and there are representative resources in both states. A one-sided corridor would not express the historical cohesion of the valley.

## COMPARISON WITH OTHER HERITAGE CORRIDORS

If a "traditional" National Park Service unit were being considered, this evaluation would move on to consideration of its suitability. Suitability is essentially an analysis of whether the type of resource under consideration is already adequately represented in the national park system. Analysis of suitability, in practice, entails comparison with existing units of the National Park Service in terms of differences or similarities in the character, quality, quantity, or combination of resources, and opportunities for public enjoyment.


To address the concept of suitability for a project of this type, where a traditional park unit is not being considered, the team compared the area under evaluation with other heritage corridors. The team examined: the Quinebaug and Shetucket Rivers Valley National Heritage Corridor (Connecticut); the Blackstone River Valley National Heritage Corridor (Massachusetts and Rhode Island); Los Caminos Del Rio Binational Heritage Corridor (Texas and New Mexico); and the Delaware & Hudson Canal Heritage Corridor (New York). (See Appendix F for a summary of the comparison.) This comparison was useful in illustrating how dramatically the level of federal involvement and the structure of management entities can vary in heritage corridors.

The team also examined thematically related heritage corridors, such as the Hudson River Valley National Heritage Area (New York), and the Tennessee Civil War Heritage Area (Tennessee) to judge how the Champlain Valley compares in terms of interpretive themes. The team



determined that no heritage corridor, national or otherwise, now exists that interprets the military struggles that influenced the formation of Canada and the United States. The closest thematically related area may be the Northern Frontier, located in upstate New York, which the National Park Service is currently evaluating through a

process similar to the one followed for this project. Finally, the team found that the character, quantity, combination of heritage and recreational resources, and opportunities for public enjoyment in the Champlain Valley differ greatly from the other areas considered.



PART FOUR:  
ENVIRONMENTAL  
CONSEQUENCES



*Farmland in the Champlain Valley*

## INTRODUCTION

Due to the conceptual nature of the options presented, the environmental assessment offers only an overview of potential impacts relating to important elements of each option. It is expected, however, that management plans would be generated to implement any one of the options outlined in this document. Planning efforts would evaluate specific environmental impacts of the actions proposed in more depth, and more detailed mitigative measures would be developed and analyzed for public comment.

## POTENTIAL IMPACTS COMMON TO ALL "ACTION" OPTIONS

Under the different options, it is assumed that the heritage preservation objectives (described previously in this report) would be carried out by different coordinating entities and to varying degrees. Potential activities that could result from pursuing the objectives include new and improved trails, riverside parks, visitor information kiosks, and signage programs to highlight heritage sites. Because

the Lake Champlain/Lake George region is already an established tourist destination, the expected effects are modest increases in visitor trips to the area; and visitors prolonging vacation stays to see lesser-known historic sites or extending travel times to include heritage resources throughout the study area.

### **Socioeconomic Considerations**

Pursuing the objectives under any of the "action" options would generate, to varying degrees, increased visitor volume, increased visitor expenditures, and increased visitor length of stay. These increases would mean additional income for local businesses and could expand the market for overnight accommodations, restaurants, and other commercial venues in the study area. *Appendix H contains the socioeconomic impact analysis portion of this environmental assessment.* Please refer to that section for the baseline evaluation of tourism activity; assumptions made about increases in visitor volume, expenditures, and length of stay; and the socioeconomic impacts associated with each option.

### **Vehicular Traffic**

The increases in visitor volume and length of stay would generate corresponding increases in vehicular traffic. Of the three "action" options, the greatest level of increase in visitor volume is potentially attributable to Option 4: quadricentennial commemoration (See Appendix H, Table IV-2.) In Option 4, a moderate-to-large increase is possible, which, quantitatively, could mean up to 125,000 additional visitor trips per year. It is important to note that approximately 65% of the additional trips associated with Option 4 could be "day-trippers." Therefore, a majority of the additional vehicular trips could be generated by "local" vehicles, or vehicles that are already operating within the study area. Although the additional visitor volume would increase vehicular volume, the increase potentially associated with this option would likely be imperceptible to the average motorist and resident.

As indicated in Appendix H, Table IV-2, it is assumed that Options 2 and 3 would attract fewer additional visitor trips per year than Option 4, but with a lower (35% and 30%, respectively) day-tripper rate (thus, higher overnight visitor rate). And, it is assumed that implementing these options would increase the visitor length of stay by one day. Even with the increases in length of stay and the lower day-tripper rate, additional vehicular volume potentially attributable to Options 2 and 3, although greater than baseline, would still most likely be imperceptible.

Mitigative measures, such as implementing multimodal transportation linkages and encouraging visitors to travel by train, bike, or foot, could help offset potential negative environmental impacts associated with any increases in vehicular use.

### **Pollution and Waste Disposal**

The increases in visitor volume and length of stay would generate corresponding impacts associated with increases in pollution and waste disposal. These increases would occur under any of the "action" options. These impacts would be extremely modest, given that the greatest projected visitor volume increase is 125,000 visitor trips per

year. This figure represents half the annual visitation of Saratoga National Historical Park, which accommodates such use year after year without significant negative environmental impacts.

### **Use of Natural and Cultural Resources**

The increases in visitor volume and length of stay would generate corresponding impacts associated with use of natural areas and cultural resources. Even the greatest projected level of increase—most likely distributed throughout the study area and throughout the months of May to October—is not likely to cause additional congestion over baseline at any one site.

## **POTENTIAL IMPACTS OF OPTION 1: CONTINUATION OF CURRENT PRACTICES**

### **Description of Federal Involvement**

Under this option, there would be no formal designation of a corridor. No additional federal mechanisms for resource protection or recognition would be pursued. Federal involvement in the region would be limited to existing competitive grant and technical assistance programs (National Historic Landmark, American Battlefield Protection Program, and Rivers, Trails and Conservation Assistance) and (given continued funding) support of the Lake Champlain Basin Program and Lake Champlain Byways.

### **Administration**

Without an overall organizing group, corridor-wide initiatives would be more difficult to coordinate than under the other options. Preservation efforts would probably continue to be fragmented and uncoordinated, due to limited technical assistance and inadequate funding.

No increase in government presence may be desired in communities where a strong local government is willing to protect and manage resources.

### Conservation and Preservation

There would be no additional impacts to cultural and natural resources or the environment beyond those identified by existing plans such as the Lake Champlain Basin Program's "Opportunities for Action."

### Interpretation and Education

Since opportunities for interpretation and education would not increase over baseline, resources would not benefit from increased appreciation or concern with their long-term survival.

### Recreation

Without an overall organizing group, corridor-wide recreational opportunities, such as a heritage trail, would be more difficult to coordinate than under the other options.

### Socioeconomic Considerations

Visitor volume, expenditures, or length of stay would not increase over baseline. Local businesses and other commercial venues in the study area would not generate additional income over baseline.

## POTENTIAL IMPACTS OF OPTION 2: PROVINCIAL/STATE HERITAGE CORRIDOR

### Description of Federal Involvement

Federal involvement in the region would continue to be through existing competitive grant and technical assistance programs (National Historic Landmark, American Battlefield Protection Program, and Rivers, Trails and Conservation Assistance) and, given continued funding, support of the Lake Champlain Basin Program and Lake Champlain Byways. Saratoga National Historical Park could serve as an interpretive center and could expand aspects of its programs to embrace corridor-wide themes. Any projects with potential cultural and natural resources impact would need to comply with appropriate local, state, and/or federal laws.

### Administration

The leadership of the province and states would provide experience in managing complex regional and statewide resources. The commission could devote a focused effort to obtaining technical assistance and funding activities through existing state and federal programs. Under this option, there would be a forum where state, county, and local programs could be coordinated to address cultural and natural resource protection and heritage tourism promotion. The commission could become an information clearinghouse, coordinating efforts that would increase public awareness and stewardship of corridor resources. The commission could also create a forum for resource users, landowners, industry, and communities to work together in identifying, protecting, and appropriately developing corridor resources.

Ability of state and provincial governments to increase their role in existing and new programs could be hampered by a lack of funds. Existing provincial/state programs may not be adequate to implement plans in the corridor. The provincial/state level of the commission may not be able to overcome divergent perspectives—and the real possibility that the participating governments could bring divergent levels of attention and interest to the effort.

Increased provincial/state government presence may not be desired in communities where a strong local government is willing to protect and manage resources.

### Conservation and Preservation

This option could stimulate conservation of scenic and working landscapes in the corridor and preservation of historic structures and objects. (Please note that existing land regulations and policies remain under the auspices of existing governmental entities in all of the options.) Because no additional federal funding or assistance would be available in this option, the increases in conservation and preservation efforts may be less than those associated with Options 3 and 4.

### **Interpretation and Education**

Under this option, there would be increased opportunities for interpretation and education available to both visitors and residents throughout the valley. Enhancing residents' awareness of the valley's cultural and natural heritage would increase appreciation and pride in the region's resources. Increased appreciation for these resources could contribute to long-term protection. Because no additional federal funding or assistance would be available in this option, the increases in interpretation and education may be less than those associated with Options 3 and 4.

### **Recreation**

Communities could benefit from a coordinated effort (that includes the province and states) to expand and link recreation facilities.

### **Socioeconomic Considerations**

Provincial and state-level designation would give higher visibility to the corridor than Option 1 but less visibility than Option 3. This is because in Option 3 the federal designation would most likely increase both the marketability of the corridor in a national and international marketplace and the ability to leverage dollars. It is estimated that the potential direct economic impact of Option 2 could be about \$36 million annually. (See Appendix H.)

## **POTENTIAL IMPACTS OF OPTION 3: NATIONAL HERITAGE CORRIDOR**

### **Description of Federal Involvement**

In this option, federal legislation would establish a public/private coordinating entity (with the National Park Service as a member) authorized to prepare a heritage plan, establish priorities, and implement the plan in cooperation with others. Through the provision of technical assistance for planning and historic preservation, the National Park Service could contribute to the long-term preservation of the forts and battlefields of the valley, the vernacular architecture, the broader cultural landscape, and submerged and other cultural resources.

### **Administration**

A coordinating entity supported by federal legislation could focus regional attention on resource protection. Under this option, there would be a forum where federal, state, county, and local programs could be coordinated to address cultural and natural resource protection and heritage tourism promotion. The coordinating entity could become an information clearinghouse, coordinating efforts that would increase public awareness and stewardship of local resources. The coordinating entity could create a forum for resource users, landowners, industry, and communities to work together in identifying, protecting, and developing corridor resources appropriately.

Other national heritage corridor coordinating entities that are supported by federal legislation have proven effective in protecting and managing complex resources. By their very nature, they build in broad geographic and interest group representation. The existing national heritage corridor entities have successfully evolved into institutions that facilitate complex planning projects.

Additional National Park Service involvement may not be desired in communities where a strong local government is willing to protect and manage resources.

### **Conservation and Preservation**

This option could stimulate conservation of scenic and working landscapes in the corridor and preservation of historic structures and objects. Cultural resource protection would benefit as local preservation efforts receive greater recognition and assistance from all levels of government and from the private sector. (Please note that existing land regulations and policies remain under the auspices of existing governmental entities in all of the options.) The level of federal funding and assistance potentially available under this option could generate greater increases in conservation and preservation efforts than Options 2 and 4.

### Interpretation and Education

Under this option, there would be increased opportunities for interpretation and education available to both visitors and residents throughout the valley. Enhancing residents' awareness of the valley's cultural and natural heritage would increase appreciation and pride in the region's resources. Increased appreciation for these resources could contribute to long-term protection. The level of federal funding and assistance potentially available under this option could generate greater increases in conservation and preservation efforts than Options 2 and 4.

### Recreation

Communities could benefit from a coordinated effort (that includes the National Park Service) to expand and link recreation facilities.

### Socioeconomic Considerations

Under this option, the corridor would receive a federal designation, which underscores national recognition of the area's importance. Areas with federal designation are usually included in "Triple A" and other national tourism promotional materials, are included in National Park Service descriptive materials, and are often included in private travel and tourism publications. This recognition can increase the national and international marketability of the region and increase the coordinating entity's ability to leverage dollars. The national heritage corridor designation carries with it a National Park Service "seal of approval" that can, in itself, attract visitors to the region. It is estimated that the potential direct economic impact of Option 3 could be about \$51 million annually. (See Appendix H.)

### POTENTIAL IMPACTS OF OPTION 4:

#### QUADRICENTENNIAL COMMEMORATION

##### Description of Federal Involvement

This option would focus on natural and cultural resources in the form of a series of events that would bring many locals and visitors to the valley over a period of six years (from 2003 to 2009). Federal legislation would establish a coordinating entity authorized to prepare and execute a plan to commemorate the arrival of Samuel de Champlain in the Champlain/Richelieu Valley. Through the provision of technical assistance for planning for the commemorative events, it is possible that the National Park Service could contribute to the long-term preservation of the forts and battlefields of the valley, the vernacular architecture, the broader cultural landscape, underwater archaeological resources, and other cultural resources.

##### Administration

A coordinating entity supported by federal legislation could focus regional attention on heritage tourism and on resource protection. Under this option, there would be a forum for a finite period of time where federal, state, county, and local programs could be coordinated to address cultural and natural resource protection and heritage tourism promotion. The coordinating entity could become an information clearinghouse, coordinating efforts that would increase public awareness and stewardship of local resources. The coordinating entity would create a forum for resource users, landowners, industry, and communities to work together in identifying, protecting, and developing corridor resources appropriately for the events associated with the commemoration.

Additional National Park Service involvement may not be desired in communities where a strong local government is willing to protect and manage resources.



**Conservation and Preservation**

This option could stimulate conservation of scenic and working landscapes in the corridor and preservation of historic structures and objects. Cultural resource protection would benefit since local preservation efforts receive greater recognition and assistance from all levels of government and from the private sector. (Please note that existing land regulations and policies remain under the auspices of existing governmental entities in all of the options.) Because this would be a finite effort, the increases in conservation and preservation efforts may be less than those associated with Option 3.

**Interpretation and Education**

Under this option, there would be increased opportunities for interpretation and education available to both visitors and residents throughout the valley. Enhancing residents' awareness of the valley's cultural and natural heritage would increase appreciation and pride in the region's resources. Increased appreciation for these resources could

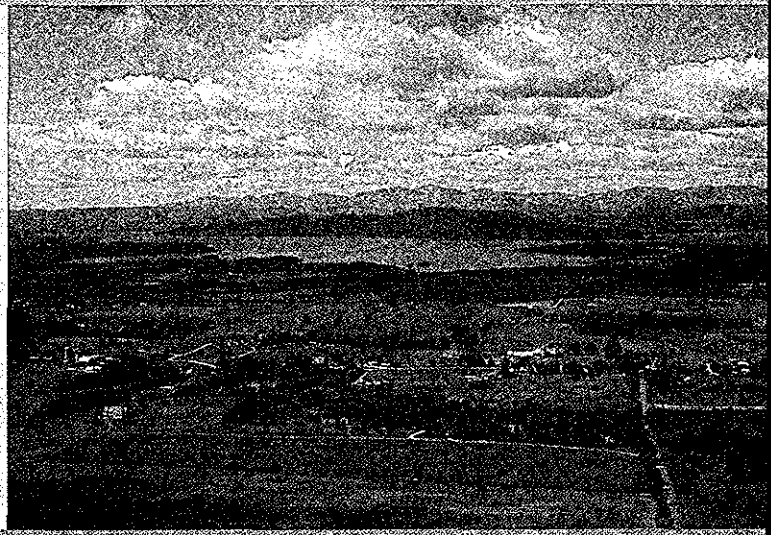
contribute to long-term protection. Because minimal federal funding or assistance would be available in this option, the increases in interpretation and education may be greater than those associated with Option 2 but less than those associated with Option 3.

**Recreation**

Communities could benefit from a coordinated effort (that includes the National Park Service) to expand and link local recreation facilities.

**Socioeconomic Considerations**

Under this option, the corridor would receive no formal federal designation. As a consequence, the national and international marketability of the region and ability to leverage dollars may be less than the ability to market and leverage dollars associated with Option 3. It is estimated that the potential direct economic impact of Option 4 could be about \$32 million annually. (See Appendix H.)



PART FIVE:  
APPENDICES

The following lists are representative and not intended to be complete or inclusive.

**NONPROFIT INVOLVEMENT**

There are roughly 100 nonprofit organizations and historical societies in the Champlain and Richelieu valleys that are active in the areas of historic preservation, education, planning, and stewarding historic sites.

**New York**

- Adirondack Architectural Heritage
- Adirondack Council
- Adirondack Mountain Club
- Bateaux Below
- Cambridge Historical Society
- Essex County Historical Society
- Federation of Historical Services
- Feeder Canal Alliance
- Fort Edward Historical Association
- Friends of Fort Ticonderoga
- Friends of Grant Cottage
- Friends of the North Country, Inc.
- Friends of Saratoga Battlefield
- Greenwich Historical Association
- Hartford Historical Group
- Hebron Preservation Society
- Hudson River Valley Greenway Communities Council
- Lake Champlain New York Citizens' Advisory Committee
- Lake George Historical Association
- Minerva Historical Society
- Moreau & South Glens Falls Historical Society
- New York Parks and Conservation Association
- Old Saratoga Historical Association
- Penfield Foundation
- Preservation League of New York
- Saratoga County Historical Society
- Saratoga Springs Historical Society
- Saratoga Springs Preservation Foundation
- Schroon-North Hudson Historical Society

- Stillwater Historical Society
- Ticonderoga Historical Society
- Washington County Historical Society
- Whitehall Historical Society

**Vermont**

- Abenaki Research Project
- Bennington Museum
- Bennington Preservation Trust
- Bridport Historical Society
- Crown Point Road Association
- Lake Champlain Committee
- Lake Champlain Land Trust
- Lake Champlain Maritime Museum
- Lake Champlain Vermont Citizens' Advisory Committee
- Living History Association
- Mount Anthony Preservation Society
- Mount Independence Coalition
- Orwell Historical Society
- Poultney Historical Society
- Preservation Burlington
- Preservation Trust of Vermont
- Rokeby Museum
- Rutland Historical Society
- St. Albans Historical Society
- Shelburne Farms
- Sheldon Museum
- Shoreham Historical Society
- Vermont Archeological Society
- Vermont Council on the Humanities
- Vermont Folklife Center
- Vermont Forum on Sprawl
- Vermont Historical Society
- Vermont Land Trust
- Vermont Museum and Gallery Alliance
- Vermont Old Cemetery Association
- Williston Historical Society
- Winooski Valley Park District

**Québec**

Amis du Fort-Lennox  
 Au pays de Chambly  
 Blockhaus de la rivière Lacolle  
 Canaux historiques du Québec  
 Centre d'exposition des Gouverneurs  
 Comité du patrimoine de la seigneurie de Beaujeu/Lacolle  
*Corporation soreloise du patrimoine régional*  
 Les amis du canal de Chambly  
 Lieu historique national du Fort-Chambly  
 Lieu historique national du Fort-Lennox  
*Maison Honoré-Mercier*  
 Maison nationale des patriotes  
 Montmusée (Regroupement des institutions  
 muséales de la Montérégie)  
 Musée du Fort Saint-Jean  
 Musée régional du Haut-Richelieu  
 Muséobus-Musée communautaire de  
 l'Enfance et de la Jeunesse  
 Programme Rues Principales, Saint Jean  
 Société de gestion des industries culturelles  
 Société d'histoire de Beloeil-Mont-Saint-Hilaire  
 Société d'histoire de Cournoyer  
 Société d'histoire Pierre-de-Saurel  
 Société d'histoire du Haut-Richelieu  
 Société d'histoire de Montarville  
 Société d'histoire des "Riches-Lieux"  
 Société d'histoire de Saint-Basile-le-Grand  
 Société d'histoire de la Seigneurie de Chambly  
 Société d'histoire de la Vallée du Richelieu  
 Société historique et culturelle de Saint-Antoine-sur-  
 Richelieu  
 Quebec Historical Corps

**TOURISM AND ECONOMIC DEVELOPMENT  
 ORGANIZATIONS**

There are nearly sixty nonprofits and other organizations within the region devoted to promoting tourism and economic development.

**New York**

Adirondack North Country Association  
 Adirondack North Country Association Tourism Committee  
 Adirondack Regional Chamber of Commerce  
*Adirondack Regional Tourism Council*  
 Bolton Landing Chamber of Commerce  
 Champlain Canal Scenic Byway  
 Champlain Valley Heritage Network  
*Chesterfield Chamber of Commerce*  
 Chestertown Chamber of Commerce  
 Clinton County Chamber of Commerce  
 Essex Community Heritage Organization  
 Essex County Tourism Department  
 Fort Edward Chamber of Commerce  
 Friends of the North Country  
 Lake Champlain Visitors Center  
 Lake George Chamber of Commerce  
 Lake Placid/Essex County Visitors Bureau  
 Moriah Chamber of Commerce  
 Northern Tier Chamber of Commerce  
 NYS Assembly Program Staff-Tourism  
 NYS Department of Economic Development  
 Pride of Ticonderoga  
 Rouses Point Champlain Chamber of Commerce  
 Saratoga County Chamber of Commerce  
 Saratoga County Promotion Board  
 Schroon Lake Chamber of Commerce  
 Ticonderoga Chamber of Commerce  
 Warren County Tourism Department  
 Washington County Tourism Association  
 Westport Chamber of Commerce  
 Whitehall Chamber of Commerce

APPENDIX A: CURRENT MANAGEMENT AND  
PROGRAMS: LISTING AND CONTACT INFORMATION

**Vermont**

Addison County Chamber of Commerce  
Arlington Chamber of Commerce  
Bennington Area Chamber of Commerce  
Fair Haven Chamber of Commerce  
Lake Champlain Regional Chamber of Commerce  
Lake Champlain Transportation Company  
Manchester and Mountains Chamber of Commerce  
Poultney Area Chamber of Commerce  
Rutland Regional Chamber of Commerce  
St. Albans Area Chamber of Commerce  
Swanton Chamber of Commerce  
Vergennes Chamber of Commerce  
Vermont Bicycle Touring  
Vermont Chamber of Commerce  
Vermont Department of Travel and Tourism  
Vermont Agency of Development and Community Affairs  
Vermont Life Magazine  
Vermont Off Beat  
Vermont Travel Information Council

Lake Champlain Bikeways  
Lake Champlain Visitors Center  
RR1, Box 220, Bridge Road  
Crown Point, NY 12928  
518-597-4464  
Lake Champlain Byways  
Janet Kennedy, Project Coordinator  
79 Court Street  
Middlebury, VT 05753  
802-388-3141  
Champlain Adirondack Biosphere Reserve  
Dr. William Gregg  
USMAB Directorate  
USDI-National Park Service  
PO Box 37127  
Washington, DC 20013-7127

**National Park Service Rivers, Trails and  
Conservation Assistance Program**

Jennifer Waite  
Vermont Projects Director  
The King Farm, 5 Thomas Hill  
Woodstock, VT 05091  
802-457-4323

Karl Beard  
New York Projects Director  
Roosevelt-Vanderbilt NHS  
519 Albany Post Road  
Hyde Park, NY 12538  
914-229-9115

**Québec**

Les Associations Touristiques Régionales Associées  
du Québec  
Bureau de Tourisme de Chambly  
Association Touristique Régionale de la Montérégie  
Office du Tourisme et des Congrès du Haut-Richelieu

**MAJOR PROGRAMS THAT LINK HISTORIC, CULTURAL,  
AND NATURAL RESOURCES**

**Regional**

Lake Champlain Basin Program  
PO Box 204  
Grand Isle, VT 05458  
802-655-6382

**New York**

NYS Department of Transportation  
Robert Gwin  
NYS-Department of Transportation  
1220 Washington Avenue  
Albany, NY 12232  
518-457-4075

**Vermont**

Vermont Department of Tourism and Marketing  
134 State Street, PO Box 1471  
Montpelier, VT 05601-1471

Vermont Department of Forests, Parks and Recreation  
103 South Main Street  
Waterbury, VT 05671-0603  
802-241-3655

Vermont Department of Housing and Community Affairs  
National Life Building  
Drawer 20  
Montpelier, VT 05620-0501  
802-828-3211

Loni Ravin  
Enhancements Program  
133 State Street  
Montpelier, VT 05633  
802-828-3885

Vermont Housing and Conservation Board  
149 State Street  
Montpelier, VT 05602  
802-828-3250

VT Tourism Data Center  
361 Aiken Center  
University of Vermont  
Burlington, VT 05405

**STATE INVOLVEMENT**

**New York**

The NY OPRHP web page is <http://nysparks.state.ny.us>.  
Other primary contact points for NY OPRHP are:

NYS Parks, Recreation and Historic Preservation  
Empire State Plaza, Building 1  
Albany, NY 12238

Bernadette Castro, Commissioner  
518-474-0443  
J. Winthrop Aldrich  
Deputy Commissioner for Historic Preservation  
518-474-9113

NYS Parks, Recreation and Historic Preservation

- Bureau of Historic Sites
  - Collections Care Center
  - Field Services Bureau
- PO Box 189  
Peebles Island  
Waterford, NY 12188  
518 237-8643

NYS Parks, Recreation and Historic Preservation  
Saratoga-Capitol Region  
PO Box W  
Saratoga Springs, NY 12866  
518 584-2000

Other New York State agencies with jurisdiction over, or programs relevant to managing and promoting cultural resources in the Champlain Valley are:

New York State Museum  
3097 Empire Plaza  
Albany, NY 12230  
518-597-3666

**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

**NATIONAL HISTORIC LANDMARKS IN THE STUDY AREA**

**New York**

Adirondack Park	Clinton, Essex, Warren Counties	
Canfield Casino and Congress park	Saratoga County	Entertainment/recreation, architecture, community planning and development, social history
Fort Crown Point	Essex County	Historic, architecture, military
Fort St. Frédéric	Essex County	Military, exploration/settlement
Fort Ticonderoga	Essex County	Military, historic, economics
Lemuel Haynes House	Washington County	Black history, religion, politics/government, military
<i>Land Tortoise</i>	Warren County	Military, transportation
Owl's Nest	Warren County	Literature
Plattsburgh Bay	Clinton County	Historic, military
Saratoga Spa State Park District	Saratoga County	Architecture, conservation, landscape architecture, health/medicine
Valcour Bay	Clinton County	Military
Elkanah Watson House	Essex County	Agriculture

**Vermont**

Robert Frost Farm	Addison County	Literature
Mount Independence	Addison County	Military
Rokeby Museum	Addison County	Underground Railroad
<i>Ticonderoga</i> Steamboat	Chittenden County	Transportation, communication
Emma Willard House	Addison County	Education
Round Church	Chittenden County	Religion, architecture

**NATIONAL REGISTER PROPERTIES IN THE STUDY AREA**

(Properties with restricted locations not listed)

The following list represents National Register properties as they existed in 1998. Since that time, numerous additions have been made to the National Register, especially in Vermont. Additions made since 1998 are not reflected below.

"Type": D = district, B = building, S = structure, O = object.

Property Name	County	City	Type	Primary Significance
Addison Baptist Church	Addison	Addison	B	Architecture
Strong, John, House	Addison	Addison	B	Military
Chimney Point Tavern	Addison	Addison	B	Military
Hamilton, John, Farmstead	Addison	Bridport	D	Agriculture
Bristol Downtown Historic District	Addison	Bristol	D	Architecture
Cornwall Town Hall	Addison	Cornwall	B	Architecture
Old Stone Blacksmith Shop	Addison	Cornwall	B	Industry
Waybury Inn	Addison	East Middlebury	B	Architecture
Hawley's Ferry House	Addison	Ferrisburg	B	Architecture
Union Meetinghouse	Addison	Ferrisburg	B	Architecture
Rokeby	Addison	Ferrisburg	B	Literature
Field Farm	Addison	Ferrisburg	D	Agriculture
Stagecoach Inn	Addison	Leicester	B	Architecture
School House and Town Hall	Addison	Leicester	B	Architecture
Leicester Meeting House	Addison	Leicester	B	Architecture
Fenn Farm	Addison	Middlebury	D	Agriculture
Halpin Covered Bridge	Addison	Middlebury	S	Architecture
Pulp Mill Covered Bridge	Addison	Middlebury	S	Architecture
Heights, The	Addison	Middlebury	D	Architecture
Middlebury Gorge Concrete				
Arch Bridge	Addison	Middlebury	S	Engineering
Stone Mill	Addison	Middlebury	B	Industry
Middlebury Village Historic District	Addison	Middlebury	D	Industry
Middlebury Village Historic District				
(Boundary Increase)	Addison	Middlebury	D	Religion
Monkton Town Hall	Addison	Monkton	B	Architecture
Monkton Borough Baptist Church	Addison	Monkton	B	Architecture
New Haven Junction Depot	Addison	New Haven	B	Architecture
Wilcox-Cutts House	Addison	Orwell	B	Agriculture
District School No. 1	Addison	Panton	B	Education



**APPENDIX A: CURRENT MANAGEMENT AND  
PROGRAMS: LISTING AND CONTACT INFORMATION**

NYS Canal Corporation  
John Platt, Executive Director  
200 Southern Blvd.  
Albany, NY 12209  
518-436-2900

Adirondack Park Agency  
PO Box 99  
Ray Brook, NY 12977  
518-891-4050

Dr. Robert MacKay, Chairman  
Director, Society for Preservation of Long Island Antiquities  
161 Main Street  
P.O. Box 148  
Cold Spring Harbor, NY 11724

NYS Department of Environmental Conservation  
Charles Vandreij, Historic Preservation Officer  
Central Office, Room 601  
50 Wolfe Road  
Albany, NY 12233  
518-457-7433

New York State Military and Naval Affairs  
330 Old Niskayuna Road  
Latham, NY 12110  
518-786-4630

**Vermont**

Information on VDHP can be obtained at <http://www.uvm.edu/~vhnet/hpres/org/vdhp/vdhp1.html> or by contacting:

Vermont Division of Historic Preservation  
Emily Wadhams, State Historic Preservation Officer  
Eric Gilbertson, Director  
National Life Building, Drawer 20  
Montpelier, VT 05620-0501  
802-828-3056

Other Vermont State agencies with jurisdiction over, or programs relevant to managing and promoting cultural resources in the Champlain Valley are:

Vermont Agency of Natural Resources  
Conrad Motyka, Commissioner  
Department of Forests, Parks and Recreation  
103 South Main St.  
Waterbury, VT 05671  
802-244-3670

Vermont Department of Tourism and Marketing  
134 State Street  
Montpelier, VT 05602  
802-828-3237

Vermont Commission on Native American Affairs  
Jeff Benay, Chairman  
RR 1, Box 755  
Fairfax, VT 05454  
802-849-6888

University of Vermont  
Peter Thomas  
Consulting Archeology Program  
Williams Science Hall  
Burlington, VT 05405  
802-656-3037

University of Vermont  
Thomas Visser  
Architectural Conservator  
Graduate Program in Historic Preservation  
Wheeler House  
Burlington, VT 05405  
802-656-0577

There are four Regional Planning Commissions in the Vermont portion of the study area.

Addison County Regional Planning Commission  
Adam Lougee, Interim Director  
79 Court St.  
Middlebury, VT 05753  
802-388-3141

Chittenden County Regional Planning Commission  
Arthur Hogan, Executive Director  
66 Pearl St.  
PO Box 108  
Essex Junction, VT 05453  
802-872-1600

Northwest Regional Planning Commission  
Catherine Dimitruk, Executive Director  
140 South Main St.  
St Albans, VT 05478  
802-524-5958

Rutland Regional Planning Commission  
Merchants Row-Opera House  
PO Box 965  
Rutland, VT 05702  
802-775-0871

**Québec**

Ministère de la Culture et des Communications  
Conseil des Monuments et Sites du Québec

Regional Municipal Counties:

- ▶ La Vallée-du-Richelieu
- ▶ Le Bas-Richelieu
- ▶ Le Haut-Richelieu
- ▶ Rouville

**FEDERAL INVOLVEMENT**

**United States**

Historic Sites Operated by the Federal Government:  
Saratoga National Historical Park

**Canada**

Government agencies with historic and cultural resource responsibilities:

Historic Sites and Monuments Board (advisory to Minister of Canadian Heritage)

Federal Ministry of Transport (shipwrecks)

National Ministry of Defense (Fort St. Jean)

Parks Canada (Fort Lennox, Chambly Canal, Saint-Ours Canal, Fort Chambly)

Historic sites operated by Canadian government in the four MRCs:

Chambly Canal, Chambly

Canal St-Ours

Fort Chambly National Historic Site, Chambly

Fort Lennox National Historic Site, L'Île-aux-Noix

Fort St. Jean

**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

<b>Property Name</b>	<b>County</b>	<b>City</b>	<b>Type</b>	<b>Primary Significance</b>
Ripton Community House	Addison	Ripton	B	Architecture
Salisbury Fish Hatchery	Addison	Salisbury	D	Agriculture
Shard Villa	Addison	Salisbury	D	Architecture
Witherell Farm	Addison	Shoreham	D	Agriculture
Doolittle, Colonel Ephraim and Sarah, Farm	Addison	Shoreham	D	Agriculture
District Six Schoolhouse	Addison	Shoreham	B	Architecture
Larrabee's Point Complex	Addison	Shoreham	B	Architecture
East Shoreham Covered Railroad Bridge	Addison	Shoreham	S	Architecture
Hand's Cove	Addison	Shoreham	B	Military
South Starksboro Friends Meeting House and Cemetery	Addison	Starksboro	B	Architecture
Hoag Gristmill and Knight House Complex	Addison	Starksboro	B	Industry
Starksboro Village Meeting House	Addison	Starksboro Village	B	Architecture
Strong, Samuel Paddock, House	Addison	Vergennes	B	Architecture
Strong, Gen. Samuel, House	Addison	Vergennes	B	Architecture
Vergennes Historic District	Addison	Vergennes	D	Industry
Cedar Swamp Covered Bridge	Addison	West Salisbury	S	Engineering
University of Vermont Morgan Horse Farm	Addison	Weybridge	D	Agriculture
Honey Hollow Camp	Chittenden	Bolton	D	Architecture
South Union Street Historic District	Chittenden	Burlington	D	Architecture
Pearl Street Historic District	Chittenden	Burlington	D	Architecture
South Willard Street Historic District	Chittenden	Burlington	D	Architecture
Burlington Montgomery Ward Building	Chittenden	Burlington	B	Architecture
Head of Church Street Historic District	Chittenden	Burlington	D	Architecture
Wells, Edward, House	Chittenden	Burlington	B	Architecture
Grassemount	Chittenden	Burlington	B	Architecture
Battery Street Historic District (Boundary Increase)	Chittenden	Burlington	D	Architecture
Main Street-College Street Historic District	Chittenden	Burlington	D	Architecture
Winterbotham Estate	Chittenden	Burlington	B	Architecture
Follett House	Chittenden	Burlington	B	Architecture

Property Name	County	City	Type	Primary Significance
Ethan Allen Engine Company No. 4	Chittenden	Burlington	B	Architecture
U.S. Post Office and Customhouse	Chittenden	Burlington	B	Architecture
Champlain School	Chittenden	Burlington	B	Architecture
Carnegie Building of the Fletcher				
Free Library	Chittenden	Burlington	B	Architecture
Chittenden County Courthouse	Chittenden	Burlington	B	Architecture
Wells-Jackson Carriage House				
Complex	Chittenden	Burlington	B	Architecture
City Hall Park Historic District	Chittenden	Burlington	D	Architecture
Kelsey, Martin L., House	Chittenden	Burlington	B	Architecture
Winooski Falls Mill Historic District				
(Boundary Increase)	Chittenden	Burlington	D	Architecture
Allen, Ethan, Homestead	Chittenden	Burlington	B	Exploration/ Settlement
Battery Street Historic District	Chittenden	Burlington	D	Industry
Lakeside Development	Chittenden	Burlington	D	Industry
Wells-Richardson District	Chittenden	Burlington	D	Industry
Robinson, Daniel Webster, House	Chittenden	Burlington	B	Industry
University Green Historic District	Chittenden	Burlington	D	Landscape Architecture
Old Ohavi Zedek Synagogue	Chittenden	Burlington	B	Religion
First Methodist Church of Burlington	Chittenden	Burlington	B	Religion
McNeil Homestead	Chittenden	Charlotte	B	Architecture
Tavern on Mutton Hill	Chittenden	Charlotte	B	Architecture
Charlotte Center Historic District	Chittenden	Charlotte	D	Architecture
Holmes Creek Covered Bridge	Chittenden	Charlotte	S	Engineering
Quinlan's Covered Bridge	Chittenden	East Charlotte	S	Architecture
Sequin Covered Bridge	Chittenden	East Charlotte	S	Engineering
Huntington Lower Village Church	Chittenden	Huntington	B	Architecture
Chittenden, Martin, House	Chittenden	Jericho	B	Architecture
Jericho Village Historic District	Chittenden	Jericho	D	Architecture
Galusha House	Chittenden	Jericho	B	Architecture
Jericho Center Historic District	Chittenden	Jericho	D	Architecture
Old Red Mill and Mill House				
(Boundary Increase)	Chittenden	Jericho	B	Architecture
Old Red Mill and Mill House	Chittenden	Jericho	B	Industry
Bentley, Wilson Alwyn				
"Snowflake", House	Chittenden	Jericho	B	Architecture
Jonesville Academy	Chittenden	Jonesville	B	Architecture
West Milton Bridge	Chittenden	Milton	S	Engineering

**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

<b>Property Name</b>	<b>County</b>	<b>City</b>	<b>Type</b>	<b>Primary Significance</b>
Bates, Martin M., Farmstead	Chittenden	Richmond	D	Agriculture
Round Church	Chittenden	Richmond	B	Architecture
Whitcomb, M. S., Farm	Chittenden	Richmond	D	Architecture
Richmond Underwear Company Building	Chittenden	Richmond	B	Architecture
Winooski River Bridge	Chittenden	Richmond	S	Engineering
Tracy, Lee, House	Chittenden	Shelburne	B	Architecture
Shelburne Village Historic District	Chittenden	Shelburne	D	Architecture
Shelburne Farms	Chittenden	Shelburne	B	Landscape Architecture
Johnson, Dan, Farmstead	Chittenden	Williston	D	Agriculture
Murray-Isham Farm	Chittenden	Williston	D	Agriculture
Williston Village Historic District	Chittenden	Williston	D	Architecture
Chittenden, Giles, Farmstead	Chittenden	Williston	D	Architecture
Williston Village Historic District (Boundary Increase)	Chittenden	Williston	D	Engineering
Williston Congregational Church	Chittenden	Williston	B	Religion
Old Stone House	Chittenden	Winooski	B	Architecture
Porter Screen Company	Chittenden	Winooski	B	Industry
Winooski Falls Mill District	Chittenden	Winooski	D	Industry
Winooski Block	Chittenden	Winooski	B	Religion
Church of St. Dismas, the Good Thief	Clinton	Dannemora	B	Architecture
Keeseville Historic District	Clinton	Keeseville	D	Architecture
Double-Span Metal Pratt Truss Bridge	Clinton	Keeseville	S	Engineering
Valcour Island Lighthouse	Clinton	Peru	B	Maritime History
Winslow-Turner Carriage House	Clinton	Plattsburgh	B	Architecture
Vilas, S. F., Home for Aged & Infirm Ladies	Clinton	Plattsburgh	B	Architecture
Court Street Historic District	Clinton	Plattsburgh	D	Architecture
Platt, Charles C., Homestead	Clinton	Plattsburgh	B	Architecture
Wilcox, W. G., House	Clinton	Plattsburgh	B	Architecture
St. John the Baptist R. C. Church and Rectory	Clinton	Plattsburgh	B	Architecture
Ritchie, Z., House	Clinton	Plattsburgh	B	Architecture
United States Oval Historic District	Clinton	Plattsburgh	D	Architecture
Marshall, Paul, House	Clinton	Plattsburgh	B	Architecture
House at 56 Cornelia Street	Clinton	Plattsburgh	B	Architecture

Property Name	County	City	Type	Primary Significance
Hawkins Hall	Clinton	Plattsburgh	B	Architecture
Clinton County Courthouse Complex	Clinton	Plattsburgh	B	Architecture
Carpenter, John B., House	Clinton	Plattsburgh	B	Architecture
Brinkerhoff Street Historic District	Clinton	Plattsburgh	D	Architecture
Bailey, William, House	Clinton	Plattsburgh	B	Architecture
Kent-Delord House	Clinton	Plattsburgh	B	Architecture
City Hall	Clinton	Plattsburgh	B	Architecture
Old Stone Barracks	Clinton	Plattsburgh	B	Architecture
D & H Railroad Complex	Clinton	Plattsburgh	B	Architecture
D'Youville Academy	Clinton	Plattsburgh	B	Architecture
First Presbyterian Church	Clinton	Plattsburgh	B	Architecture
Point, The, Historic District	Clinton	Plattsburgh	B	Military
Hartwell, W. W., House & Dependencies	Clinton	Plattsburgh	B	Social History
Hand-Hale Historic District	Essex	Elizabethtown	D	Architecture
Church of the Nazarene	Essex	Essex	B	Architecture
Octagonal Schoolhouse	Essex	Essex	B	Education
Essex County Home and Farm	Essex	Essex	B	Architecture
Essex Village Historic District	Essex	Essex	D	Architecture
Ironville Historic District	Essex	Ironville	D	Architecture
Rembrandt Hall	Essex	Keeseville	B	Architecture
Tomlinson House	Essex	Keeseville	B	Architecture
U.S. Post Office-Lake Placid	Essex	Lake Placid	B	Architecture
Brown, John, Farm	Essex	Lake Placid	D	Politics/Government
Witherbee Memorial Hall	Essex	Mineville	B	Architecture
Camp Santanoni	Essex	Newcomb	B	Architecture
Van Ornam & Murdock Block	Essex	Port Henry	B	Architecture
Morgan Cottage	Essex	Saranac Lake	B	Architecture
Clark, Peyton, Cottage	Essex	Saranac Lake	B	Health/Medicine
Lane Cottage	Essex	Saranac Lake	B	Health/Medicine
Pittenger Cottage	Essex	Saranac Lake	B	Health/Medicine
Trudeau Sanatorium	Essex	Saranac Lake	D	Health/Medicine
Larom-Welles Cottage	Essex	Saranac Lake	B	Health/Medicine
Highland Park Historic District	Essex	Saranac Lake	D	Health/Medicine
Leetch, Dr. Henry, House	Essex	Saranac Lake	B	Health/Medicine
Bogie Cottage	Essex	Saranac Lake	B	Health/Medicine
Fallon Cottage Annex	Essex	Saranac Lake	B	Health/Medicine
Barngalow	Essex	Saranac Lake	B	Health/Medicine

**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

<b>Property Name</b>	<b>County</b>	<b>City</b>	<b>Type</b>	<b>Primary Significance</b>
Marvin Cottage	Essex	Saranac Lake	B	Health/Medicine
Kennedy Cottage	Essex	Saranac Lake	B	Health/Medicine
Denny Cottage	Essex	Saranac Lake	B	Health/Medicine
Stevenson Cottage	Essex	Saranac Lake	B	Health/Medicine
Partridge Cottage	Essex	Saranac Lake	B	Health/Medicine
Marquay Cottage	Essex	Saranac Lake	B	Health/Medicine
Coulter Cottage	Essex	Saranac Lake	B	Health/Medicine
Lent Cottage	Essex	Saranac Lake	B	Health/Medicine
Will Rogers Memorial Hospital	Essex	Saranac Lake	B	Social History
Fried, Samson, Estate	Essex	Severance	B	Architecture
Hancock House	Essex	Ticonderoga	B	Architecture
Ticonderoga Pulp and Paper Company Office	Essex	Ticonderoga	B	Architecture
Gilligan and Stevens Block	Essex	Ticonderoga	B	Architecture
Ticonderoga National Bank	Essex	Ticonderoga	B	Architecture
Community Building	Essex	Ticonderoga	B	Architecture
Black Watch Library	Essex	Ticonderoga	B	Architecture
NYS Armory	Essex	Ticonderoga	B	Architecture
Ticonderoga High School	Essex	Ticonderoga	B	Architecture
Central School	Essex	Ticonderoga	B	Architecture
Delano, Clayton H., House	Essex	Ticonderoga	B	Architecture
Clark House	Essex	Ticonderoga	B	Architecture
Moore, Silas B., Gristmill	Essex	Ticonderoga	B	Architecture
U.S. Post Office-Ticonderoga	Essex	Ticonderoga	B	Architecture
Lake George Avenue Historic District	Essex	Ticonderoga	D	Architecture
Amherst Avenue Historic District	Essex	Ticonderoga	D	Architecture
Ferris House	Essex	Ticonderoga	B	Architecture
Burleigh, H. G., House	Essex	Ticonderoga	B	Architecture
Liberty Monument	Essex	Ticonderoga	O	Art
PAD Factory, The	Essex	Ticonderoga	B	Industry
State Theater	Essex	Ticonderoga	B	Architecture
Camp Dudley Road Historic District	Essex	Westport	D	Agriculture
First Congregational and Presbyterian Society Church of Westport	Essex	Westport	B	Architecture
Sheldon-Owens Farm	Essex	Willsboro	D	Agriculture
Adsit Log House	Essex	Willsboro	B	Architecture
Willsboro Congregational Church	Essex	Willsboro	B	Architecture
Aiken, Abraham, House	Essex	Willsboro	B	Architecture

Property Name	County	City	Type	Primary Significance
Edgewater Farm	Essex	Willsboro Point	B	Architecture
West Berkshire School	Franklin	Berkshire	B	Architecture
East Fairfield Covered Bridge	Franklin	East Fairfield	S	Engineering
Hopkins Covered Bridge	Franklin	Enosburg	S	Engineering
Kendall, Dr. B. J., Company	Franklin	Enosburg	B	Industry
Enosburg Opera House	Franklin	Enosburg Falls	B	Architecture
Fairfax Covered Bridge	Franklin	Fairfax	S	Engineering
Fletcher Union Church	Franklin	Fletcher	B	Religion
Ballard Farm	Franklin	Georgia	D	Agriculture
Evarts-McWilliams House	Franklin	Georgia	B	Architecture
St. John's Episcopal Church	Franklin	Highgate Falls	B	Architecture
<i>Douglas &amp; Jarvis Patent Parabolic</i>				
Truss Iron Bridge	Franklin	Highgate Falls	S	Engineering
St. Bartholomew's Episcopal Church	Franklin	Montgomery	B	Architecture
Montgomery House	Franklin	Montgomery	B	Architecture
Fuller Covered Bridge	Franklin	Montgomery	S	Engineering
Longley Covered Bridge	Franklin	Montgomery	S	Engineering
West Hill Covered Bridge	Franklin	Montgomery	S	Engineering
Comstock Covered Bridge	Franklin	Montgomery	S	Engineering
Hutchins Covered Bridge	Franklin	Montgomery Center	S	Engineering
Hectorville Covered Bridge	Franklin	Montgomery Center	S	Engineering
Boright, Sheldon, House	Franklin	Richford	B	Architecture
Missisquoi River Bridge	Franklin	Richford	S	Engineering
Downtown Richford Historic District	Franklin	Richford	D	Industry
Warner Home	Franklin	St. Albans	B	Architecture
Hathaway's Tavern	Franklin	St. Albans	B	Architecture
Richwood Estate	Franklin	St. Albans	B	Architecture
<i>Central Vermont Railroad</i>				
Headquarters	Franklin	St. Albans	D	Architecture
Houghton House	Franklin	St. Albans	B	Architecture
St. Albans Historic District	Franklin	St. Albans	D	Industry
L'Ecole Saintes-Anges	Franklin	St. Albans	B	Religion
Rockledge	Franklin	Swanton	B	Architecture
Swanton Covered Railroad Bridge	Franklin	Swanton	S	Engineering
Hyde Log Cabin	Grand Isle	Grand Isle	B	Architecture
Gordon-Center House	Grand Isle	Grand Isle	B	Architecture
South Hero Inn	Grand Isle	South Hero	B	Architecture
Mountain View Stock Farm	Rutland	Benson	D	Agriculture



**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

<b>Property Name</b>	<b>County</b>	<b>City</b>	<b>Type</b>	<b>Primary Significance</b>
Benson Village	Rutland	Benson	D	Agriculture
Sanderson Covered Bridge	Rutland	Brandon	S	Architecture
Dean Covered Bridge	Rutland	Brandon	S	Architecture
Forestdale Iron Furnace	Rutland	Brandon	S	Historic - Non-Aboriginal
Brandon Village Historic District	Rutland	Brandon	D	Industry
Hydeville School	Rutland	Castleton	B	Architecture
Castleton Village Historic District	Rutland	Castleton	D	Architecture
Castleton Medical College Building	Rutland	Castleton	B	Architecture
Clarendon Congregational Church	Rutland	Clarendon	B	Architecture
Cold River Bridge	Rutland	Clarendon	S	Engineering
Clarendon House	Rutland	Clarendon Springs	B	Architecture
Danby Village Historic District	Rutland	Danby	D	Architecture
Kingsley Covered Bridge	Rutland	East Clarendon	S	Engineering
East Poultney Historic District	Rutland	East Poultney	D	Architecture
Fair Haven Green Historic District	Rutland	Fair Haven	D	Industry
Crowley Cheese Factory	Rutland	Healdville	B	Industry
Hubbardton Battlefield	Rutland	Hubbardton	S	Military
Middletown Springs Historic District	Rutland	Middletown Springs	D	Architecture
Brown Covered Bridge	Rutland	North Clarendon	S	Architecture
Allen, Nathan, House	Rutland	Pawlet	B	Architecture
Hammond Covered Bridge	Rutland	Pittsford	S	Architecture
Pittsford Green Historic District	Rutland	Pittsford	B	Architecture
Palmer, Thomas H., House	Rutland	Pittsford	B	Architecture
Colburn Bridge	Rutland	Pittsford	S	Engineering
Depot Covered Bridge	Rutland	Pittsford	S	Engineering
Cooley Covered Bridge	Rutland	Pittsford	S	Engineering
Poultney Central School	Rutland	Poultney	B	Architecture
Poultney Main Street Historic District	Rutland	Poultney	D	Architecture
Marble Bridge	Rutland	Proctor	S	Engineering
Gorham Covered Bridge	Rutland	Proctor	S	Engineering
Rutland Courthouse Historic District	Rutland	Rutland	D	Architecture
Proctor-Clement House	Rutland	Rutland	B	Architecture
Longfellow School	Rutland	Rutland	B	Architecture
Perkins, Arthur, House	Rutland	Rutland	B	Architecture
Rutland Downtown Historic District	Rutland	Rutland	D	Architecture
Clementwood	Rutland	Rutland	B	Industry
St. Peter's Church and Mount St. Joseph Convent Complex	Rutland	Rutland	B	Religion

## PART FIVE

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Property Name	County	City	Type	Primary Significance
Baxter, H. H., Memorial Library	Rutland	Rutland	B	Religion
Mission of the Church of Our Savior	Rutland	Sherburne	D	Architecture
Sudbury School No. 3	Rutland	Sudbury	B	Architecture
Sudbury Congregational Church	Rutland	Sudbury	B	Architecture
Hyde's Hotel	Rutland	Sudbury	B	Architecture
Tinmouth Historic District	Rutland	Tinmouth	D	Agriculture
Hager Farm	Rutland	Wallingford	B	Agriculture
Fox-Cook Farm	Rutland	Wallingford	B	Agriculture
Waldo, Homer, Farm	Rutland	Wallingford	B	Agriculture
Rural Otter Creek Valley Historic District	Rutland	Wallingford	D	Agriculture
Hall, Gen. Robinson, House	Rutland	Wallingford	B	Agriculture
Hulett Farm	Rutland	Wallingford	B	Agriculture
Wallingford Main Street Historic District	Rutland	Wallingford	D	Architecture
Wells Village School	Rutland	Wells	B	Architecture
Smith, Simeon, Mansion	Rutland	West Haven	D	Architecture
Smith, Simeon, House	Rutland	West Haven	B	Architecture
Marble Street Historic District	Rutland	West Rutland	D	Architecture
West Rutland Town Hall	Rutland	West Rutland	B	Architecture
Verbeck House	Saratoga	Ballston Spa	B	Architecture
Union Mill Complex	Saratoga	Ballston Spa	B	Architecture
U.S. Post Office-Ballston Spa	Saratoga	Ballston Spa	B	Architecture
Brookside	Saratoga	Ballston Spa	B	Exploration/Settlement
Charlton Historic District	Saratoga	Charlton	D	Architecture
Vischer Ferry Historic District	Saratoga	Clifton Park	D	Architecture
Dutch Reformed Church of Gansevoort	Saratoga	Gansevoort	B	Architecture
Gansevoort Mansion	Saratoga	Gansevoort	B	Commerce
Hadley Parabolic Bridge	Saratoga	Hadley	S	Engineering
Ruhle Road Stone Arch Bridge	Saratoga	Malta	S	Transportation
Ellsworth, Col. Elmer E., Monument and Grave	Saratoga	Mechanicville	O	Military
Grant Cottage	Saratoga	Mount McGregor	B	Architecture
Round Lake Historic District	Saratoga	Round Lake	D	Architecture
West Side Historic District	Saratoga	Saratoga Springs	D	Architecture
U.S. Post Office-Saratoga Springs	Saratoga	Saratoga Springs	B	Architecture
Todd, Hiram Charles, House	Saratoga	Saratoga Springs	B	Architecture
Broadway Historic District (Boundary Increase II)	Saratoga	Saratoga Springs	D	Architecture

**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

<b>Property Name</b>	<b>County</b>	<b>City</b>	<b>Type</b>	<b>Primary Significance</b>
Broadway Historic District (Boundary Increase)	Saratoga	Saratoga Springs	D	Architecture
East Side Historic District	Saratoga	Saratoga Springs	D	Architecture
Broadway Historic District	Saratoga	Saratoga Springs	D	Architecture
Union Avenue Historic District	Saratoga	Saratoga Springs	D	Architecture
Drinkhall, The	Saratoga	Saratoga Springs	B	Architecture
Pure Oil Gas Station	Saratoga	Saratoga Springs	B	Architecture
Franklin Square Historic District	Saratoga	Saratoga Springs	D	Architecture
Parks-Bentley House	Saratoga	South Glens Falls	B	Exploration/Settlement
Champlain Canal	Saratoga	Troy	D	Transportation
Waterford Village Historic District	Saratoga	Waterford	D	Architecture
Northside Historic District	Saratoga	Waterford	D	Architecture
Ormsby-Laughlin				
Textile Companies Mill	Saratoga	Waterford	B	Architecture
Peebles (Peobles) Island	Saratoga	Waterford	D	Prehistoric
Sagamore Hotel Complex	Warren	Bolton Landing	B	Architecture
Chestertown Historic District	Warren	Chestertown	D	Architecture
Potter, Ephraim B., House	Warren	Glens Falls	B	Architecture
Peyser and Morrison				
Shirt Company Building	Warren	Glens Falls	B	Architecture
Parry, John E., House	Warren	Glens Falls	B	Architecture
Parks, George H., House	Warren	Glens Falls	B	Architecture
Little, Russell M., House	Warren	Glens Falls	B	Architecture
Hyde House	Warren	Glens Falls	B	Architecture
Rugge, A. S., House	Warren	Glens Falls	B	Architecture
Krum, Hiram, House	Warren	Glens Falls	B	Architecture
Rosekrans, Enoch, House	Warren	Glens Falls	B	Architecture
St. Mary's Academy	Warren	Glens Falls	B	Architecture
Smith Flats	Warren	Glens Falls	B	Architecture
Society of Friends Hall	Warren	Glens Falls	B	Architecture
Stilwell, Thomas, House	Warren	Glens Falls	B	Architecture
Three Squares Historic District	Warren	Glens Falls	D	Architecture
House at 216 Warren Street	Warren	Glens Falls	B	Architecture
Wilmarth, Martin L. C., House	Warren	Glens Falls	B	Architecture
First Presbyterian Church	Warren	Glens Falls	B	Architecture
Wing, Helen, House	Warren	Glens Falls	B	Architecture
Wait, F. W., House	Warren	Glens Falls	B	Architecture
18th Separate Company Armory	Warren	Glens Falls	B	Architecture

Property Name	County	City	Type	Primary Significance
Sherman House	Warren	Glens Falls	B	Architecture
Argent Apartments	Warren	Glens Falls	B	Architecture
Bemis Eye Sanitarium Complex	Warren	Glens Falls	B	Architecture
Birdsall, Stephen T., House	Warren	Glens Falls	B	Architecture
Burnham, Thomas, House	Warren	Glens Falls	B	Architecture
Colvin, Addison B., House	Warren	Glens Falls	B	Architecture
Cowles, W.T., House	Warren	Glens Falls	B	Architecture
Cunningham House	Warren	Glens Falls	B	Architecture
Fredella Avenue Historic District	Warren	Glens Falls	D	Architecture
Dix, James L., House	Warren	Glens Falls	B	Architecture
Hoopes House	Warren	Glens Falls	B	Architecture
Ferguson, Dr. James, Office	Warren	Glens Falls	B	Architecture
Foster, Dr. Charles A., House	Warren	Glens Falls	B	Architecture
Fredella, Joseph J., House and Garage	Warren	Glens Falls	B	Architecture
Glens Falls High School	Warren	Glens Falls	B	Architecture
Glens Falls Home for Aged Women	Warren	Glens Falls	B	Architecture
Goodman, Stephen L., House	Warren	Glens Falls	B	Architecture
DeLong, Zopher, House	Warren	Glens Falls	B	Architecture
Glens Falls Feeder Canal	Warren	Glens Falls	S	Engineering
Ordway, Jones, House	Warren	Glens Falls	B	Industry
McEchron, William, House	Warren	Glens Falls	B	Industry
Joubert and White Building	Warren	Glens Falls	B	Industry
Peabody, Royal C., Estate	Warren	Lake George	B	Architecture
Old Warren County Courthouse Complex	Warren	Lake George	B	Architecture
U.S. Post Office-Lake George	Warren	Lake George	B	Art
North Creek Railroad Station Complex	Warren	North Creek	B	Architecture
Silver Bay Association Complex	Warren	Silver Bay	B	Architecture
MaGee, Merrill, House	Warren	Warrensburg	B	Architecture
Warrensburg Mills Historic District	Warren	Warrensburg	D	Architecture
Buskirk Covered Bridge	Washington	Buskirk	S	Engineering
Cambridge Historic District	Washington	Cambridge	D	Architecture
Eagleville Covered Bridge	Washington	Eagleville	S	Engineering
Miller, William, Chapel and Ascension Rock	Washington	Fair Haven	D	Architecture
Old Fort House	Washington	Fort Edward	B	Architecture

**APPENDIX B: NATIONAL HISTORIC LANDMARKS  
AND NATIONAL REGISTER LISTINGS**

<b>Property Name</b>	<b>County</b>	<b>City</b>	<b>Type</b>	<b>Primary Significance</b>
U.S. Post Office-Granville	Washington	Granville	B	Architecture
U.S. Post Office-Hudson Falls	Washington	Hudson Falls	B	Architecture
Hudson Falls Historic District	Washington	Hudson Falls	D	Architecture
Rexleigh Covered Bridge	Washington	Jackson	S	Engineering
Salem Historic District	Washington	Salem	D	Architecture
DeRidder Homestead	Washington	Schuylerville	B	Agriculture
Shushan Covered Bridge	Washington	Shushan	S	Engineering
White Creek Historic District	Washington	White Creek	D	Architecture
U.S. Post Office-Whitehall	Washington	Whitehall	B	Architecture
Main Street Historic District	Washington	Whitehall	D	Architecture
Potter, Judge Joseph, House	Washington	Whitehall	B	Architecture
Whitehall Armory	Washington	Whitehall	B	Military

**NEW YORK****Saratoga County**

*Petrified Gardens*—four miles west of Saratoga Springs. The area includes the best exposure of calcareous algae (cryptozoon) fossil reefs, which are a milestone in the evolution of plant life. (April 1967) Owner: private.

**VERMONT****Addison County**

Battell Biological Preserve—four miles east of Middlebury. A rare, undisturbed, virgin hemlock northern hardwoods climax forest. (May 1976) Owner: private.

*Cornwall Swamp*—two miles southeast of Cornwall. The largest unbroken red maple swamp in the state. (November 1973) Owner: state, private.

*Little Otter Creek Marsh*—two miles north-northwest of Ferrisburg. An outstanding, unspoiled example of a shallow water marsh maintaining itself under prevailing natural conditions. (May 1973) Owner: state, private.

**Chittenden County**

*Camel's Hump*—midway between Burlington and Montpelier and extending into Washington County. An exceptional illustration of the complex anticlinal deformation which formed the Green Mountains and the altitude-related zonation of its biota, containing the second largest extent of alpine tundra vegetation in Vermont. (April 1968) Owner: state.

*Mount Mansfield Natural Area*—three miles east of Underhill Center and extending into Lamoille County. An isolated, minimally disturbed site with virgin spruce fir forest on its upper slopes and an exceptional alpine tundra area on the summit ridge. (April 1980) Owner: state, private.

**Franklin County**

*Franklin Bog*—one mile east-northeast of Franklin. A magnificent example of an unspoiled, large, cold northern sphagnum-heath bog. (May 1973) Owner: private.

**Rutland County**

*Gifford Woods*—nine miles northeast of Rutland. A prime example of an undisturbed, old-growth northern hardwood climax forest. (April 1980) Owner: state.

**APPENDIX D: STATE AND OTHER MAJOR PARKS, FORESTS, WILDLIFE REFUGES,  
MAJOR PRIVATE RECREATIONAL AREAS, MAJOR TRAIL NETWORKS**

The following lists are representative and not intended to be complete or inclusive.

**STATE AND OTHER MAJOR PARKS AND RECREATION AREAS**

**New York**

**NYS Department of Environmental Conservation Public Lands**

▸ Wilderness Areas

- Jay Mountain
- Giant Mountain
- McKenzie Mountain
- High Peaks
- Hoffman Notch
- Siamese Ponds
- Pharaoh Lake

▸ Wild Forest Areas

- Blue Mountain
- Vanderwacker Mountain
- Lake George
- Hammond Pond
- Wilcox Lake

▸ Primitive Areas

- Valcour/Schuyler Island
- Hudson Gorge

▸ Public Campground and Day Use Areas

- Ausable Point
- Taylor Pond
- Meadowbrook
- Wilmington Notch
- Poke-O-Moonshine
- Lincoln Pond
- Sharp Bridge
- Crown Point

- Paradox Lake
- Eagle Point
- Lake Harris
- Hearthstone Point
- Lake George Battleground
- Luzerne

▸ Cultural and Historic Properties

- Camp Santaroni
- Crown Point
- John Brown Farm
- Lake George Battlefield Park
- Adirondack Fire Towers
- Land Tortoise Submerged Heritage Preserve
- Sunken Fleet of 1758 Submerged Heritage Preserve
- Champlain II Submerged Heritage Preserve
- Forward Underwater Classroom

**State Parks**

▸ Clinton County

- Ausable Point
- Point au Roche
- Cumberland Bay
- Crab Island
- McComb Reservation
- Valcour Island

▸ Washington County

- Lake Lauderdale

▸ Saratoga County

- Moreau Lake
- Peebles Island
- Saratoga Spa

**VERMONT****State Parks**

## ▶ Grand Isle County

Alburg Dunes  
 Grand Isle  
 Knight Island  
 North Hero

## ▶ Franklin County

Burton Island  
 Kill Kare  
 Lake Carmi  
 Woods Island

## ▶ Chittenden County

Malletts Bay  
 Mt. Philo  
 Sand Bar

## ▶ Addison County

Branbury  
 Button Bay  
 DAR Park  
 Kingsland Bay

## ▶ Rutland County

Bomoseen  
 Gifford Woods  
 Half Moon Pond  
 Lake St. Catherine

**NATIONAL FOREST RECREATION AREAS**

## ▶ Addison County

Falls of Lana  
 Hancock Overlook  
 Silver Lake  
 Texas Falls

## ▶ Rutland County

Big Branch  
 Brandon Brook  
 Chittenden Brook  
 CCCs  
 Moosalamoo  
 Robert Frost Wayside  
 White Rocks

**MAJOR TRAIL NETWORKS****Lake Champlain Paddlers' Trail**

In the last several years a Paddlers' Trail along the length of Lake Champlain has been identified and promoted. Geared to canoe and kayak enthusiasts, the trail is a series of recommended access points, routes, and camping sites along the Vermont, New York, and Quebec shorelines. More information can be obtained from the Lake Champlain Committee, 14 South Williams St., Burlington, VT 05401, tel: (802) 658-1414.

**Lake Champlain Bikeways**

Lake Champlain Bikeways is a public/private initiative to create a network of interconnected bicycle routes on existing roads around Lake Champlain in New York, Vermont, and the Upper Richelieu Valley in Quebec. To date, a 350-mile principal route around the entire lake and along the Richelieu River to Chambly, Quebec has been identified and mapped. When complete, the network will also include a number of side "theme" loops offering opportunities to explore natural and cultural attractions in the villages and countryside. More information can be obtained from Lake Champlain Bikeways Clearinghouse c/o Lake Champlain Visitors Center, RR1 Box 220, Crown Point, NY 12928 and via their web site: <http://www.lakeplacid.com/bikeways/>.



**La Route verte**

La Route verte is a network of bicycle paths, paved shoulders, and quiet country roads that eventually will link all of Quebec to promote tourism and outdoor recreation. Five hundred kilometers of bicycle path were laid out in 1997 and another 500 kilometers are planned in 1998. The path network is to link with other provinces and states – including New York and Vermont. The 22nd Annual Conference of New England Governors and the Eastern Canadian Premiers endorsed the concept. It is predicted that users of the Quebec portion of the network will spend approximately 41 million (Canadian) dollars a year. More information can be obtained from Velo Quebec, 1251 Rue Rachel Est, Montreal, Quebec H2J2J9 and via their web site: [http://www.velo.qc.ca/route\\_verte/](http://www.velo.qc.ca/route_verte/).

**New York**

Adirondack Park Trail System  
AuSable Valley Promotional Bike Loop  
Champlain Canal Trail  
Glens Falls Feeder Canal Trails  
Northville-Lake Placid Trail  
North Country Trail  
Route 22/9N Essex and Clinton County Adirondack North  
County Association Trail  
Saratoga County Heritage Trails

**Vermont**

Appalachian Trail  
Catamount Trail  
Chittenden County Greenways System  
Green Mountain National Forest Trails  
Long Trail  
Moosalamoo Trail  
Missisquoi Valley Rail Trail  
Vermont Association of Snow Travelers Trail Network

**APPENDIX E: SUMMARY OF REPORT "INTERNATIONAL CORRIDORS OF CULTURE:  
ESTABLISHING A HERITAGE CORRIDOR IN THE CHAMPLAIN/RICHELIEU VALLEY"**

*(Excerpt from Report prepared by Anne Drost for the National Park Service, 1998)*

**INTRODUCTION**

A proposal initially put forward by Senator Jeffords of Vermont to recognize an international heritage corridor along the historic waterway and the adjacent lands of the Upper Hudson River, Lake George, Lake Champlain, and the Richelieu River (the Champlain/Richelieu Valley) is currently being studied by the National Park Service (NPS). A heritage corridor includes sites and landscapes that are both geographically and thematically related and provide unique frameworks for understanding the historical, cultural, and natural development of communities and their surroundings; its secondary purpose is to enhance the economy by encouraging tourism development. Linked together, the rich cultural landscapes and historic sites in the Champlain/Richelieu Valley recount an important part of the formative history of the United States and Canada and the relationships among early French and English explorers and settlers, First Nation peoples, and the natural landscape.

Preliminary discussions regarding this cross-boundary initiative have met with great interest. Participants have included U.S. federal officials, Canadian federal officials, state officials of New York and Vermont, and officials of the Quebec government. The International Corridor initiative clearly has great potential for improving the promotion and protection of cultural and natural resources and further solidifying cross-boundary relations. However, before proceeding further towards formally recognizing a Champlain/Richelieu Valley Heritage Corridor, several questions must be addressed concerning the process and protocol that should be followed in extending a heritage corridor across international boundaries.

This report has three purposes. First, given that heritage corridor designation is a relatively recent program in the United States, and little has been written on the subject, I provide a brief summary of the policy behind the program and the

procedures that apply. Second, my report focuses on the Champlain/Richelieu Valley Corridor initiative and describes, for the benefit of decision-makers in the United States, the administrative and legal framework in Quebec concerning heritage resources. Similar regimes in Canada and Quebec are described. Third, different international corridor models are analyzed, and several priorities and strategies are identified that would contribute to the realization of an international heritage corridor project in the Champlain/Richelieu Valley.

**HERITAGE CORRIDORS: AN OVERVIEW**

Throughout history, people have created routes that they have used to explore new territories, move goods between different trading regions, conduct military expeditions, and settle communities. Some famous examples include the Silk Road of the Far East, the pilgrimage route from Rome to Lourdes, and the Mayan Trail through Central America. River and lake systems provide ready means of transport in and across many countries. The Nile, the Jordan River to the Dead Sea, the Ganges, and the Danube are examples of water routes that play a central role in the history and culture of societies.

In recent years, there has been a growing interest in recognizing and preserving the natural and cultural values of these linear landscapes and in linking together events and sites for a better understanding of history as a dynamic and interrelated process. This interest is manifested in the increasing numbers of heritage corridors that are being recognized in many parts of the world and, more particularly, in North America.

Heritage corridor designation is a relatively new concept in the United States. At present, a general congressional enactment respecting heritage corridors and heritage areas does not exist. Draft legislation has been before Congress during the past two sessions but has not yet been passed into law. Yet since 1984, Congress has designated approximately seventeen heritage corridors and heritage areas through the passing of specific bills for each designated area.

### DEFINITION, GOALS, AND PROCEDURE

Heritage Areas are defined in draft legislation pending before U.S. Congress as follows:

*A place designated by Congress where natural, cultural, historic, and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the national experience through the physical features that remain and the traditions that have evolved in the areas. Continued use of National Heritage Areas by people whose traditions helped shape the landscapes enhances their significance.<sup>1</sup>*

This definition of heritage areas applies equally to heritage corridors, which is a term generally used to describe historic routes of transportation such as rivers or canals.

The policy underlying the creation of heritage corridors is that the historical context and the interrelationships among events and sites are as important, if not more so, than the individual parts alone. To build the links among heritage sites, partnerships must be formed among the various public and private entities holding an interest in these different sites.

Formal designation of a heritage corridor has three broad purposes: (1) to enhance and protect cultural landscapes and historic sites; (2) to improve historical understanding and heritage appreciation; and (3) to stimulate community and economic development.

Given the lack of a general legal framework in the United States, the process for designating heritage corridors is relatively flexible. The Department of the Interior acting through the National Park Service is normally involved at the outset to study the proposal and remains involved for a period of time to provide technical assistance and financial support. In the national program, Congress adopts a special bill that designates a region as a "heritage corridor" and assigns a management entity to it. The management entity is charged with preparing and implementing a management plan.

The steps involved in the process may be divided into four stages: (1) a feasibility study and site inventory is prepared;

(2) the corridor is formally designated; (3) a management plan is prepared and adopted; and (4) the plan is implemented and on-going monitoring is put into place. The process used in the United States to designate a heritage corridor is similar to the process used in Canada to designate a heritage river, as will be described below in more detail.

### THE CHAMPLAIN/RICHELIEU VALLEY REGION

In North America, the great water system of the Hudson River, Lake George, Lake Champlain, Richelieu River and St. Lawrence may be considered North America's most significant historic water highway. This large area delineated for the purpose of the NPS Heritage Corridor study includes the Upper Hudson River, Lake George, Lake Champlain, and the adjacent counties in New York and Vermont, as indicated in the map below. Across the border, the corridor boundaries along the Richelieu River to Sorel (or to Montreal) have yet to be defined through further collaborations with communities, officials in Quebec and in the federal government. To be consistent with the boundaries in New York and Vermont, it may be appropriate to include the Regional Municipal Counties or MRCs (municipalités régionales de comté). Four of these MRCs would likely fall within the boundaries of a heritage corridor that follows the Richelieu River from Lake Champlain to the St. Lawrence River and includes the municipalities on either side of the River. These MRCs are: (1) La Vallée-du-Richelieu, (2) Le Bas-Richelieu, (3) Le Haut-Richelieu, and (4) Rouville.

The cultural resources in this region, both on land and underwater, provide a tangible link to a rich and diverse past. They include important sacred aboriginal sites dating from as early as 10,000 B.C. Lake Champlain and its rocks are integral to the Abenaki traditions and are central to their creation stories. The Lake and its tributaries have long served as important transportation routes for Abenakis, Mohawks, and Mahicans.

Samuel de Champlain sailed up the St. Lawrence and entered the Richelieu River in 1603. On a return voyage, he reached Lake Champlain in 1609. This marked the beginning of European exploration and settlement that intensified over the next two centuries.<sup>2</sup> Forts, shipwrecks, and historic landscapes throughout this region recount the history of French

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and English conflict in North America. This region may be considered as the birthplace of the United States and Canada. Infrastructures, such as mills, bridge, and railway stations, represent early development of industry, transportation, and recreation.

The designation and promotion of international heritage corridors in other parts of North America, and, indeed, in other parts of the world, assist greatly in the development of heritage tourism. Coupled with measures to protect cultural and natural sites, designation of a heritage corridor in the Champlain/Richelieu Valley would help bring significant long-term economic benefits to the region.

**CROSS-BOUNDARY RESOURCE MANAGEMENT**

Cross-boundary management of natural and cultural resources in the Champlain/Richelieu Valley is in its early stages following the signing of a Memorandum of Understanding (MOU) by the Governors of New York and Vermont and the Premier of Quebec in 1988, which was renewed in 1992 and 1996. This MOU provides, among other responsibilities, that the two States and Province will coordinate planning and pollution control to restore and protect natural and cultural resources in the Lake Champlain watershed. The 1996 Lake Champlain Management Plan, "Opportunities for Action," was adopted following public consultations; the plan identifies specific goals for managing recreational development and promoting and protecting cultural heritage resources.

Heritage corridor designation of the Champlain/Richelieu Valley would complement the Lake Champlain Basin Program and help in implementing certain goals specified in the Basin's Management Plan. Heritage corridor designation, however, differs from the Lake Champlain Basin Program in several important ways. First, the main focus of the heritage corridor is cultural and natural heritage values, while the Lake Champlain Basin Program has a strong scientific and environmental focus. Second, it is very likely that the geographical boundaries of an eventual heritage corridor would not be the same as the basin program, which is defined in terms of the Lake Champlain watershed. The boundaries of the heritage corridor remain to be fixed, but it is likely that they would be

narrower than the watershed and reach farther north into Quebec. Ideally, the boundaries for the corridor would include the resources that reflect the historical themes of significance that are identified for the Champlain/Richelieu Valley Corridor.

On September 8, 1995, Senator Jeffords of Vermont introduced the Champlain Valley Heritage Corridor Study bill to Congress.<sup>3</sup> Although the bill was never adopted, the Secretary of the Interior, acting through the National Park Service, received presidential authorization to conduct an inventory of early settlement sites to determine whether heritage corridor designation is feasible. These include Native American sacred sites and the sites associated with American/Canadian and First Nation peoples history of exploration, conflict, and cooperation. Considering that the rich cultural heritage of the Champlain/Richelieu Valley has local, regional, national, and international significance, Senator Jeffords has stressed the importance of recognizing the common history shared among people living on both sides of the political border.

**ADMINISTRATIVE & LEGAL FRAMEWORK IN QUEBEC**

Several multijurisdictional issues are raised over the management of cultural and natural heritage in the Richelieu River and along its banks. This section is intended to help assist U.S. officials in understanding how heritage resource management is organized in Quebec among the various levels of government and through several programs created in Quebec and at the federal level.

The federal government owns and manages a number of historical sites along the river that would fall under the themes of military history, early settlements, and transportation. These sites include Fort Lennox, Fort Chambly, Fort St. Jean, and the Chambly and Saint Ours Canals. The federal government also has jurisdiction over navigable waters. The Government of Quebec, regional, and local governments all have important roles and responsibilities in managing cultural and natural sites. Many sites in the Richelieu Valley are classified as Historic Monuments under the Quebec Cultural Property Act, including the *Maison Nationale des Patriotes* and the *Lacolle Blockhaus*.

Two programs created by the Quebec government may apply in the implementation of a heritage corridor in the Richelieu

Valley. The first program, the "politique culturelle" (cultural policy) is, in many ways, similar to the Certified Local Government (CLG) Program in New York and Vermont. It is available to both the MRCs and local governments in Quebec. As in the case of the CLG Program, the politique culturelle program works through the development of a partnership between the local or regional level and the Quebec Ministry of Culture and Communications (the counterpart being the States Historic Preservation Officer in New York and Vermont). The elaboration of a politique culturelle involves six steps: (1) organizational framework; (2) diagnosis and priorities; (3) public consultations; (4) draft cultural policy plan; (5) adoption of plan; and (6) implementation and followup.<sup>4</sup>

A second program that was launched in February 1998 and is also available to both MRCs and local government is called "Villes et villages d'art et de patrimoine" (Art and Heritage in Our Cities and Towns).<sup>5</sup> Under this program, the Ministry of Culture and Communications and the Ministry of Municipal Affairs have made available \$6.5 million for cultural and heritage projects. An individual, funded and specifically trained under the "Villes et Villages" program, acts as a facilitator over a period of three years in those region wishing to protect and better manage their cultural resources and develop cultural tourism activities. The Villes et Villages program and the politique culturelle both serve the same ends: the preservation of heritage sites and local community development. Both programs require partnership development.

#### **PARTNERSHIP MODELS IN QUEBEC**

The existing precedent in Quebec for shared management of cultural and natural resources with the federal government is examined in this Report. Similar arrangements between the two governments may be made for a future Champlain/Richelieu Valley International Heritage Corridor.

In May 1998, legislation was adopted in the House of Commons in Ottawa and in the National Assembly in Quebec City to inaugurate the joint Provincial/National Park in the Saguenay/St. Lawrence region of Quebec. The Saguenay-St. Lawrence Marine Park is the first park to be comanaged by both the federal and provincial levels of government in accor-

dance with their respective jurisdictions and in association with the local interests.

The park region includes only Quebec public lands and covers the entire bed of the Saguenay River from Cap à l'Est downstream, and the northern half of the St. Lawrence estuary located between Gros Cap à l'Aigle to Point-Rouge. The shoreline limit is determined by the high water mark (excluding flooding). A Harmonization Committee, made up of representatives of the Quebec Ministry of the Environment and Wildlife and the Federal Heritage Ministry, is established to ensure that the regulations, activities and programs respecting park planning and management are harmonized between the governments. The government partnership works closely with local, regional, and First Nation communities to incorporate their interests in park planning and increase public awareness and appreciation of the region. A Coordination Zone comprised of several local municipalities bordering the Marine Park has also been established to ensure appropriate use and development in relation to the park. To coordinate the activities of all the participants from riverfront communities, the two governments have established a nine-member Coordinating Committee.

This collaborative approach to natural and cultural resource area management provides an instructive model for an eventual Champlain/Richelieu Valley International Heritage Corridor, which, if realized, would be strengthened through the collaboration of multiple levels of government.

Another program, the Canadian Heritage Rivers System (CHRS) was established in 1984 by the federal, provincial, and territorial governments to give national recognition to the important rivers of Canada, to conserve the best examples of Canada's river heritage, and to encourage the public to learn about and appreciate Canada's rivers. The system recognizes natural and cultural heritage values and aboriginal interests. CHRS is, in many ways, similar to the Heritage Corridor Program in the United States and the American Heritage Rivers Initiative that was announced in the 1997 State of the Union Address.

A board comprised of representatives appointed by each participating government oversees CHRS. Parks Canada and the Department of Indian Affairs and Northern Development represent the federal government on this board. There is no

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transfer or loss of resources to the federal government through CHRS membership.

Designating a Canadian Heritage River is a two-stage process. First, a river must be nominated. River nominations may only be submitted to the board by participating government agencies. Private citizens and groups are invited to present submissions to the respective provincial or territorial member for their consideration. Public consultations normally take place prior to nomination and also once a "short list" of potential heritage rivers is developed. The area that may be covered in the nomination is not restricted to the river itself but may, in addition, include the adjacent land. Increasingly, CHRS is adopting a watershed approach in delineating heritage river boundaries. After a management plan is completed by the applicant agency and approved by the board, the second step in the process is the formal designation of the river. In this respect, CHRS differs from an U.S. Heritage Corridor as formal designation in Canada only comes after the management plan is submitted and approved.

The Quebec Government is in the process of creating its own Quebec Heritage River System. It is unlikely that the provincial system will be launched before the year 2000. The Province of British Columbia (BC) has already established a provincial Heritage Rivers program that is similar to the federal regime. This separate provincial regime does not preclude designating a river under the national system. In fact, the Fraser River in BC was nominated a Canadian Heritage River in 1997 after it had been included under the provincial system. The BC Minister felt that by putting the river on the national stage, its importance would be reinforced to all levels of government, business, and community groups.

**INTERNATIONAL CORRIDOR MODELS**

To date, few international heritage corridors exist in North America, and there is no set formula for the establishment of an international heritage corridor. Three alternative approaches are considered in this section, including a discussion of their respective advantages and weaknesses: (1) the St. Croix International Waterway & Historic Site; (2) Los Caminos del Rio; and (3) Kennebec/La Chaudière International Corridor.

The St. Croix River forms 110 miles (180 km) of the Canadian/U.S. border between Southwestern New Brunswick and Northeastern Maine. In 1986, the Premier of New Brunswick and the Governor of Maine signed a Memorandum of Understanding (MOU) which recognized the St. Croix River as an International Waterway and provided for the establishment of a joint commission to oversee its management and protection. Legislation enacted in 1987 on both sides of the border translated the MOU into law. The management entity for St. Croix River, the St. Croix International Waterway Commission, is composed of eight members.

A binational heritage corridor, Los Caminos del Rio ("the road along the rivers"), was established in 1992 and extends 200 miles along the Lower Rio Grande River from Laredo to Brownsville, Texas, and from Columbia to Matamoros, Mexico. In 1990, the Los Caminos del Rio Heritage Project (CRHP) was created to promote the development of the Texas/Mexico international river corridor. CRHP is part of the Texas Historical Commission, the state agency for historic preservation, which works closely with the Secretaría de Turismo and the Instituto Nacional de Antropología y Historia in Mexico. Twin regional nonprofit organizations with local inhabitants sitting on their boards oversee the project under a management plan entitled "A Shared Experience." In 1991, the Republic of Mexico endorsed the Los Caminos del Rio International Heritage Corridor project and assigned coordinators to tie the two sides together.

The Kennebec-Chaudière International Corridor extends from Quebec City to Bath along Route 173 in Quebec and Route 201 in Maine which run parallel, respectively, to the Chaudière and Kennebec Rivers. On May 1, 1998, Premier Bouchard of Quebec and Maine's Governor King announced the creation of the Chaudière-Kennebec International Corridor. The primary purpose of the corridor is to strengthen Quebec/Maine relations and stimulate local economies through tourism development. An interim committee was formed with public and private representatives from Quebec and Maine. This interim committee is composed, on the Quebec side, of provincial government officials in the Ministry of Culture and Communications, International Affairs, and the Regional Tourism Association, and local representatives. Representatives

from Maine include State officials, representatives from educational and cultural institutions, heritage professionals, and citizen volunteers. The Chaudière-Kennebec International Corridor is in its early formative stages. A funding commitment from the respective governments has not been made, and a permanent management entity has not been established.

The examples of international corridors described above illustrate that there are several approaches to establishing such cooperative frameworks. International corridors range from the relatively formalistic, legislative model of the St. Croix International Waterway Commission to the loose partnership formed over the Chaudière-Kennebec, which, in effect, was made official by a handshake between Premier Bouchard of Quebec and Governor King of Maine. Los Caminos may be characterized as a hybrid model with strong national involvement on the Mexican side of the border and a State supported grass-roots organization in Texas.

In considering what may be an appropriate process and management structure for an eventual Champlain Valley/Richelieu River International Heritage Corridor, we can learn a great deal from the other models.

## MOVING FORWARD

Preserving and promoting the cultural and natural heritage sites in the Champlain/Richelieu Valley and linking pieces of history together across international borders is no small challenge. The challenge lies in the development of a meaningful partnership among the different levels of government in New York, Vermont, and Quebec and among the people living in the diverse communities in the region.

There is a need to develop a Champlain/Richelieu Valley Corridor identity, both from within the region and from outside the region, which would appear to be lacking at present. A sense of belonging or a corridor community identity will help ensure that the proposed international corridor is perceived to—and will in fact—serve a useful role in regional development, which is one of the primary objectives of the corridor.

Building community support is based on four main elements: communication, education, direct community involvement, and partnerships. For each, strategies and specific actions may be conceived which would work towards building community support and opportunities for collaboration and development. Existing international corridor models provide several examples of actions that may be taken to this end. These examples may be tailored to respond to the particular geographic and social circumstances of the Champlain/Richelieu Valley.

## Endnotes

<sup>1</sup> H.R. 3005, a draft bill to establish guidelines for the designation of National Heritage Areas. Although Congress has not passed this bill, it provides a useful working definition for the concepts of heritage areas and heritage corridors.

<sup>2</sup> William Haviland and Marjorie Power, *The Original Vermonters* (1981). Samuel Eliot Morrison, *Samuel de Champlain: Father of New France* (1972).

<sup>3</sup> 104th Congress, 1st Session, § 1225.

<sup>4</sup> Gouvernement du Québec, *Guide d'Élaboration et de mise en oeuvre d'une politique culturelle municipale* (1997).

<sup>5</sup> Gouvernement du Québec, *Villes et villages d'art et de patrimoine: Document d'information* (Février 1998).

## QUINEBAUG AND SHETUCKET RIVERS VALLEY NATIONAL HERITAGE CORRIDOR

### NORTHEASTERN CONNECTICUT

#### The Last Green Valley

Designated in 1994, Quinebaug-Shetucket National Heritage Corridor is a twenty-five town area measuring 540 square miles in northeastern Connecticut. Quinebaug-Shetucket Heritage Corridor, Inc., a nonprofit organization designated by the governor of Connecticut to manage projects and to receive the corridor's federal funding, manages the corridor. The organization's vision for the corridor is "to preserve its natural, historic, and cultural assets while its residents enjoy a quality of life based on a strong, healthy economy compatible with its character."

#### Getting Started

In 1988, a grassroots citizens committee from the Quinebaug River Association, working in cooperation with Congressman Sam Gejedenson, sponsored regional workshops to explore public interest in and support for heritage preservation and national designation. The workshops were complemented by a series of National Park Service technical assistance demonstration projects designed to raise awareness of the region's natural, cultural, and historic resources. The demonstration projects included: a "Walking Weekend," guided walks of historic sites and trails; greenways mapping of hiking trails and wildlife corridors; an inventory of historic sites; community design charrettes to develop multiuse trails; and publications—a greenways vision map, a driving tour of historic textile industry sites, and a guide to river access.

In response to the demonstration projects and public workshops, citizens, local governments, regional and state agencies, and businesses expressed a desire to work cooperatively to preserve and enhance the region's heritage resources and accomplish better planning. Five years later, the corridor received its state and federal designation.

#### Managing the Corridor

Incorporated in 1995, Quinebaug-Shetucket Heritage Corridor, Inc., evolved from the original grassroots committee that worked for federal and state designation. Its mission is to assist in the development and implementation of heritage-based programs (for land use, economic development, tourism, agriculture, recreation, historic and cultural resources, and natural resources) as defined in the corridor's *Cultural and Land Management Plan*, required by the federal legislation.

A full-time executive director and a part-time assistant staff Quinebaug-Shetucket Heritage Corridor, Inc.; it also receives technical assistance from the National Park Service and the University of Connecticut Cooperative Extension. It has no regulatory authority. The thirteen board members include citizens from throughout the corridor and eight ex officio members from the Connecticut departments of agriculture, environmental protection, economic and community development, and tourism, the historical commission, and the regional chamber of commerce and planning agency.

#### Funding

Quinebaug-Shetucket National Heritage Corridor's legislation authorized \$200,000 for FY 95 and \$250,000 annually for an additional seven years. Federal funding requires a nonfederal match of at least 1:1. To date, the corridor has received \$600,000 plus \$200,000 in National Park Service technical assistance prior to federal designation. Funds are transferred to the nonprofit via cooperative agreement with National Park Service.

#### Partnership

The organization's partners include the National Park Service, the Connecticut Humanities Council, the state historical commission, and departments of environmental protection and transportation, the regional planning and tourism agencies, and local economic development commissions. Partnership projects cover a wide range: visitor publications, cost-sharing for publicity, development of multiuse recreation trails, adaptive reuse of mills, landscaping and facade improvements to businesses in historic districts, and commissioning folk songs based on oral histories from the valley.



### Measuring Impact

Although the corridor is relatively new, there are already tangible benefits; the most significant have been the adaptive reuse of mills and recreational development. In the public workshops prior to designation it was widely recognized that finding new uses for the valley's 19th-century mills would be pivotal to reviving the region's economy and enhancing its livability. The River Mill project in North Grosvenordale, for example, brought renewed energy and jobs to a depressed mill village. The focus of this comprehensive rehabilitation project extended beyond the mill structure to include the mill housing complex, a new community center/library, and a river greenway connecting the mill to local ballfields and a lakeside recreation area.

Enhancing recreation facilities, such as cycling and walking trails, which connect scenic areas and commercial centers as part of the regional greenway, was also recognized as providing strategic opportunities for merging quality of life and economic benefits. The new trail in Danielson has reconnected the local commercial center to the banks of the Quinebaug River via a pocket park and an attractively landscaped river promenade. Other newly developed trails include the Norwich Heritage Walkway, Putnam River Trail, and reconstruction of the twenty-six-mile, state-owned Air Line Trail, which forms the spine of the region's growing greenway system of protected farmlands and open space. A less tangible, but no less important, heritage corridor benefit is a stronger sense of regional identity. New highway signs, publication of the corridor's National Park Service brochure, and the annual Walking Weekend, which hosted over 4,000 participants in 1997, have all enhanced the region's image.

*The appeal of the Heritage Corridor has always been its flexibility and room for real creativity, but it will not be the solution to all the problems of this region. With the Bright Site program and activities such as the Walking Weekend, we have made the first steps in helping to improve the quality of life in our region.*

**John Boland, Secretary,  
Quinebaug-Shetucket Heritage Corridor, Inc.**

## BLACKSTONE RIVER VALLEY NATIONAL HERITAGE CORRIDOR

### MASSACHUSETTS/RHODE ISLAND

#### America's First Industrialized Waterway

Located along the 46-mile Blackstone River through twenty-four communities in Massachusetts and Rhode Island, Blackstone River Valley National Heritage Corridor was federally designated in 1986. The corridor is managed by a nineteen-member, bistate, federally appointed commission, which includes the National Park Service, three state agency and four local government representatives, and two others nominated by each governor. The commission's working agenda is: *"to reinvest in the Valley's historic, cultural, and natural resources; tell the industrial history story to a national audience; build local constituencies through heritage partnerships; carry out demonstration projects that encourage those partners; and continue coordination between state and federal agencies which share aspects of its mission."*

#### Getting Started

In 1983, the National Park Service was asked to assist Massachusetts and Rhode Island in developing a linear heritage park system along the Blackstone River from Worcester, MA, to Providence, RI. The National Park Service provided technical assistance in interpretive planning, historic preservation, and canal restoration, and issued a report outlining strategies for the creation of a regional park. Recognizing both the national significance of the Blackstone Valley's historic resources and the difficulties of creating a traditional park unit to protect them, the National Park Service recommended designation of the entire region as a national heritage corridor. In the two years preceding federal designation in 1986, Massachusetts and Rhode Island continued state-level heritage park initiatives: a \$1 million bond supported preliminary design and land acquisition in Massachusetts; in Rhode Island, voters passed a similar bond to create Blackstone River State Park. At the local level, regional chambers of commerce in both states nurtured public support for national heritage designation.

### Managing the Corridor

The Blackstone River Valley National Heritage Corridor Commission was established by the federal legislation creating the corridor; it provides the framework for planning and implementing the corridor's cultural, historical, and natural resource management programs. Fourteen hired staff, including an executive director, a deputy director, and six National Park Service interpretive rangers, carry out the work of the corridor. The commission is a federal agency with the authority to enter into cooperative agreements with state and local partners and temporarily hold real estate. It has no land use regulatory authority.

### Funding

The initial legislation authorized \$350,000 annually for ten years for operation of the commission plus \$3 million for cultural and environmental education programs; it was subsequently amended for an additional ten years at \$650,000 per year for operations plus \$5 million for programs. In practice, the commission currently receives an annual appropriation of approximately \$1 million, split between operations and programs. The federal funds are transferred directly to the commission from the National Park Service and require a 1:1 match from nonfederal funding sources.

### Partnership

As the second oldest national heritage corridor, Blackstone River Valley has an impressive record of achieving heritage preservation through partnership: the 1997 *Amendment to the Cultural Heritage and Land Management Plan* acknowledges over 250 partners, including businesses, museums, academic institutions, conservation groups, and the media. The commission's key partners include the environmental management agencies and historical commissions of Massachusetts and Rhode Island and the twenty-four local governments within the corridor. In 1997, in partnership with the City of Woonsocket, Woonsocket Business Association, Rhode Island Historical Commission, and others, the commission dedicated the Museum of Work and History, one of four corridor visitor centers.

### Measuring Impact

Over the last ten years, the commission's activities have made a significant impact on the people of the Blackstone Valley. The distinction of the region's designation as a national heritage corridor, and the presence of a federal commission and uniformed National Park Service rangers, have collectively improved the region's self-image and stimulated regional thinking about resources. The commission's most effective tools in creating this shift in regional attitude have been threefold: public education, which reaches out to the grassroots level; partnerships, which pool local and national resources; and targeted investments, which focus scarce public and private dollars on highly visible projects.

Highlights of the corridor's successes include three visitor centers, with a fourth in the planning stage; a corridor-wide signage and identity program; a wide offering of year-round interpretive programs led by rangers and a growing cadre of volunteers; the *Blackstone Valley Explorer*, an excursion boat which is also a popular venue for interpretive tours; development of the interstate Blackstone Bikeway; and local "visioning" workshops, which have encouraged Blackstone Valley communities to take a more proactive stance to land-use planning and site design issues.

*The unique cultural and natural resources of the Blackstone Valley are as important to our national heritage as battlefields or the homes of presidents. Yet, located as they are amid a living community, many of these resources cannot, and should not, be managed or cared for in isolation from the communities of which they are a part. Consequently, Congress came up with the National Heritage Corridor designation as the right way to protect the Valley's significance. Blackstone River Valley National Heritage Corridor provides an unparalleled opportunity for both the Valley and the Nation. This new, more ambitious plan represents a revolutionary departure from the traditional concept of national parks. The Corridor seeks to preserve nationally significant cultural and natural assets where the people of the Blackstone Valley actually live and work.*

**Richard Moore, Past Chairman  
Blackstone River Valley National  
Heritage Corridor Commission**

## LOS CAMINOS DEL RIO: A BINATIONAL HERITAGE CORRIDOR

### TEXAS/MEXICO

#### A Land Between Two Nations

Los Caminos Del Rio (The Roads Along the River) is a natural and cultural binational heritage corridor that extends 200 miles along the Lower Rio Grande from Laredo to Brownsville, Texas, and from Columbia to Matamoros, Mexico. Managed by Los Caminos Del Rio of Texas, Inc., and Mexico, A.C., a binational nonprofit organization, the corridor draws on the strength of the region's long history of cultural unity to foster historic preservation, economic development, environmental restoration, and binational cooperation. With a strong emphasis on celebrating the region's folklife and folk art, Los Caminos Del Rio is based on the premise that the untold story of the Lower Rio Grande can be used to combat negative images and enhance quality of life.

#### Getting Started

In 1990-1991, agencies in Mexico and the United States collaborated on an inventory of the region's historic and cultural resources. The resulting binational publication, *A Shared Heritage*, was the first assessment of twenty significant architectural landmarks and the region's arts and crafts that had ever been conducted. It provided the framework for a heritage initiative and challenged the two countries to cooperate in addressing critical resource protection issues facing the region. A groundbreaking achievement, *A Shared Heritage* was the catalyst for the creation of a state task force by Governor Ann Richards; a multiagency federal committee by Mexico's Secretary of Tourism; and major foundation support from the Texas-based Meadows Foundation, which helped to organize Los Caminos Del Rio, Inc. Together these interests were able to gain technical assistance from the National Park Service to coordinate a two-year planning effort for the heritage project.

In 1994, the Los Caminos Del Rio Heritage Project Task Force completed its report, recommending binational federal designation for the region, expanded staffing and responsi-

bilities for Los Caminos Del Rio, Inc., and creation of a federal interagency advisory committee to assist in project implementation. Following publication of the report, political opposition from property rights advocates surfaced in Texas and effectively stopped further progress toward federal designation.

#### Managing the Corridor

Originally established by the Meadows Foundation as the private sector counterpart to an anticipated federal commission, Los Caminos Del Rio, Inc., has continued its mission of promoting public awareness of the region's heritage and conducting heritage-related projects on both sides of the border. It is currently organizing the second Los Caminos Del Rio Summit; an international forum convened for academic researchers and heritage corridor activists. A full-time executive director, historical architect, and administrative assistant serve as staff for the nonprofit. Its eight board members include representatives from local communities and businesses in Mexico and the United States.

#### Funding

The Meadows Foundation has been a major supporter contributing over \$2 million during the project's startup and planning phase. With the failure to achieve federal designation, foundation support for Los Caminos Del Rio, Inc., has waned, but local support continues; the nonprofit receives approximately \$150,000 in annual funding from the local communities for staffing and operations and technical support from the Texas Historical Commission.

#### Partnership

Since the inception of the project, the Meadows Foundation and Texas Historical Commission have been key partners, contributing funds and technical assistance. Other partners include the local communities, Texas state departments of commerce, parks & wildlife, and transportation, U.S. Fish & Wildlife Service, National Park Service through the Palo Alto Battlefield National Historic Site, the Institute for Texan Cultures, and the Conservation Fund.

**Measuring Impact**

As with other heritage areas, the corridor project has bolstered the region's self-image and community spirit. Even without formal designation, heritage-based efforts have made progress on several fronts. With assistance from the Meadows Foundation and the Texas Historical Commission, a training program specializing in the preservation of historic structures was established for carpenters and others in the building trades. The plaza in the historic district in Roma, Texas, was one of many endangered architectural sites in the corridor that underwent major restoration. The Texas Department of Transportation has begun installation of heritage corridor directional and interpretive signage, and the U.S. Fish & Wildlife Service has continued adding lands to its over 100,000-acre wildlife corridor along the Rio Grande.

*We feel that the Los Caminos Del Rio Heritage Project has served as a catalyst that has helped the communities to remember their history. The heritage corridor idea has increased their understanding of the importance that the preservation of their past can have in their future.*

*It has been a great learning experience for us in the public agencies to recognize how urgent it is for the communities and their inhabitants to be able to voice their opinions. They are the ones who are directly involved. It is essential that their ideas, stories and cultural values be heard, for, as they express them, they are also the first to hear their own voices and recognize all that they have to offer to the outside world. Without this cultural awareness, we will simply continue to make each place identical to the next, without the possibility of demonstrating the unique character of each locality.*

**Margarita Robleda Moguel**  
Assistant Secretary of Tourism, Mexico

**DELAWARE & HUDSON CANAL HERITAGE CORRIDOR****ULSTER COUNTY, NEW YORK****Preserving a 19th Century Technological Triumph**

Constructed in 1824, the 108-mile Delaware and Hudson (D&H) Canal was a major feat of engineering that provided transport for coal, cement, and other goods between Pennsylvania, the Hudson Valley, and New York City. In the early 20th century, the canal was abandoned and came into the public domain in Sullivan and Orange counties, where it was subsequently preserved for recreation. In Ulster County, the challenge of preserving the canal was more difficult since much of the canal's thirty-five miles went to private landowners. The D&H Canal Heritage Corridor Alliance—a coalition of historical societies, museums, conservation groups, and trail advocates—has taken up this challenge. The alliance mission is to promote greater appreciation, protection, and beneficial use of the Corridor's natural, historic, and recreational resources in ways that recognize and respect the rights and interests of private property owners.

**Getting Started**

In 1988, the New York Parks and Conservation Association assembled a group of local citizens in Ulster County to consider ways of preserving and enhancing the D&H Canal. The National Park Service was asked to assist the group in building a local consensus for conservation projects that did not infringe on the rights of local landowners along the canal. Working with the local citizen committee, the National Park Service helped design and distribute a survey for landowners. Its purpose was to assess their attitudes and to begin to elicit their interest in the project. Concurrently, a series of workshops was also held to encourage the participation of the wider community in preserving the canal. These workshops, together with the results of the landowners survey, were the basis for a *Handbook for Action*, a detailed five-year plan produced by the committee and the National Park Service for a thirty-five-mile heritage corridor highlighting multiuse trails, museums, and historical landmarks.

In developing their plan for the heritage corridor, the committee carefully considered, but decided not to seek, national designation. The committee's focus was limited to the canal's thirty-five miles in Ulster County, and national designation would require consideration of the entire canal length. In addition, since canal ownership in the Ulster County section was almost entirely private, it seemed likely that a private, non-profit effort, patterned after the approach used by the Catskill Center for Conservation and Development in the nearby Catskill Forest Preserve, would be less threatening to property rights advocates and, consequently, could be more politically successful in the long run.

#### **Managing the Corridor**

In 1992, following release of the *Handbook for Action*, the New York Parks and Conservation Association helped the committee formally incorporate the D&H Canal Heritage Corridor Alliance as a nonprofit organization. Since the alliance has no paid staff, it relies on its volunteer members and on project funding from its partners. The alliance also participates in a new coalition of organizations that represent other segments of the D&H Canal and connecting corridors in New York and Pennsylvania.

#### **Funding**

As a private, self-designated heritage corridor initiative, the alliance receives no state or federal funding. In lieu of funding, the alliance has been creatively opportunistic in attracting funding from its partners and others for heritage projects.

#### **Partnership**

Of necessity, the alliance has had to work in partnership to accomplish its agenda. Key partners include the New York Parks and Conservation Association and the National Park Service, along with corridor museums, town and county governments, and local businesses.

#### **Measuring Impact**

Although still in its infancy, the alliance has many achievements to its credit. The alliance helped Ulster County and three towns secure close to \$300,000 in matching grants from the state to develop two linear parks along seven miles of the canal corridor and bargained successfully with a savings bank and a public utility for another three miles of trail along an adjacent rail right-of-way. It has also worked with the New York Department of Transportation to create three miles of paved linkage and negotiated trail use agreements with landowners and towns. Finally, a recent alliance proposal to replace a sixty-foot bridge has been funded by the Central Hudson Gas and Electric Company.

Overall, the project has brought a more coordinated approach to management of the canal and related sites. However, the private-sector approach does have its shortcomings. The absence of designation and formal boundaries renders the alliance more susceptible to a project agenda that is at times based more on volunteer interests than the original mission. The lack of formal authority has also made the goal of establishing a corridor-wide signage system difficult. Nevertheless, the alliance and its local partners continue to be effective in a region that tends to be wary of government land use regulation.

*The National Park Service helped us a lot with mapping and inventory of the old canal and railroad, but what was most exciting was the way they helped get everyone involved in an open dialogue: community leaders, private property owners, environmental enthusiasts, and trail users. That really helped to set our agenda, and the dialogue is still going.*

**Sheldon Quimby, Past President  
D&H Canal Corridor Heritage Corridor Alliance**

(Excerpt from report prepared by Philip B. Huffman in association with Heritage Partners, Inc., for the National Park Service, 1999.)

## NATIONAL HERITAGE CORRIDOR ALTERNATIVE

### Overview

Several types of coordinating entities could be considered for implementation of a national heritage corridor designation in the Champlain Valley. These fall into two general categories: existing entities (including nonprofit organizations, the Lake Champlain Basin Program, state agencies, and other ongoing regional initiatives) that could encompass a heritage corridor initiative within their current activities; and new entities (such as a federally established commission or a new regional, nonprofit organization) that could be created specifically for such a purpose. Each of these options is discussed below. For each, a brief description of the concept is provided, followed by an analysis of its advantages and disadvantages.

For nationally designated heritage corridors/areas, the coordinating entity typically must be able to satisfy several requirements. These include having the legal ability to:

- ▶ receive federal funds;
- ▶ disburse federal funds to other organizations and units of government;
- ▶ account for all federal funds received and disbursed; and
- ▶ enter into agreements with the federal government.<sup>1</sup>

All of the options presented below meet these basic criteria, either directly or through existing partnership arrangements.

Also, at a meeting with core project advisors held in Middlebury, Vermont, on July 19, 1999, it was suggested that any of the entities described below could serve as a temporary management "incubator." Under this scenario, the designated incubator would play a central role for a specified, limited

period of time in (1) coordinating a deeper examination of potential management entities; (2) identifying the most appropriate entity(ies) for long-term management; (3) developing broad support for that conclusion and for the heritage corridor concept more generally; and (4) obtaining and distributing resources to support ongoing heritage-related initiatives. This would set the stage for a later transfer of long-term management authority to the identified organization(s) subsequent to the sunsetting of the incubator.

### Existing Entities

#### Option #1: Nonprofit Organization

In a number of nationally designated heritage corridors/areas (particularly among those established most recently), existing nonprofit organizations have been specified as the managing entity. Examples include the Ohio & Erie Canal Association for the Ohio & Erie Canal National Heritage Corridor (Ohio); the Steel Industry Heritage Corporation, Inc., for the Steel Industry American Heritage Area (Pennsylvania); and the Greenway Conservancy for the Hudson River Valley, Inc., which is comanager with a state agency for the Hudson River Valley National Heritage Area (New York).

The study area for the Champlain Valley Heritage Corridor Project (CVHCP) is home to an impressive collection of local, regional, and national nonprofits that are focused on various aspects of heritage resource conservation/preservation/interpretation, tourism promotion, and economic development. Despite this concentration, most of these existing organizations have a very specific geographic and/or thematic niche, and therefore do not appear to be appropriate for consideration as possible coordinating entities for a broadly inclusive national heritage corridor in the region. Among the nonprofits that have been mentioned as possible candidates by regional experts are the Lake Champlain Maritime Museum, located in Basin Harbor, Vermont; the Essex County Visitors Bureau in Crown Point, New York; the Fort Ticonderoga Association in Ticonderoga, New York; the Adirondack North Country Association in

<sup>1</sup> H.R. 1301, Sec. 107(a)(2); introduced March 22, 1995.

Saranac Lake, New York; and the Lake Champlain Committee and the Lake Champlain Regional Chamber of Commerce, both headquartered in Burlington, Vermont.

Some of the general arguments for and against using an existing nonprofit group are presented below, along with a brief summary of some advantages and disadvantages of the Lake Champlain Maritime Museum (LCMM), which was identified as perhaps the most viable nonprofit managing entity. A more detailed evaluation of LCMM or similar examinations of the other candidates mentioned above would require additional research beyond the scope of this report.

#### General Advantages of Using an Existing Nonprofit

- ▶ Entity already exists—would not require establishing a new institution.
- ▶ May be less threatening to landowners and residents than a more government-oriented option.
- ▶ May be less threatening to other existing nonprofits than the creation of a new regional, umbrella nonprofit.
- ▶ May be more versatile/agile in fundraising from various sources (government, foundations, corporations, and individuals) to supplement initial governmental appropriations than government-based coordinating entities.
- ▶ Likely to be less dependent on political patrons than legislatively created entities such as a federal commission.
- ▶ By being perceived as more politically benign than governmentally established entities (e.g., state agencies, Lake Champlain Basin Program, new federal commission), a nonprofit may be better able to establish effective partnerships with a broader range of organizations.
- ▶ Without the encumbrances of governmental bureaucracy, a nonprofit may be able to begin corridor implementation sooner in the critical period following designation than governmentally established entities.

- ▶ May require less overhead for program administration, potentially making a greater percentage of funding directly available for projects. (Quinebaug-Shetucket Heritage Corridor, Inc., reports that 85% of its funding goes directly to programs.)
- ▶ Several recently established national heritage corridors/areas (see above) have used existing nonprofits as managing entities.
- ▶ “Economies of scale” may be achievable by using existing staff to assist with implementation of heritage program.

#### General Disadvantages of Using an Existing Nonprofit

- ▶ Among nonprofits that are presently active in the study area, there is no perfect fit with respect to geographic and/or thematic focus; none combines the broad scope of activities likely to be encompassed in a national heritage corridor (e.g., heritage resource conservation/preservation/interpretation; tourism promotion; economic and community development) with an established presence throughout most or all of the study area.
- ▶ By identifying one organization to play the lead role, rivalries/jealousies may be created or intensified among the region's extensive nonprofit community.
- ▶ May be less effective in garnering support and buy-in (political and financial) from government (local, state, and/or federal) than a more government-oriented approach.

#### Specific Advantages of Lake Champlain

##### Maritime Museum

- ▶ One of the broadest cultural institutions in the Champlain Basin.
- ▶ Active and well-respected in both states.
- ▶ Good educational capacity, including on-site and school programs.

- ▶ Strong interest in developing more unified interpretation and marketing of Basin's heritage resources.

**Specific Disadvantages of Lake Champlain**

**Maritime Museum**

- ▶ Some possible components of heritage corridor initiative (e.g., economic/community development) are outside LCMM's core expertise or areas of interest.
- ▶ Although active in both states, LCMM is perceived as being primarily a Vermont organization, largely due to its base of operations at Basin Harbor.
- ▶ Some jealousies may exist already about the amount of funding LCMM receives through the Lake Champlain Basin Program

**Option #1a: Two nonprofits as comanaging entities**

Given the potential for a bistate heritage corridor in the Champlain Valley, it is conceivable that a nonprofit from each state could be designated to serve as comanaging entities. Under this scenario, each of the organizations would have primary responsibility for coordinating heritage corridor activities and distributing funds within its respective state. The two groups would coordinate and ensure consistency in implementation across the entire corridor through a mechanism created for this purpose. This approach could be politically attractive in providing a way to "even the playing field" between the two states and facilitate tailoring implementation to suit the particular needs in each state. However, it likely would make administering the heritage corridor as a unified initiative somewhat more complicated, time-consuming, and costly, and achieving consistency in implementation across the whole area could prove difficult.

Although no existing national heritage corridor/area has two (or more) nonprofits as its comanaging entities, the concept of shared management is not without precedent. The Greenway Conservancy for the Hudson River Valley, Inc., (a nonprofit public benefit corporation) and the Hudson River Valley Greenway Communities Council (an agency of the State of New

York) comanage the Hudson River Valley National Heritage Area in New York.

**Option #2: Lake Champlain Basin Program (LCBP)**

The LBCP is a cooperative, regional effort among all levels of government, private organizations, and individuals to coordinate and support activities, which protect and enhance the Lake Champlain Basin's environmental, recreational, and cultural resources. Established in 1990 through an act of Congress and funded through federal appropriations (USEPA) since that time, the program focuses on the priorities and actions identified in its basin management plan "Opportunities for Action," completed in 1996. The LBCP is overseen by the Lake Champlain Steering Committee, established in 1988 through a Memorandum of Understanding signed by the Governors of New York and Vermont and the Premier of Quebec. The Steering Committee includes representatives from relevant agencies in all three jurisdictions, local officials, federal environmental officials, the chair of a Technical Advisory Committee, and the chairs of Citizens Advisory Committees from New York, Vermont, and Quebec (which provide representation for residents, nonprofit organizations, and other interests).

**Advantages**

- ▶ Established, comparatively well-known entity would avoid potential confusion/duplication/competition that could arise with the creation of a new regional entity to manage the heritage corridor initiative.
- ▶ Existing partnership with participation from many of the interests (e.g., state and local government, nonprofit organizations, academic institutions, tourism and economic development groups) that would be central to a heritage corridor initiative.
- ▶ Covers entire Lake Champlain watershed—New York, Vermont, and Quebec; has broadest geographic scope and regional perspective of any initiative in the CVHCP study area.



- ▶ Existing involvement of Quebec interests could facilitate eventual expansion of heritage corridor designation across international boundary if so desired.
  - ▶ Established mechanism exists (through New England Interstate Water Pollution Control Commission) to receive substantial federal funding (~\$2 million/year from USEPA), much of which is subsequently dispersed to local governments and nonprofit groups in both New York and Vermont.
  - ▶ Through FY 98, precedent existed for federal funds to be passed through the National Park Service (Rivers, Trails and Conservation Assistance Program) to support the Basin Program's cultural and recreational components.
  - ▶ Existing Citizens Advisory Committees for New York, Vermont, and Quebec provide a well-structured mechanism for receiving public input from throughout the basin on a regular, ongoing basis.
  - ▶ Has existing cultural and recreational resource programs that could provide a footing for a heritage corridor initiative.
  - ▶ Sometime this year, LCBP cultural resources staff expects to resurrect the cultural resources working group that advised and helped oversee its cultural resources program until 1997. This working group could provide the nucleus for a new Champlain Valley Heritage Corridor Committee (or Consortium) that could be formally established and responsible for overseeing implementation of the heritage corridor initiative.
  - ▶ Identifying LCBP as coordinating entity for a national heritage corridor could strengthen and help perpetuate the LBCP program by diversifying its funding sources and bolstering parts of its programming (cultural and recreational resources) that have particularly strong connections for the public.
  - ▶ Successful implementation of a heritage corridor initiative—with its attendant benefits to local residents and communities in the form of economic and community development, heightened regional pride, etc.—through the LBCP program could enhance public support for other aspects of the Program's agenda (e.g., environmental quality).
  - ▶ Serving as heritage corridor coordinating entity could also appeal to LCBP's core constituents who are focused on its environmental quality aspects, because it would help to alleviate competition for USEPA funding from the LBCP program's cultural and recreational components. This is a significant issue now that funding through the NPS Rivers, Trails and Conservation Assistance Program has ended and the cultural/recreational programs are being funded in part with EPA dollars.
  - ▶ "Economies of scale" may be achievable by using existing LCBP staff to assist with implementation of the heritage program.
- Disadvantages**
- ▶ LCBP's first priority is environmental quality (water quality, toxics, and nuisance nonnative aquatic species), and that is what it is best known for.
  - ▶ Because of its primary focus on environmental quality, the LCBP governing board—the Lake Champlain Steering Committee—does not include a sufficiently broad representation of heritage resource interests and expertise *in its current form* to effectively implement a broad-based heritage initiative such as a national heritage corridor.
  - ▶ The Steering Committee also currently has more limited representation of community interests (e.g., local government, nonprofits, residents and landowners) than the administering bodies for most existing national heritage corridors.

- ▶ LCBP's geographic scope is limited to the Lake Champlain watershed, which does not include parts of the CVHCP study area in the north and south that encompass historic and cultural resources central to the themes of the proposed heritage area.
- ▶ Potential for political opposition in New York, where general resistance to the basin program has been strongest and where concern has been expressed about the Program growing too large.
- ▶ LCBP's direction for cultural and recreational resources (as articulated in "Opportunities for Action") may not be sufficiently broad to encompass the full range of national heritage corridor goals and potential programs.<sup>2</sup>
- ▶ LCBP's environmental constituents could perceive establishing LCBP as managing entity for the heritage corridor as a distraction or detraction from its environmental quality focus.

### Option #3: State Agencies:

In certain instances, state agencies have been identified as the managing entity for recently established national heritage corridors. Examples include the West Virginia Divisions of Tourism and Culture & History for the National Coal Heritage Area; the South Carolina Department of Parks, Recreation and Tourism for the South Carolina National Heritage Corridor; the Augusta Canal Authority for the Augusta Canal National Heritage Area in Georgia; and the Hudson River Valley Greenway Communities Council for the Hudson River Valley National Heritage Area (New York). *In the Champlain Valley, if both New York and Vermont choose to participate in a national heritage corridor, one or more agencies from each state likely would need to be identified as comanaging entities to ensure equal representation and participation in corridor implementation.*

<sup>2</sup> The recommendations in "Opportunities for Action" are subject to reassessment and updating every two years by the Lake Champlain Steering Committee.

### Advantages

- ▶ May be perceived as less threatening than certain other, less familiar options such as a new federal commission ("it's better to know your devil").
- ▶ By bringing resources and recognition into state agencies, could help to generate political support from Governors and/or state legislatures.
- ▶ "Economies of scale" may be achievable by using existing state agency staff to assist with implementation of heritage program.
- ▶ Precedent has been established by the recently created national heritage corridors/areas (see above) that use state agencies as their managing entities.

### Disadvantages

- ▶ Because jurisdiction over heritage-related resources and issues (e.g., historical, cultural, natural, and recreational resources; tourism; economic and community development) is distributed among several agencies in each state, it could be difficult to single out one from each to serve as lead managing entity. If more than one agency from each state were deemed necessary as comanaging entities, coordination and allocation of federal resources to the project could become quite cumbersome.
- ▶ Carries the baggage of "government."
- ▶ By relying on agencies from each state, it could be more difficult to achieve a truly regional perspective in program development and implementation through this option than through other more regionally based ones (e.g., Lake Champlain Basin Program or new regional nonprofit organization).

- ▶ May be less versatile/agile than a nonprofit organization (existing or new) in fundraising from diverse sources (i.e., other than federal appropriations and state/local government matching funds).
- ▶ Likely to be less responsive to the needs and desires of local communities than more locally based management options (e.g., existing or new nonprofit organization).
- ▶ Key stakeholders and general public in Champlain basin may prefer to have heritage initiative managed by an organization or program that is specifically focused on the designated area, rather than being tucked within agencies that have broader, statewide purviews.
- ▶ Integrates many of the aspects that a national heritage corridor might also encompass (e.g., linking economic development and tourism with the recognition, conservation, interpretation, and promotion of local heritage and natural, cultural, and recreational resources).
- ▶ Covers most of the geographic area included in the Champlain Valley Heritage Corridor project (eight of ten counties).
- ▶ Administrative network among the participating counties is established and functioning.

#### Disadvantages of Lake Champlain Byways

#### Option #4: Other Existing Regional Initiatives

Two other existing initiatives in the study area deserve consideration as possible managing entities for a national heritage corridor in the Champlain Valley: the Lake Champlain Byways Program, and the Champlain Valley Heritage Network.

Lake Champlain Byways is a regional planning project funded by the Federal Highway Administration's National Scenic Byway Program and implemented largely through Local Advisory Committees that have been established and staffed in each of eight counties around Lake Champlain (three in New York, five in Vermont). The program, described as "a new approach to economic development through the recognition of local heritage and resources," seeks to use a "grassroots process [to] identify ways to balance economic development and tourism with stewardship of the resources." A Steering Committee comprised of representatives from many of the participating organizations oversees the program; this committee advises the Local Advisory Committees and ensures that the project meets its grant requirements and workplan.

#### Advantages of Lake Champlain Byways

- ▶ Excellent model of a broad regional initiative that emphasizes local-level implementation (through Local Advisory Committees).

- ▶ Current funding for program expires in fall, 1999.
- ▶ Does not include Warren & Saratoga Counties in New York.
- ▶ Program is perceived as primarily promoting economic development and tourism, with resource conservation/preservation/interpretation/stewardship as related but secondary elements.
- ▶ Program is not officially incorporated as a nonprofit or for-profit organization. Since funding, staff hiring, and other fiscal aspects are handled through a few participating organizations, if Byways were designated to manage a new heritage corridor, one or more of its participating organizations would have to provide those functions (which would likely be at substantially increased levels).
- ▶ Current oversight body (Byways Steering Committee) does not include representation from the full spectrum of interests that might desire to be included in the oversight of a national heritage corridor.

The Champlain Valley Heritage Network (CVHN), based in Crown Point, New York, describes itself as "a coalition of local organizations dedicated to local resource enhancement." The Network is an unincorporated collaboration of conservation, business, tourism, agriculture, and civic organizations and government agencies working in a nine-town region along the

western side of Lake Champlain in Essex County. CVHN works to raise awareness among both local residents and visitors of the natural beauty, cultural heritage, and recreational opportunities, in part to build local economic opportunities and stimulate regional pride.

#### Advantages of Champlain Valley Heritage Network

- ▶ Existing activities similar to those typically involved in national heritage corridor initiatives (i.e., blend of voluntary conservation/economic development/interpretation/heritage resource promotion and other projects that respond to local needs).
- ▶ Recognized as innovative and effective, despite limited resources and staffing.
- ▶ Excellent model of a diverse coalition within one county that has come together to pursue projects of mutual interest and benefit—a possible model for county-by-county implementation of a heritage corridor initiative.

#### Disadvantages of Champlain Valley Heritage Network

- ▶ Activities are focused in nine communities along or near Lake Champlain in Essex County, New York. CVHN has intentionally resisted previous appeals to expand to a broader geographic area; for this reason, currently would not be appropriate as a primary managing entity for a broader, bistate heritage corridor.
- ▶ CVHN has chosen not to incorporate officially as either a nonprofit or for-profit organization. It prefers to function as a loose coalition of interested organizations, with funding, staff hiring, and other fiscal aspects handled through member organizations; therefore, if CVHN were tapped to manage a new heritage corridor, one or more of its member organizations would have to provide those functions.
- ▶ With only a half-time coordinator at present, CVHN has limited capacity to handle the larger mission encompassed in a national heritage corridor. (To date, CVHN has intention-

ally avoided hiring additional staff so that as much funding as possible can be applied directly to projects.)

#### POSSIBLE NEW ENTITIES

##### Option #5: New Regional Nonprofit Organization

In at least two national heritage corridor/area designations, new nonprofit organizations have been created specifically to serve as coordinating entities: (1) the Quinebaug-Shetucket National Heritage Corridor in Connecticut, where the nonprofit Quinebaug-Shetucket Heritage Corridor, Inc., grew from the original grassroots committee that pushed for state and national designation and was subsequently named by the Governor to manage implementation and receive federal funding; and (2) the Essex National Heritage Area in Massachusetts, where the Essex National Heritage Commission, Inc., has recently been established as the managing entity and successor to the original unincorporated organizing force in the region, the Essex Heritage Ad Hoc Commission.

Following on these models, a new nonprofit organization could be created specifically to manage a heritage corridor designation in the Champlain Valley (for instance, a "Champlain Valley Heritage Coalition, Inc."). Such an organization likely would be most effective if it included a cross-section of relevant interests—including regional experts in heritage resource conservation/interpretation/promotion, tourism, and economic development from government agencies, other nonprofits, and regional organizations (e.g., chambers of commerce)—directly in its management structure, i.e., as members of its board of directors/advisors. This would help to ensure that the activities of the new organization were well-directed to avoid overlap or duplication with the wide range of ongoing initiatives in the region and reduce the likelihood that it would become a competitor with existing organizations for scarce financial resources.

The new organization's primary focus presumably would be on the area and suite of sites/resources/interpretive themes identified in the national designation, but the group also could include representation from and/or maintain working relations with relevant interests outside that immediate area. This approach

would have short-term benefits in promoting linkages among relevant sites, even if they were not all included within the designated heritage corridor, and would facilitate expansion of the corridor if some of the interests not initially included chose to participate at some point in the future. (Perhaps the most extreme example of this need for adaptability would be expanding the nonprofit into an international organization should heritage interests in Quebec elect to participate and/or if the designation were formally expanded through binational governmental action to include relevant areas in Quebec.)

#### **Advantages**

- ▶ As a nongovernmental body, a new nonprofit likely would be less threatening to landowners and residents than government-based management options (e.g., federal commission), and therefore might be more acceptable to local interests across a broader cross-section of the study area.
- ▶ May be more versatile/agile in fundraising from various sources (government, foundations, corporations, and individuals) to supplement initial governmental appropriations than government-based coordinating entities.
- ▶ May be less dependent on political patrons than legislatively created entities such as a federal commission.
- ▶ As a new, nongovernmental entity, a new nonprofit might be more responsive to the needs and desires of local/regional citizens and stakeholders in its structure and approach.
- ▶ By being perceived as more politically benign than governmentally established entities (e.g., state agencies, Lake Champlain Basin Program, new federal commission), a new nonprofit may be better able to establish effective partnerships with a broader range of organizations.
- ▶ Without the encumbrances of governmental bureaucracy, a new nonprofit may be able to initiate corridor implementation sooner in the critical period following designation than governmentally established entities.
- ▶ As a new entity, a start-up nonprofit would not have any historical baggage to overcome, and perhaps could be tailored to fit the region's needs more precisely than could be achieved by re-tooling an existing organization.
- ▶ May require less overhead for program administration, potentially making a greater percentage of funding directly available for projects. (Quinebaug-Shetucket Heritage Corridor, Inc., reports that 85% of its funding goes directly to programs.)
- ▶ Many recently established national heritage corridors/areas have used nonprofits as the managing entity.

#### **Disadvantages**

- ▶ There is no strong existing coalition/working group focused on heritage resources across the study area that could serve as the foundation for building a new organization; such an effort would have to start more or less from scratch.
- ▶ Some experts conclude that the study area already has a sufficiently dense concentration of good nonprofits and doesn't need a new one prior to national designation (unlike the situation in some designated areas, such as the Quinebaug-Shetucket National Heritage Corridor).
- ▶ Could generate resistance from existing nonprofits due to concerns about increased competition for scarce financial resources.
- ▶ Could generate opposition from those individuals who don't want any further cluttering of the institutional landscape ("Not another new entity!").
- ▶ Existing nonprofits could become concerned that a new regional organization might overshadow or supercede their existing activities.

- ▶ Could generate concerns that the organization would become susceptible to domination/control by the National Park Service.
- ▶ Although new nonprofits worked well in certain other national heritage corridor/area designations within a single state (e.g., Quinebaug/Shetucket and Essex), this option could be more difficult to implement effectively in the Champlain Valley, given the potential and desirability of encompassing parts of both New York and Vermont in a heritage designation.
- ▶ Organization would need to pass legal/fiduciary requirements for incorporation as a nonprofit. (This would be further complicated if it were desired to have the organization's purview include heritage resources in Quebec, thereby necessitating binational nonprofit incorporation.)

#### **Option #6: Federally Established Commission**

Commissions that were created by Congress in the authorizing legislation for the area manage several existing national heritage corridors/districts. The composition of these commissions typically is established in the legislation, allowing Congressional sponsors from the region in question to ensure that important stakeholders are represented (e.g., landowners and residents; local, state, and federal agencies; conservation and recreation groups; business and industry; tourism and economic development officials; etc.). These commissions generally are established as independent agencies of the federal government, but are driven by interests of the regional stakeholders that comprise the lion's share of the membership. Such commissions typically have the authority to hire their own staff, receive and distribute federal funds, and enter into agreements with other governmental units and nongovernmental organizations. Any other authorities also are clarified in the authorizing legislation (e.g., preclusion of any land acquisition or land use regulatory authority). Examples include the Blackstone National Heritage Corridor Commission (Massachusetts and Rhode Island), Delaware and Lehigh Canal National Heritage Corridor Commission (Pennsylvania), and Shenandoah Valley Battlefields National Historic District Commission (Virginia).

This type of federal commission would not be an entirely new concept in the Champlain Valley; it would be a very close analogy to the Lake Champlain Management Conference (later known as the Lake Champlain Basin Program), established by Congress in the 1990 Lake Champlain Special Designation Act. Clearly, the Management Conference had a somewhat different purview (with its primary focus on developing a pollution prevention, control, and restoration plan for the lake) and different composition (because of its purview) than a heritage corridor commission would have. However, the basic concept is the same: a federally established body comprised of representatives from relevant public/nonprofit/for-profit/academic organizations at the local/regional, state, and national levels, with clearly defined authorities and responsibilities.

#### **Advantages**

- ▶ Provides a relatively straightforward mechanism for ensuring that significant stakeholders in the region will have direct representation in the managing entity.
- ▶ By providing a strong, highly visible, prestigious forum wherein key interests can come together to pursue common goals, federal commissions can be very effective, particularly in bistate situations, where otherwise it may be difficult to ensure that the relevant parties (including both states and the federal government, as well as core local/regional interests) sustain their participation and commitment over time.
- ▶ High visibility also can be helpful in creating a unified regional identity and understanding that transcends political boundaries and in leveraging funding for projects that cross boundaries.
- ▶ As a new entity, a commission would not have any historical baggage to overcome and perhaps could be tailored to fit the region's needs more precisely than could be achieved by retooling an existing organization.

**Disadvantages**

- ▶ Probably more likely than other options to generate political opposition among residents and local officials due to fears that the commission could be or would become a vehicle for the federal government to play an undesired strong role in the region.
- ▶ Could generate opposition from those individuals who don't want any further cluttering of the institutional landscape ("Not another new entity!").
- ▶ The trend among recently designated national heritage corridors/areas (with the exception of Shenandoah Valley Battlefields National Historic District, established in 1996) has been to employ other types of coordinating entities (e.g., state agencies, existing nonprofit organizations) rather than to establish new federal commissions.
- ▶ May be less versatile/agile than a nonprofit organization (existing or new) in fundraising from diverse sources (i.e., other than federal appropriations and state/local government matching funds).

### COORDINATING ENTITY OPTIONS FOR OTHER ALTERNATIVES

#### State-Designated Heritage Corridor

A second alternative under consideration in the Champlain Valley Heritage Corridor Project is the possibility of a heritage corridor designation accomplished through state action in New York and/or Vermont, rather than through federal legislation. In fact, New York currently has two relevant initiatives. One is a state-level Heritage Area System, administered by the Office of Parks, Recreation and Historic Preservation; three heritage areas have been established through the System (Whitehall, Saratoga, and Hudson-Mohawk). The second is a recently established maritime heritage area for Long Island Sound, created by state legislation and administered through the Department of State (Coastal Zone Management program). Vermont does not have a parallel state-level heritage area system, but a

Champlain Valley heritage corridor could be established legislatively, either as the first component of a state-wide program or as a single, stand-alone designation.

Most of the preceding discussion of potential coordinating entities that could be used for a national heritage corridor designation would be relevant to a state-level designation as well, with the following exceptions/additions:

- ▶ Given the lack of congressional action, Option #6—a federally established commission—obviously would not be available.
- ▶ The coordinating entity would not necessarily need to meet the same requirements as those necessary for a federal designation (i.e., the ability to receive, disburse, and account for federal funds, and to enter into agreements with the federal government).
- ▶ Should both New York and Vermont proceed with a state-level designation and choose not to use one of the potential coordinating entities discussed in Section II, the Governors/Legislatures could create either (1) separate oversight bodies to implement the designation in each state, or (2) a joint oversight body to implement the designation across the entire region. Precedent for the concept of a joint oversight body exists in the ongoing Lake Champlain Steering Committee, which was established by the two Governors (and the Premier of Quebec) in 1988 and now has been given responsibility for implementation of the pollution prevention, control, and restoration plan created by the Lake Champlain Management Conference. A similar joint oversight body tailored for a heritage corridor designation would likely be much more effective in achieving a unified regional approach to implementation than separate entities focused only on their respective states. However, any such new entities could generate opposition by further cluttering the institutional landscape in the designated area.

Should only one of the states proceed with a state-level designation and choose not to use one of the potential coordinating entities discussed in Section II, the Governor/Legislature could create a new oversight body to implement designation in that state. Precedent for this approach exists in New York State with the creation of the Mohawk Valley Heritage Corridor Commission, a public benefit corporation. Again, the creation of this type of new coordinating entity could generate opposition by further cluttering the institutional landscape in the designated area.

A state-level designation would have certain other implications for management of the corridor, as well. For example, it is unlikely that federal appropriations specifically targeted for implementation of the heritage corridor designation would be forthcoming. However, federal funding through existing programs presumably would continue to be available. Also, National Park Service participation in implementation would be limited to existing programs, rather than a greater level of assistance and resources that might be available under a national designation. The National Park Service presumably would not have representation on any oversight/managing entity, unless specifically requested by the state(s).

#### Quadracentennial Commemoration

The final alternative under consideration in the Champlain Valley Heritage Corridor Project is the possibility of a multiyear commemoration of the 400th anniversary of the arrival of Samuel de Champlain in the Lake Champlain/Richelieu region. For this alternative, any of the possible coordinating entities presented in Section II also could be employed, and the argu-

ments for and against each option would be much the same as those provided in that section.<sup>3</sup> However, the political viability of using a federally established bistate (or international) commission may be somewhat stronger for a commemoration, in part because similar commissions were used effectively in 1909 and 1959 to celebrate the 300th and 350th anniversaries of Champlain's arrival.<sup>4</sup> Given those precedents in the region and the possibility that a "commemoration commission" would be perceived as less threatening than a "national heritage corridor commission," this option may be more politically acceptable for the commemoration alternative than for national heritage corridor designation.<sup>5</sup>

There are also more recent precedents from other parts of the country in which federally established commissions have been used to manage celebrations/commemorations. The De Soto Expedition Trail Commission was established in the Department of the Interior in 1990 to encourage and direct research and coordinate the distribution of interpretive materials to the public regarding the De Soto expedition, the native societies the expedition encountered, and the effects of that contact. Appointed by the Secretary of the Interior, the Commission included scholars, resource specialists, a representative from the Smithsonian Institution, and the Superintendent of the De Soto National Monument. In 1992, the Jefferson Commission was established by Congress to commemorate the 250th anniversary of Thomas Jefferson's birth. The Commission, which included eleven citizens appointed by the President and representatives of the executive, legislative, and judicial branches of government, was charged with planning and developing appropriate programs and activities for the event.

<sup>3</sup> The Lake Champlain Byways program has recently embraced the idea of a 400th anniversary commemoration as the core of its economic and tourism development strategy, and is in the early stages of exploring how this strategy might be best managed and implemented. Should a commemoration be identified as the preferred outcome of the CVHCP, clearly the two efforts should be integrated into one cohesive initiative.

<sup>4</sup> It should be noted that federal involvement in those earlier celebrations was coordinated through the State Department due to the international nature of the events; the National Park Service was not involved.

<sup>5</sup> Despite the precedents in 1909 and 1959, it should be kept in mind that much has changed in the region since those times (e.g., regulatory battles in the Adirondack Park; the inflammatory battle over establishment of the Champlain-Adirondack Biosphere Reserve), and, as a result, a federal commemoration commission may be less palatable to local interests now than previously.



Another model that merits examination is the "Celebration 2007" initiative currently underway in Virginia to commemorate the quadricentennial of the founding of Jamestown. The Virginia General Assembly designated the Jamestown/Yorktown Foundation, a state agency, to plan and coordinate the celebration, which is envisioned as a statewide, national, and international event. The Foundation subsequently established a high-profile Steering Committee to oversee the effort; this Committee has twenty-four members, including a number of state politicians, Foundation Board members, Native American and African American representatives, and designees from the Governor's office, historic preservation groups, and the National Park Service. The Steering Committee, in turn, has

created three working subcommittees—Programs & Events, Marketing & Finance, and Logistics—to prepare a master celebration plan. In addition to these state-level activities, a parallel federal commemoration commission is being considered that would help to generate broader national and international awareness and interest in the event and serve as a conduit for federal resources (funding and technical assistance). A similar approach with parallel state and federal commissions was used for the 350th anniversary of the Jamestown settlement in 1957, and was successful in leveraging substantial federal contributions for new infrastructure (for instance, two new visitors centers were constructed, and the Colonial Parkway was completed).

(Report prepared by the Office of Thomas J. Martin in association with Heritage Partners, Inc., for the National Park Service, 1999.)

## SECTION I: INTRODUCTION

The purpose of this study is to evaluate the economic impact of the Champlain Valley heritage preservation options. This report documents the characteristics of the Champlain Valley Study Area, as defined by the National Park Service, the current visitor activity in the region, the four options being considered by the National Park Service, and the estimated economic impacts from each of the options.

This report contains the following data and analyses:

### **Champlain Valley Heritage Corridor Project Description:**

a definition of the study area, and a brief discussion of the proposed project.

**Baseline Analysis:** identification of the size, characteristics, and activity of available markets and analysis of travel pattern indicators for the region.

**Framework for Evaluation:** a discussion of the four options—1) continuation of current activities 2) provincial and state heritage corridor 3) national heritage corridor 4) quadricentennial commemoration—and assumptions about timing for each of the options.

**Economic Evaluation of Options:** a discussion of economic impacts of each option with an emphasis on new visitation to heritage corridor communities and economic activity associated with new visitation.

### **Assumptions**

In preparing this study, the following assumptions were made. This study is qualified in its entirety by these assumptions. Every reasonable effort has been made in order that the data contained in this report reflect the most accurate and timely information possible, and it is believed to be reliable. This study is based on estimates, assumptions, and other information developed by the Office of Thomas J. Martin from its indepen-

dent research effort, general knowledge of the industry, and consultations with representatives of the client. No responsibility is assumed for inaccuracies in reporting by the client, its agent and representatives, other consultants, or any other data source used in the preparation of this study. No warranty or representation is made that any of the projected values or results contained in this study will actually be achieved. There usually will be differences between forecasted or projected and actual results, because events and circumstances usually do not occur as expected, and other factors not considered in the study may also influence actual results.

This report will be presented to third parties in its entirety and no abstracting of the report will be made without first obtaining permission of the Office of Thomas J. Martin. This report may not be used for any purpose other than that for which it was prepared. This report was prepared during March through May 1999. It represents data available at that time.

## SECTION II: CHAMPLAIN VALLEY STUDY AREA TOURISM BASELINE

The purpose of this section of our report is to document the characteristics of the Champlain Valley Study Area as defined by the National Park Service and to establish a baseline of the current visitor activity and tourism infrastructure in the region.

The following topics are included:

**Champlain Valley Study Area Project Description**—a definition of the study area and a brief discussion of the proposed project;

**Champlain Valley Study Area Tourism Infrastructure**—a review of tourism infrastructure in the region;

**Baseline of Tourism in the Champlain Valley Study Area**—documentation and review of tourism indicators in the Lake Champlain region (Vermont, New York, and Quebec).

**THE CHAMPLAIN VALLEY HERITAGE CORRIDOR PROJECT**

The Champlain Valley Region is steeped in both natural and cultural history, and accordingly its many natural and historic sites are popular destinations for tourists throughout the year. The focal point of the Champlain Valley Region is Lake Champlain, the sixth-largest freshwater lake in the United States, extending for 120 miles along the borders of New York and Vermont, between the Adirondack and Green Mountain ranges.

In an effort to recognize the Region's historic resources, Senator James Jeffords of Vermont asked the National Park Service to assess the suitability of heritage corridor designation in the region. The purpose of the NPS study is to evaluate whether the resources of the Champlain Valley merit additional National Park Service involvement in their protection and interpretation.

For the purposes of this socioeconomic evaluation, the Champlain Valley Study Area includes:

**New York**—Clinton, Essex, Warren, Saratoga, and Washington Counties

**Vermont**—Grand Isle, Franklin, Chittenden, Addison, and Rutland Counties

**Quebec**—Le Bas-Richelieu, La Vallée-du-Richelieu, Rouville, and Le Haut-Richelieu Regional Municipal Counties

Although the area is geographically vast, the resident population of the area is fairly small. Data in Table II-1 show the resident population of the area encompassed by the Champlain Valley Study Area.

**Table II-1**

**Champlain Valley Study Area Estimated Resident Population**

<b>New York</b>	
Clinton	76,500
Essex	38,200
Warren	61,800
Saratoga	196,200
Washington	61,000
<b>Total</b>	<b>433,700</b>
<b>Vermont</b>	
Franklin	43,900
Grand Isle	6,100
Addison	34,700
Rutland	62,300
Chittenden	143,000
<b>Total</b>	<b>290,000</b>
<b>Quebec</b>	
Le Bas-Richelieu	53,530
La Vallée-du-Richelieu	94,871
Rouville	28,700
Le Haut-Richelieu	82,401
<b>Total</b>	<b>259,502</b>
<b>Total Population</b>	<b>983,202</b>

Source: Sales and Marketing Management, 1998 Survey of Buying Power, and Anne Drost, *International Corridors of Culture: Working Towards a Heritage Corridor in the Champlain/Richelieu Valley, 1998*.

**TOURISM INFRASTRUCTURE IN THE CHAMPLAIN VALLEY REGION**

This section of the report discusses the existing tourism infrastructure and current heritage sites and attractions within the study area. The purpose of this section is *not* to perform an inventory of specific sites, attractions, and facilities, but rather to profile selected attractions and infrastructure indicators. These

data will be used to gauge the capacity of the region to support additional visitation and will guide and inform the assessment of Champlain Valley heritage preservation options as proposed.

**Infrastructure**

Historically, tourism has been an important component of the local economies in the regions of Vermont, New York, and Quebec that fall within the study area. Today, tourism continues to play an important role, as access to rural areas has improved, and more and more people are traveling.

The Champlain Valley is within easy access of the major metropolitan markets of New York City, Albany, Montreal, and Boston, as Interstate 87 runs north/south through the study area from New York City to Montreal, and Interstate 89 runs northwest from Concord, New Hampshire, to the border of Vermont and Quebec north of St. Albans. Both of these routes carry high volumes of traffic through the Champlain Valley Region. In addition, the Lake Champlain ferries transport passengers and vehicles across Lake Champlain year-round, allowing touring visitors to experience both New York and Ver-

mont attractions without excessive travel times. For those who prefer not to drive, several bus tour companies operate within the Study Area and offer both heritage and natural attraction itineraries. Also, Amtrak provides scheduled rail passenger service to both sides of the Lake.

**Heritage Attractions and Historic Sites**

The Champlain Valley Region has numerous heritage attractions, from forts and battlegrounds to underwater archaeological sites. While an inventory of heritage sites and attractions in the Champlain Valley has been completed by Associates in Rural Development, Inc.,<sup>1</sup> data in Table II-2 show characteristics of some of the larger attractions within the study area.

Visitation and seasonality of these selected attractions provide an indicator of the current level of infrastructure development already existing within the study area.

Visitation and seasonality of these selected attractions provide an indicator of the current level of infrastructure development already existing within the study area.

The data in the table indicate that most of the attractions

**Table II-2**

**Attendance of Selected Heritage Attractions within the Champlain Valley Study Area**

Attraction/Location	Estimated Annual Attendance	Operating Season
Saratoga National Historical Park, Saratoga, NY	250,000 (battlefield) 75,000 (visitor center)	Year-round
Shelburne Museum, Shelburne, VT	150,000	May to October
Fort Chambly, Chambly, Quebec	133,931 <sup>2</sup>	March to November
Ft. Ticonderoga, Ticonderoga, NY	99,000	July to October
Wilson Castle, Proctor, VT	75,000	May to October
Shelburne Farms, Shelburne, VT	65,000	May to October
Fort Lennox, Saint-Paul-de l'Île-aux-Noix, Quebec	42,849	May to October
New England Maple Museum, Pittsford, VT	25,000	March to December
Lake Champlain Maritime Museum, Vergennes, VT	25,000	May to October
Ethan Allen Homestead, Burlington, VT	13,000	May to October (by appt. in off-season)

Source: Champlain Valley Heritage Corridor Inventory, The Official Museum Directory, AAM, Tourism Quebec, and the Office of Thomas J. Martin.

<sup>1</sup> 1998 Champlain Valley Heritage Corridor Inventory. Associates in Rural Development, Inc.

<sup>2</sup> Attendance for the months of June, July, August and September only.

operate seasonally, as the most popular months to visit these regions are in the spring, summer, and fall when the weather is warm. Visitation ranges from 13,000 at the Ethan Allen Homestead to 250,000 at the Saratoga National Historical Park. Most of the heritage attractions and historic sites within the corridor record modest visitation levels. Fort Ticonderoga is one of the most popular sites in the New York portion of the study area, with 99,000 annual visitors, while the Shelburne Museum is one of the most popular attractions in the Vermont portion of the Study Area, attracting 150,000 annual visitors. Vermont, New York, and Quebec have many small attractions, such as town museums and historic houses that only attract a few thousand visitors annually. Fort Chambly and Fort Lennox are popular attractions within the Quebec portion of the Study Area, attracting an estimated 134,000 and 43,000 visitors respectively, during the four-month period, June to September. These moderate levels of visitation to the region's historic sites and attractions suggest that visitors to and residents of the region already have substantial interest in heritage tourism.

**Accommodations**

Within the Champlain Valley, accommodations are abundant, ranging from bed and breakfasts and inns to budget hotels/motels to upscale lodges to campgrounds. The New York portion of the study area offers by far the greatest number of accommodations the majority of which are hotels or motels; however, Vermont has the greatest number of bed and breakfast accommodations. Campgrounds are abundant throughout the study area, particularly in New York. The presence of several national hotel operators indicates a well-developed tourism economy. Data in Table II-3 show the type of accommodations in the region and provide a listing of national hotel operators. The type of national hotel operator provides an indication of the target market. The large number of budget hotel/motel chains indicates that the market is geared toward families and tourists with moderate income. Conversely, the presence of more up-market chains such as Sheraton and Hilton, indicates that there is substantial business travel in the region, and that the tourism market is geared toward all income levels.

**Table II-3**

**Accommodations within the Champlain Valley**

**Study Area**

Region	Number of Properties		
	Hotel/Motel	B&B/Inn	Camp
New York <sup>3</sup>	538	146	25
Vermont <sup>4</sup>	121	152	110
Quebec <sup>5</sup>	60	34	29
<b>Totals</b>	<b>719</b>	<b>332</b>	<b>164</b>

Source: Vermont Lodging Directory, I Love NY Adirondack Region Accommodations Guide. Washington County Chamber of Commerce Accommodations Listing. Saratoga County Chamber of Commerce 1998 Accommodations Listing. Tourism Quebec, Tourist Guide to Monteregie and Eastern Townships.

**Lake Champlain Ferries**

The Lake Champlain Ferries provide the only transportation link across the Lake between New York and Vermont for nearly 70 miles, between the bridge north of Alburt, VT southward to the bridge at Crown Point, New York. Three ferries run year-round from Plattsburgh, NY to Grand Isle, VT (twelve-minute crossing time), Burlington, VT to Port Kent, NY (1-hour crossing time), and Essex, NY to Charlotte, VT (20-minute crossing time). Data in Table II-4 show Lake Champlain Ferry fares for 1998-1999.

<sup>3</sup> Hotel chains include: Best Western, Comfort Inn, Days Inn, Econo Lodge, Holiday Inn, Howard Johnson, Radisson, Ramada, Sheraton, Super 8, Travelodge.

<sup>4</sup> Hotel chains include: Best Western, Budgetel, Comfort Inn, Days Inn, Econo Lodge, Hilton, Holiday Inn, Howard Johnson, Quality Inn, Ramada Inn, Super 8, Travelodge.

<sup>5</sup> Hotel chains include: Comfort Inn, Days Inn, Holiday Inn, Ramada.

**Table II-4**  
**1998 -1999 Round-Trip Lake Champlain Ferry Fare**

	<b>Car and Driver</b>	<b>Adult Passenger</b>	<b>Child (6-12)</b>
<b>Ferry</b>			
Burlington/Port Kent	\$23.00	\$5.75	\$2.25
Grand Isle/Plattsburgh	\$12.25	\$3.25	\$1.00
Charlotte/Essex	\$12.25	\$3.25	\$1.00

Source: 1998, Lake Champlain Transportation Company.

The ferries transport an estimated 500,000 people a year between New York and Vermont.<sup>6</sup> In 1996, the School of Natural Resources at the University of Vermont conducted a study of the Lake Champlain ferries. Following is a summary of some of the key findings from the study:

- ▀ The Ferries carry approximately 200,000 tourists across the Lake annually.
- ▀ Over one-third of ferry passengers are tourists on a multi-day vacation to the region.
- ▀ Although most passengers (70.2 percent) use the ferries for local transportation, 29.8 percent use the ferries as a through-link to destinations beyond the greater Lake Champlain Region.
- ▀ The most popular heritage tourism attractions visited by ferry passengers were the Shelburne Museum (14.6 percent), and Ft. Ticonderoga (10.1 percent).
- ▀ The majority of passengers are on one-day trips (59.8 percent) of which 7 percent were on pleasure drives.

▀ Shopping and pleasure driving were the two most popular travel-related activities that passengers participated in while on their trips (30.7 percent and 25.1 percent participation, respectively). Visiting museums and historic sites was also popular (14.2 percent participation).

▀ The Burlington/Port Kent ferry is more likely to serve pleasure travelers than the Grand Isle/Plattsburgh and Essex/Charlotte ferries that serve more business and commuting travelers.

▀ New York residents of the region ride the Grand Isle/Plattsburgh ferry more often than Vermont residents of the region, and Vermont residents ride the Charlotte/Essex ferry more frequently than New York residents of the region do.

▀ Vermont passengers are less interested than New York passengers in heritage and agricultural tourism and factory tours.

**Marketing/Regional Awareness**

Despite the relatively high volume of visitors to the region annually and the well developed infrastructure in terms of access, accommodations, and transportation, several of the studies that were reviewed indicate that there is a need for enhanced advertising and marketing efforts by regional attractions. Both the Ambrosino Research, Inc., study for the Adirondack Regional Tourism Council and the MarketReach, Inc., study for the Lake Champlain Basin Program conclude that visitors to the region lack awareness of specific attractions and that word of mouth is one of the most important ways visitors learn about the region and specific attractions. In the Executive Summary of the Lake Champlain Economic Database Project, Homes and Associates and Anthony Artuso conclude: "there is an obvious lack of a Lake Champlain focus in tourism information, research, planning, or development; also, there is little coordination between tourism entities in New York, Vermont, and Quebec. The MarketReach, Inc., study also concludes that there is little cross-promotion of sites and that only six percent of heritage site visitors in the area learned about the site by visiting another site. Further, only eleven percent of site visitors learned about the site through advertising.

<sup>6</sup> 1996 Lake Champlain Ferries Study, UVM School of Natural Resources

## TOURISM BASELINE IN THE CHAMPLAIN VALLEY STUDY AREA

This section of the report identifies the size and characteristics of available tourism markets for the Champlain Valley Study Area. As is typical in assessing tourism markets, there is no definitive estimate of the number of tourists to the region. When reviewing the various available indicators of tourist activity, care must be exercised to avoid double counting of visitors or of including the activities of the local population as tourist activity. Ultimately, several sources have been utilized to gauge the level of tourism activity within the study area.

Although no economic studies to date have focused exclusively on the Champlain Valley as defined by the National Park Service, there have been a number of studies that have focused on tourism activity within the Lake Champlain Basin (LCB), a region similar in geographic area to the study area. Much of the data in this report is drawn from the LCB studies; however, other regional sources have been used to investigate activity in the regions that differ between the Lake Champlain Basin and the Champlain Valley study area. Tourism indicators such as current levels of visitor volume, trip expenditures, and trip duration documented in this report will be used as a baseline for analysis of the heritage preservation options.

The following discussion reviews the general tourism characteristics of Vermont, the Adirondack Region of New York, and the Province of Quebec, followed by a detailed examination of tourism activity within the Lake Champlain Basin.

### Vermont Tourism

Vermont is lauded for its natural beauty and tranquility, year-round recreational opportunities, and traditional New England way of life. Accordingly, tourism is the second largest industry in the State, generating over \$2 billion in annual revenues and over \$77 million<sup>7</sup> in rooms and meals tax alone. Visitors

to Vermont seek out historic and natural attractions all across the state; however, the Central and South Central Mountain regions of the state appear to be most popular with visitors during all seasons of the year. The Champlain Valley and Southern Regions of Vermont are also popular. The least visited regions of the state include the Northeast Kingdom and the Capitol Region. Vermont's tourism industry is primarily regional, drawing heavily from New York, Massachusetts, Connecticut, and New Jersey markets, in addition to attracting visitors from the provinces of Quebec and Ontario.

In 1994, there were an estimated 21.2 million trips to the state, with a total of 11.5 million day trips, 7.9 million total overnight trips, and 1.8 million pass-through trips (where visitors passed through Vermont on their way to other destinations).<sup>8</sup> On average, summer/fall 1996 visitors spent approximately four nights in Vermont during their trip, while winter 1996 visitors spent on average 3.76 nights. Not surprisingly, many Vermont visitors have been to the state on a previous visit, and some estimates of repeat visitation run as high as 80 percent of visitors, as indicated by the 1996 Summer/Fall UVM Tourist Inquiry.

### Trip Purpose of Overnight Travelers

Visitors to Vermont come to the state for many reasons. Data in Table II-5 show the trip purpose for overnight travelers to Vermont.

As indicated by data in Table II-5, Vermont relies heavily on the touring visitor segment, as 18 percent of all overnight visitors are on touring vacations.<sup>9</sup> Touring vacationers generally cover a lot of ground while in the state and take in many different types of attractions. Vermont touring vacationers tend to be older and often retired, with an average age of 49, and are more interested in history and culture. These visitors also plan ahead, using auto clubs, magazines, and state and local tourism bureaus extensively to assist in trip planning.<sup>10</sup>

<sup>8</sup> Vermont Department of Travel and Tourism and Vermont Ski Areas Association, 1994 and 1995 Travel Statistics.

<sup>9</sup> Longwoods International 1994-1995, Vermont Customer Research.

<sup>10</sup> Longwoods International 1994-1995, Vermont Customer Research.

<sup>7</sup> FY98, Vermont Department of Taxes

Table II-5

**Trip Purpose of Overnight Travelers to Vermont**

Trip Purpose	Percent of Total	Estimated
		Travelers By Trip Purpose
Visit Friends & Relatives	39%	3,081,000
Touring	18%	1,422,000
Ski	10%	790,000
Outdoors	8%	632,000
Special Event	7%	553,000
Country Resort	4%	316,000
Business/Pleasure	3%	237,000
Other Pleasure	4%	316,000
Total Pleasure	93%	7,347,000
Business	7%	553,000
<b>Total Travelers</b>	<b>100%</b>	<b>7,900,000</b>

Source: Longwoods International 1994-1995, Vermont Customer Research.

**Vermont Taxable Room Rental Receipts**

The total taxable room rental receipts of the counties that fall within the Champlain Valley Study Area were in excess of \$80 million dollars in Fiscal Year 1996-1997. Chittenden County's receipts alone were in excess of \$40 million, highest of all Vermont counties. Rutland County also had high tax revenues from room rentals (an estimated \$28 million), most likely associated with Rutland as a winter ski destination.<sup>11</sup>

**Visitor Spending**

Data in Table II-6 segment the \$2.08 billion travel and tourism expenditures in Vermont in 1994 by sector.

Table II-6

**Vermont Tourism Expenditures**

Sector	Percentage of Total Expenditures (%)
Retail	30%
Lodging	24%
Food and Restaurants	24%
Local Transportation	10%
Skiing	6%
Sightseeing/Recreation/Entertainment	6%

Source: Longwoods International 1994-1995, Vermont Customer Research.

When travel and tourism expenditures are segmented by county, Rutland and Chittenden counties show the highest expenditures in 1994-1995. Data in Table II-7 list total travel and tourism expenditures in the counties within the Champlain Valley Study Area for 1994-1995.

Table II-7

**Travel and Tourism Expenditures by County, 1994-1995**

County	Expenditure (millions of dollars)
Rutland	\$ 375
Chittenden	\$ 338
Addison	\$ 51
Franklin	\$ 33
Grand Isle	\$ 13

Source: Longwoods International 1994-1995, Vermont Customer Research.

<sup>11</sup> VT Department of Employment and Training, Vermont Travel and Tourism Activity, 1996-1997.



The following discusses tourism in the Adirondack Region of New York State.

**Tourism in the Adirondack Region of New York**

New York State ranked fourth among all states for total travel in 1997, receiving 4.2 percent of all US travel.<sup>12</sup> Although much of the travel in the state is geared toward New York City, the Adirondack Region is a popular destination for many travelers. The Adirondack Region of upstate New York is vast and includes eight counties;<sup>13</sup> the Adirondack Park alone encompasses over six million acres. While the region is primarily favored for its wilderness setting and abundant recreational and nature-based opportunities, the area is also steeped in history and includes a former Olympic site. Based on a study conducted during 1992-1993 for the Adirondack Regional Tourism Council by Ambrosino Research Inc., over nine million people are estimated to visit the Adirondack Region annually. This is likely a very conservative estimate, given that the Warren County Department of Planning and Tourism estimates that from 1997-1998 there were over 8.9 million visitors to Warren County alone, 52 percent of whom were day-trippers.<sup>14</sup> The inconsistencies may result from the use of different methodologies in arriving at estimates of visitor volume. The Ambrosino study uses telephone and on-site interviews to project visitation, while the Warren County study uses actual attendance at campgrounds and hotels and motels. The following discussion highlights other Adirondack Region tourism characteristics based on findings from the 1992-1993 Ambrosino Research, Inc., study for the Adirondack Regional Tourism Council.

**Primary Trip Purpose**

As the Adirondacks are primarily a wilderness setting, the majority of both winter and summertime visitors indicated that their primary trip purpose was "outdoor recreation." Data in Table II-8 show the primary trip purpose of visitors by season.

**Table II-8**  
**Trip Purpose of Adirondack Visitors**

Trip Purpose	Summer Visitors	Winter Visitors
Outdoor Recreation	69%	69%
Entertainment	25%	26%
Visit Friends/Relatives	14%	21%

Source: NYS Adirondack Regional Marketing Research Project, Ambrosino Research, Inc.

Note: Multiple responses.

**Length of Stay**

The Ambrosino Research, Inc., study reports that visitors to the Adirondack Region have average trip durations of 4.5 days in the summer and 3.6 days in the winter months.

**Accommodations Use**

Reportedly, an estimated one-third of all visitors to the region stay in either a hotel or motel, one-tenth stay with friends or relatives, and one-quarter of summer visitors camp. Data in Table II-9 show the types of accommodations used by both winter and summer visitors to the Adirondacks. The data are segmented by residence of visitor, United States versus Canada.

<sup>12</sup> 1997 New York State Domestic Travel Report, D.K. Shifflet and Associates.

<sup>13</sup> Three out of eight of these counties are within the Study Area, including Clinton, Essex and Warren Counties.

<sup>14</sup> Non-resident Population Estimates of Warren County, Warren County Departments of Planning and Tourism.

Table II-9

## Accommodations Used by Visitors to the Adirondack Region

Accommodation Type	Summer		Winter	
	US Residents	Canadian Residents	US Residents	Canadian Residents
Hotel/motel	25%	47%	30%	38%
Campsite	26%	22%	13%	14%
Home of friend or relative	13%	5%	13%	2%
Cottage	9%	5%	9%	3%
Resort	5%	12%	7%	5%
Camper	4%	6%	5%	0%
B&B	5%	1%	3%	2%
Vacation Home	4%	2%	10%	1%
House/condo rental	2%	0%	6%	1%
Other	8%	5%	7%	11%

Source: NYS Adirondack Regional Marketing Research Project, Ambrosino Research, Inc.

Note: Multiple responses.

### Trip Expenditures

The average trip expenditure reported by visitors who were surveyed about their trip to the Adirondacks was \$406 for winter visitors and \$434 for summer visitors, including food, lodging, and "other" trip expenses. These expenditures translate into a per day expenditure of \$113 for winter visitors and \$96 for summer visitors.

The following discusses tourism trends in Quebec.

### Tourism in Quebec

Each of Quebec's nineteen tourist regions has its own appeal, ranging from nature, to history, to recreation. Tourism Quebec estimates that over 2.4 million international tourists entered

Quebec in 1998, up 6.8 percent from the previous year. Approximately 70 percent of these tourists were Americans. An estimated 60 percent of American tourists to Quebec arrive by car from the New England States.<sup>15</sup> In addition, in-person, e-mail, and telephone inquiries at information centers in Quebec were up approximately 4 percent from 1997 to 1998. Tourism continues to grow in Quebec. The Richelieu Valley area of Quebec, included as part of the NPS Study Area, contains several popular historic sites and attractions. Although attendance at all tourist attractions within the regions included within the Champlain Valley increased from 1996 to 1997, attendance at two of the most popular historic sites, Fort Lennox and Fort Chambly, decreased from 1996 to 1997.<sup>16</sup>

<sup>15</sup> Anne Drost, "International Corridors of Culture: Working Towards a Heritage Corridor in the Champlain-Richelieu Valley", 1998.

<sup>16</sup> Tourism Quebec—Le Bulletin Touristique—attendance at tourist attractions by tourist region in June through September 1997.

**Tourism in the Lake Champlain Basin**

A tourism survey prepared by MarketReach, Inc., of Burlington, VT for the Lake Champlain Basin Program, examined Heritage Tourism in the Lake Champlain Basin. Following is a discussion of study findings. All data in this section are from the MarketReach, Inc., study unless otherwise noted.

**Origin of Heritage Tourists in Lake Champlain Basin**

Overall, it was found that the most frequent visitors to Lake Champlain Basin (LCB) heritage sites are local residents; however, visitors to major heritage sites, such as Fort Ticonderoga, come from the greatest distances. Data in Table II-10 show the origins of visitors to the LCB.

When comparing the number of visitors to Vermont sites who are residents of New York with the number of visitors to New York sites who are residents of Vermont, it is interesting to note that there are nearly twice as many (16 percent) New York visitors to Vermont than there are Vermont visitors to New York (9 percent). It is also interesting to note that visitation to LCB historic sites by Canadians is only 2 percent.<sup>17</sup>

**Visitation Frequency**

Overnight visitors are more likely to be on their first visit to the LCB, while day-trip visitors are more likely to be repeat visitors to the heritage sites in the region. Data in Table II-11 show visit frequency to the LCB.

**Table II-10**

**Origin of Visitors to the Lake Champlain Basin**

Residence of Visitors	Total Visitors	Percentage of Visitors		
		Visitors at NY site w/o Ft. Ticonderoga	Visitors at Ft. Ticonderoga	Visitors at Vermont Sites
Lake Champlain Basin	30%	37%	12%	37%
VT	25%	9%	7%	41%
NY	32%	63%	39%	16%
US - not NY or VT	38%	26%	52%	41%
Canada	2%	2%	2%	2%
Other Countries	<1%	1%	1%	1%

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc. Note: Percentages may not total to 100% due to rounding and if questions were left unanswered.

<sup>17</sup> The Canadian sites were not inventoried in the MarketResearch study; therefore, there is no estimate of the origins of visitors to Quebec sites.

Table II-11

Visit Frequency of Lake Champlain Basin Heritage Site

Visitors

Visit Frequency	Day Trippers	Overnight Visitors
Frequently	62%	10%
More than once per year	10%	13%
Once per year	6%	17%
Every 2-4 years	4%	12%
Every 5-10 years	2%	5%
Each generation	0%	3%
Sporadically	10%	15%
First and only visit	5%	24%

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

Length of Stay

Although the average length of stay of all visitors to the Lake Champlain Basin is 7.4 days, length of stay varies by location of the sites being visited. In general, visitors to New York sites (excluding visitors to Fort Ticonderoga) tend to stay longer in the region (average of twelve days), as compared to visitors to Vermont sites with a mean length of stay of 7.8 days. These trends reflect the fact that more visitors to New York sites stay with friends or relatives or in a vacation home than Vermont visitors do (50 vs. 28 percent), while Vermont visitors are more apt to stay in hotels/motels or bed and breakfasts than New York visitors (41 vs. 21 percent). Data in the Table II-12 show visitor length of stay.

Table II-12

Length of Visitor Stay

Location/Area	Average Length of Stay (Days)
Visitors to Lake Champlain Basin	7.4
Visitors to New York Sites	12.0
Visitors to Vermont Sites	7.8

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

Visitor Interests

Although some visitors to the region were motivated to visit heritage sites by special interests in specific historic places, most (71 percent) of all visitors were motivated by general interest in the site. Data in Table II-13 show visitor motivations for visiting LCB heritage sites.

Table II-13

Motivation of Heritage Site Visitors<sup>18</sup>

Reason for Visit	Percent of Visitors
General Interest	71%
Interest in specific historic period or event	29%
Interest in specific historic place	22%
Interest in architecture, visual arts	12%

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

Note: Multiple Responses

<sup>18</sup> Note that categories chosen by less than 10% of visitors are omitted from the table

**Method of Learning about Cultural Tourism Sites in Lake Champlain Basin**

Word of mouth, general knowledge, and travel brochures are the most popular ways visitors to the LCB learn about the region's heritage sites. Given the small advertising budgets of many of the area's smaller and midsize attractions, it is not surprising that advertising awareness of residents of the LCB

is higher than that of residents of states other than New York and Vermont (22 percent versus 10 percent). Residents of the other states are more apt to learn about regional sites through travel brochures and guidebooks than are residents of the LCB and other areas of Vermont and New York. Data in Table II-14 show how visitors to the LCB region learned about the area's historic sites.

**Table II-14**  
**Method of Learning of LCB Historic Sites Segmented by Visitor Residence**

Method of Learning about LCB sites	All Visitors	LCB Residents	Vermont Residents	New York Residents	US, not Vermont or New York
General Knowledge	49%	60%	59%	51%	42%
Word of mouth	33%	38%	36%	35%	29%
Travel Brochure	20%	12%	12%	19%	25%
Guidebook	18%	9%	7%	14%	28%
Ads	14%	22%	20%	15%	10%
Road Sign or Map	14%	12%	14%	12%	15%
By Chance	7%	6%	7%	6%	8%
Other historic sites	6%	7%	6%	8%	6%
Internet	1%	0%	1%	1%	2%

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

**Transportation to LCB Heritage Sites**

Reportedly, 91 percent of all visitors arrive at the area's heritage sites by automobile, motorcycle, or recreational vehicle, while only 3 percent of the visitors arrive via bus.<sup>19</sup> The MarketReach, Inc., report indicates that July is the month with the greatest number of bus tours to the region and that buses originate in the Lake Champlain region or in New York State:

**Visitor Spending**

The MarketReach, Inc., study conclusions of visitor spending patterns are based on a survey question that asked visitors at heritage sites how much money they would spend on their trip to the Lake Champlain area (excluding hotel expenses.) Overnight visitors estimated that they would spend \$390 for the entire stay (excluding lodging), and day-trip visitors estimated that they would spend \$60.

In 1995, Kuentzel and Valliere conducted a study of New York and Boston residents who had responded to travel information while *planning a trip to the area*. It was found that an average trip to Vermont with a duration of 4.43 days was estimated to cost a total of \$1,096, or \$247, per day including lodging.<sup>20</sup>

MarketReach, Inc., concludes that the differences between the findings in their study and the Kuentzel and Valliere study may be due to the fact that the samples were two very different audiences and that many of the heritage site visitors are staying in their own homes or with friends and relatives. In addition, the Kuentzel and Valliere study polled prospective visitors, and the Market Reach, Inc., study surveyed visitors who were actually on their trip to Vermont.

The Market Reach, Inc. study found the following:

- ▶ Overnight visitors spend \$390 per trip versus the day-trip visitors' who spend \$60 per trip.
- ▶ Visitors living in the United States, but outside of New York and Vermont, spend \$427 per trip versus \$92 spent by LCB visitors.
- ▶ Visitors who are between the ages of 36 and 55 years spend \$341 on a trip versus \$257 spent by those between the ages of 19 and 35 years.
- ▶ By month of visit, August visitors spend \$367 versus \$177 spent by October visitors.
- ▶ Visitors who come to cultural and heritage sites in the LCB once per year spend \$411 (with a stay of 8.5 days) versus the \$230 expenditure by those who come more than once per year (with a total stay of 14.1 days).
- ▶ Visitors who originate from areas outside the LCB spend an average of \$368.

Data in Table II-15 summarize estimated trip expenditures in the Lake Champlain Basin.

The data below indicate that there is wide variation in reported trip expenditures, depending upon whether or not lodging is included within the expenditure estimate. Of those three estimates that exclude lodging, per visitor trip expenditures range from \$232 to \$390. These estimates based on surveys of visitors while on their trips are likely to be more representative of actual expenditures than those reported by prospective visitors to Vermont, as in the Kuentzel and Valliere study. A per visitor trip expenditure range of \$232 to \$390 (excluding lodging) will be used in the evaluation of Champlain Valley heritage preservation options.

<sup>19</sup> 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

<sup>20</sup> Kuentzel and Valliere, 1996 Summer/Fall Inquiry Study, UVM School of Natural Resources

**Table II-15**  
**Estimated Trip Expenditures in Lake Champlain Region**

Source	Average Per Visitor Trip Expenditure for Overnight Visitors	Average Length of Stay (days)	Daily Expenditure	Notes
MarketReach, Inc. <sup>21</sup>				
1996 LCB Cultural Heritage Tourism Survey	\$ 390	7.4	\$ 52.70	Excluding Lodging
Kuentzel and Valliere, 1995 Summer/Fall Inquiry Study, for the VT Dept of Travel and Tourism	\$1,096	4.43	\$247.40	Including Lodging
Institute for NH Studies, 1996, Scenic and Cultural Byways Visitor Survey, Connecticut River Valley	\$ 232	2.0	\$116.00	Excluding Lodging
UVM 1996 Lake Champlain Passenger Survey	\$ 254	N/A	N/A	Excluding Lodging

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

**Tourist Group Composition**

It is estimated that only 20 percent of the visitors to the LCB travel in groups. The MarketReach study indicates that of all the visitors to the LCB heritage tourism sites:

- ▶ 10 percent traveled alone.
- ▶ 37 percent traveled as two adults.
- ▶ 33 percent traveled with children.

**Repeat Visitation**

The percentage of visitors to the LCB indicating that they would return "frequently" or "more than once" to visit cultural heritage sites or historic districts in Vermont, New York, or Quebec are represented in Table II-16, segmented by visitor type.

**Table II-16**

**Percentage of LCB Heritage Site Visitors Who Indicated that They Would Return to the Region "Frequently" or "More Than Once"**

Visitor Type	Percentage of Total
Day Trippers	81%
Residents of Lake Champlain Region	86%
Vermont Residents	86%
New York Residents	56%
Canadians	37%
Other US residents	23%
Visitors living in countries other than Canada	0%

Source: 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan, MarketReach, Inc.

<sup>21</sup> Note Day Trip Visitors report spending an estimated \$60 on their excursion.

Overall, day-trippers, residents of the Lake Champlain Region, and Vermont residents are important candidates for frequent or repeat visitation.

#### **Economic Impact of Lake Champlain Basin Tourism**

A 1993 study of the economic impact of Lake Champlain Basin tourism by Holmes and Associates and Anthony Artuso, for the Lake Champlain Management Conference<sup>22</sup> concludes the following:

- ▶ LCB tourism-related expenditures were estimated at \$2.2 billion in 1990 (71 percent attributed to Vermont and 29 percent attributed to New York).
- ▶ Approximately \$880 million or 40 percent of the total tourism expenditures in the LCB occur in shoreline towns.
- ▶ Expenditures of tourists living within the LCB were estimated at \$968 million in 1990 and account for 44 percent of all LCB tourism expenditures in that year.
- ▶ In fiscal year 1992, a total of 7.9 million non-US residents entered the United States through 14 points that serve the LCB.

#### **Baseline Summary**

As tourism has been an important component of the economies of Champlain Valley towns since before the turn of the 20th Century, the tourism infrastructure in the region is well developed overall. The region is easily accessed from major metropolitan markets including Montreal, Boston, and New York, via Interstates 87 and 89. Additionally, several bus tour companies operate within the region, and the Lake Champlain ferries provide transportation east-to-west across Lake

Champlain between New York and Vermont. With over 1,100 properties containing more than 25,000 rooms and 17,000 campsites, accommodations in the region are abundant, ranging from camp grounds to budget hotels/motels to high-end lodges. Attendance levels and characteristics of visitation at some of the region's popular heritage attractions suggest that May to October is the most popular time to travel in the region, and that during this time of the year, the Champlain Valley Region is visited by a high volume of tourists. Despite the well-developed tourism infrastructure, the high volumes of tourists, and the capacity of the region to be able to accommodate additional visitors, there is a need for enhanced marketing, cross-promotion, and advertising of the attractions within the region.

The Lake Champlain region's historic sites are visited by million of visitors each year, many of whom originate within the Lake Champlain region. Although the average length of stay of all visitors to the LCB is 7.4 days, length of stay varies by relative location of the sites visited.<sup>23</sup> It is also interesting to note that there are nearly twice as many New York resident visitors to Vermont as there are Vermont resident visitors to New York. Visitors to Vermont sites tend to have shorter stays while those visiting New York sites tend to have longer stays. Per visitor trip expenditures in the region also vary widely. Based on the sources reviewed in this report, per visitor trip expenditures in the LCB (excluding lodging) range from \$232 to \$390. Overall LCB tourism related expenditures were estimated at \$2.2 billion in 1990.<sup>24</sup>

Ultimately, visitor characteristics and estimates of visitor volume, expenditures, and length of stay vary from study to study, region to region. Accordingly, this baseline does not attempt to quantify this data based on the definition of the Champlain Valley Study Area and the available data. Rather, the discussion of the tourism indicators provided will inform the assessment of Champlain Valley heritage preservation options, based on the overall context of tourism in the region.

<sup>22</sup> 1993. Lake Champlain Economic Database Project. Holmes and Associates and Anthony Artuso. Lake Champlain Basin Program, Technical Report No 4A. The Province of Quebec is not addressed in this study.

<sup>23</sup> MarketReach, Inc.

<sup>24</sup> 1993. Lake Champlain Economic Database Project, Holmes and Associates and Anthony Artuso. Lake Champlain Basin Program. Technical Report No. 4A.



### SECTION III: CHAMPLAIN VALLEY STUDY AREA FRAMEWORK FOR EVALUATION

This section of the report outlines the economic impact evaluation approach for the Champlain Valley heritage preservation options.

This section of the report contains the following information:

- ▶ Description of the options for the Champlain Valley study area;
- ▶ Implementation timing for each of the options;
- ▶ Framework for economic impact evaluation.

#### OPTIONS FOR HERITAGE PRESERVATION IN THE CHAMPLAIN VALLEY

The National Park Service (NPS) has developed four options for approaching heritage preservation and tourism in the Champlain Valley Region, including: 1) continuation of current practices; 2) provincial and state heritage corridor designation; 3) national heritage corridor designation; and 4) a quadri-centennial commemoration of Samuel de Champlain's arrival in the valley.

##### Continuation of Current Practices in the Champlain Valley

In this option, no additional federal involvement would be pursued and no new NPS programs would be established to provide technical assistance or additional funding to organizations in the Champlain Valley. States, private foundations, and other organizations would continue to provide the primary source of funds for the protection of heritage resources in the corridor and the continued development of tourism infrastructure. Regional and local initiatives, such as the Lake Champlain Byways project and the Lake Champlain Basin Program, would continue unchanged. In addition, all land ownership, regulation and policies would remain unchanged. Binational efforts between Canada and the United States would be limited to periodic conferences focusing on tourism.

##### Provincial and State Heritage Corridor Designation

Under this option, modeled after the St. Croix International Waterway and Commission, the governments of Vermont, New York, and Quebec would enact parallel legislation to establish a heritage corridor. A coordinating entity would be established for the purpose of preparing a heritage plan for the corridor. In this option no additional federal involvement would be pursued. Again, the Park Service would not undertake any efforts to establish new funding or technical assistance programs to aid entities within the corridor. The benefit of this option would be that management functions would be centralized, allowing for more effective communication among the states and Quebec, avoiding replication of efforts, and providing cross-boundary cooperation and coordination. This could lead to more effective management and allocation of resources needed to preserve, protect, and promote heritage tourism in the corridor.

##### National Heritage Corridor Designation

Modeled after the Blackstone River Valley National Heritage Corridor in Massachusetts and Rhode Island and the Quinebaug and Shetucket Rivers Valley National Heritage Corridors in Connecticut, this option would establish a national heritage corridor through Congressional legislation. A public/private coordinating entity would be established by the legislation for the purpose of preparing a heritage plan and implementing the plan in accordance with other entities. Parks Canada would be represented on the coordinating entity and, if desired, could enact parallel legislation to extend the corridor north of the international boundary. In this option, the National Park Service (NPS) would provide technical assistance to the coordinating entity as requested. NPS could also be called upon to assist in establishing an interpretation and identity plan for the Champlain Valley. This plan could include the development of a consistent signage system, corridor-wide publications and maps, and "virtual visitors centers." The interpretation plan would serve to increase visitor awareness of the heritage sites within the corridor. NPS would also assist in developing visitor amenities and educational outreach activities if requested. An annual appropriation of federal funds would be made to the coordinating entity for a period of ten

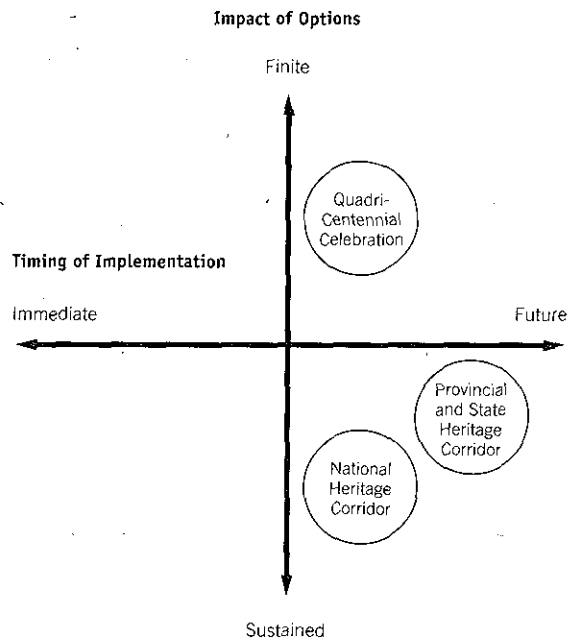
years. Additionally, funds would be made available to organizations within the corridor under existing federal programs.

**Quadricentennial Commemoration**

This option would be initiated to commemorate the 400th anniversary of Samuel de Champlain's arrival in the valley during the years 2003 to 2009. The commemoration would be a binational effort that would be initiated through legislation authorizing a body to oversee commemoration efforts. The coordinating body would be a public/private partnership comprised of a mix of federal, state, and provincial, nonprofit, and private entities. NPS would be involved through participation on the coordinating body and through technical assistance upon request. The coordinating body would identify and implement the actions necessary to commemorate historic events in the Champlain/Richelieu Valley. The effort would be finite, but would provide additional funding for the valley, and access to federal technical assistance. This option would also provide an opportunity for the valley to receive federal recognition. At least on a temporary basis, there would be increased cross-boundary cooperation and coordination.

**IMPLEMENTATION TIMING FOR EACH OF THE OPTIONS**

Each option presented has costs and benefits and has consequences in terms of timing of implementation and duration of benefits. For the purposes of this economic impact evaluation, the timing of implementation of options will be characterized on a continuum of immediate to delayed, and the impact of each of the options will be characterized on a continuum from finite to sustained. The following graphic characterizes the timing of implementation and duration of benefits from each option. Note that Option 1, continuation of current practices, is not included in the graphic, as there is no measurable impact associated with the option.



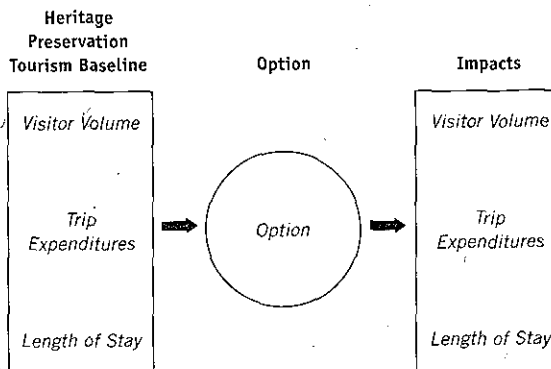
The diagram above shows that both national heritage corridor designation and provincial and state heritage designation will take place over a sustained period and will have sustained impacts on tourism in the region, while the quadricentennial commemoration will be an event that is finite in length and

may or may not have sustained impacts.<sup>25</sup> However, it is possible that the "hype" associated with a quadricentennial commemoration will serve as a catalyst for future heritage preservation efforts, thereby creating a sustained effect on tourism in the region. In terms of timing of implementation, it is likely that the national heritage corridor could be established in a more timely fashion than a provincial and state designated corridor, based on the NPS experience in establishing heritage corridors in the Blackstone and Quinebaug-Shetucket River Valleys. Documentation of the lengthy process of establishing the St. Croix International Waterway supports these assumptions. With NPS involvement and study of previous models such as the commemoration of the 250th birthday of Thomas Jefferson and De Soto Expedition Trail Commission, it is likely that a quadricentennial commemoration could be implemented in an efficient and timely fashion.

**FRAMEWORK FOR ECONOMIC IMPACT EVALUATION**

The framework for evaluation of the economic impact of each of the proposed options is predicated on the baseline evaluation of tourism activity in the Champlain Valley and a solid understanding of the characteristics of each of the options proposed. Although economic impact is a function of many variables, this analysis focuses on potential increases in visitor volume, trip expenditures, and length of stay. The economic impacts of each of the options are qualitatively characterized (small increase, moderate increase, large increase), then quantified based on the estimates from the baseline analysis. The following diagram represents the analytical approach to the economic impact evaluation.

**FRAMEWORK FOR ECONOMIC IMPACT EVALUATION OF HERITAGE PRESERVATION OPTIONS**  
**SECTION IV: CHAMPLAIN VALLEY PRESERVATION OPTIONS ECONOMIC IMPACT EVALUATION**



The purpose of this section is to discuss the economic impact of the Champlain Valley heritage preservation options.

The following information is included in this section:

- ▶ Qualitative assessment of the impact of Champlain Valley heritage preservation options;
- ▶ Orders of magnitude assessment of the impact of Champlain Valley heritage preservation options.

This analysis focuses on economic impact as a function of four parameters: visitor volume in the region, number of day-trippers vs. overnight visitors, trip expenditures, and length of stay. The analysis examines orders of magnitude relative to each of the options; it does not take into account indirect economic impacts (such as new employment opportunities) as a result of the implementation of the options. The analysis works off the baseline established for tourism in the Lake Champlain Basin; it does not take into account potential impacts on the northern and southern portions of the Study Area.

25 A National Heritage Corridor would have a "sunset" clause in legislation, limiting NPS financial and technical assistance to a ten-year period. Designation, however, is permanent.

**QUALITATIVE ASSESSMENT OF HERITAGE PRESERVATION OPTIONS**

For this portion of the analysis, the potential impacts of each of the four options are described for each of *three* parameters—visitor volume in the region, trip expenditures, and length of stay. The descriptors in Table IV-1 show the potential effects of each of the options. Since there are no changes associated with the continuation of current practices, the effects of this option on the three factors mentioned above are assumed to equal the baseline described in Section II.

It is assumed that all three options will result in an increase in visitation to the region due to an enhanced product and increased efforts to promote and market heritage attractions. These efforts may increase potential and actual visitor awareness of the many cultural attractions and recreational opportunities offered to them. Accordingly, visitors may take longer

trips or may visit the region more frequently. Trip expenditures are likely to increase in all three scenarios as well, as there may be increased spending opportunities associated with merchandising of heritage corridor and quadricentennial commemoration items and other spending opportunities. Overall, it is likely that each of the options could have a substantial economic impact on the region. Data in Table IV-2 show the assessment of the estimated annual economic impact of each of the three options on the Champlain Valley, based on assumptions regarding visitor volume, percent of day trippers vs. overnight visitors, length of stay, and trip expenditures. The impact of each of the options on visitor volume, length of stay, and visitor spending will be discussed in turn. Note that continuation of current practices will have no additional impact on heritage preservation and on the overall tourism economy in the region; therefore, this option is not shown in Table IV-2.

**Table IV-1**  
**Qualitative Assessment of the Impact of Champlain Valley Heritage Preservation Options**

	<b>Continuation of Current Practices</b>	<b>Provincial and State Heritage Corridor</b>	<b>National Heritage Corridor</b>	<b>Quadri-Centennial Commemoration</b>
Visitor Volume	Baseline	Small to Moderate Increase	Moderate to Large Increase	Large Increase
Trip Expenditures	Baseline Increase Increase	Small to Large Increase	Moderate to Moderate	Small to
Length of Stay	Baseline	Small to Moderate Increase	Small to Moderate Increase	Small Increase
Total Economic Impact	Baseline	Small to Moderate Increase	Moderate	Small to Moderate Increase

Source: The Office of Thomas J. Martin.

### Visitor Volume

Data in Table IV-2 show the impact of the options on visitor volume as a function of additional visitor trips<sup>26</sup> to the area per year over the baseline. All three options will have a positive effect on visitor volume; however, the magnitude of additional visitor volume differs by option. The quadricentennial commemoration may well attract more visitors to the area than the other two options. This would occur as a result of the many ongoing special events and activities associated with the quadricentennial commemoration and the concentrated and focused efforts of participating entities over a finite period of time. In the case of the quadricentennial commemoration, the majority of these additional visitors are likely to be day-trippers coming to special events.

National heritage corridor designation is likely to attract more additional visitors than would provincial and state corridor designation. Brand recognition of NPS products and activities, along with the development of additional visitor centers and informational kiosks, underlies this assumption. In addition, NPS has significant experience in developing and implementing these types of projects, and visitors probably have visited or have heard of an NPS-managed facility in the past. Increases in annual visitor volume of 75,000, 100,000, and 125,000 visitor trips over the baseline represent a conservative, yet realistic, estimate, based on our experience with similar projects, a review of tourism research, and existing visitor volume in the Region.

### Day-Trippers versus Overnight Visitors

Baseline research indicates that 40 to 60 percent of all trips to the region are day trips. For this analysis the percentages of day-trippers versus overnight visitors are estimated to be equal, with each representing 50 percent of the total number of visitors. Just as visitor volume is likely to vary by option, so too will the percentage of day versus overnight trips. Percentages shown in Table IV-2 relate to the number of additional trips. For example, it is estimated that provincial and state heritage

corridor designation will result in 75,000 additional visitor trips per year, of which 35 percent will be day trips and 65 percent of the additional trips will be overnights.

Although the balance between day-trippers and overnight visitors will be similar for both heritage corridor designation options (35 percent vs. 65 percent and 30 percent vs. 70 percent, respectively), it is likely that national heritage corridor designation will result in a greater percentage of overnight visitors than would provincial and state heritage corridor designation. This effect would be a result of NPS experience in marketing and promoting these types of projects and of NPS brand recognition on an international level.

The quadricentennial commemoration is a special case, as activities associated with the commemoration would occur for a finite time period, while the other plans would create permanent expansion of interpretive and marketing programs. The mix of day versus overnight visitors at the quadricentennial commemoration is likely to be skewed heavily toward day-trippers (65 percent of additional trips), as these types of commemorations focus heavily on weekend, holiday, and weekday afternoon events. Promotion of events is likely to be more local than national or international, therefore attracting more regional residents than long distance visitors. However, the events associated with the commemoration (primarily major events such as an opening and closing ceremony in the years 2003 and 2009) will attract visitors from outside of the region.

### Average Length of Stay

Based on the findings of the 1996 *Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan* and a review of other tourism research reports focusing on the Champlain Valley, the baseline estimate of average length of stay of visitors to the region is set at 7.4 days. Due to a potential for increased visitor awareness of the region's cultural heritage opportunities and increased promotional efforts and events associated with cultural heritage in the Champlain Valley, it is reasonable to assume that both heritage corridor development options could serve to increase visitor length of stay in the region by one day (over the baseline of 7.4 days.) It is also assumed that initiation of the quadricentennial commemoration

<sup>26</sup> Visitor trips does not equal visitors. The number of actual visitors to the region may be less than the estimated number of visitor trips due to repeat visitation, particularly by the resident market.

Table IV-2

## Champlain Valley Study Area

## Estimated Annual Economic Impact of Heritage Preservation Options

	Baseline Assumptions		Provincial and State Heritage Corridor Designation		National Heritage Corridor Designation		Quadracentennial Commemoration	
	Day Trip	Overnight	Day Trip	Overnight	Day Trip	Overnight	Day Trip	Overnight
Visitor Volume (additional trips per year)	0		75,000		100,000		125,000	
Percent Day vs. Overnight (of additional trips)	50%	50%	35%	65%	30%	70%	65%	35%
Average Length of Stay (days) <sup>1</sup>	1	7.4	1	8.4	1	8.4	1	7.4
Visitor Spending (average per visitor per day) <sup>2</sup>	\$ 35	\$ 100	\$ 37	\$ 105	\$ 37	\$ 105	\$ 39	\$ 110
Impact <sup>3</sup>			\$971,250	\$34,758,750	\$1,110,000	\$49,910,000	\$3,168,750	\$28,831,250
<b>Total Impact</b>				\$35,730,000		\$51,020,000		\$32,000,000

Source: The Office of Thomas J.-Martin

- /1 Assumes provincial and state corridor designation will add one day to the average length of stay, national corridor designation will add one day, and the quadracentennial celebration will have no effect on average length of stay.
- /2 Assumes 5% increase in spending associated with both national and state and provincial corridor designation and 10% increases associated with quadracentennial celebration (estimate includes lodging).
- /3 Assumes 20% of overnight visitors stay with friends or relatives and that the daily expenditures of those visitors are the same as those of day-trippers.

will have no effect on average length of stay in the region, as the majority of the additional trips induced as a result of the commemoration will be regional day trips.

**Visitor Spending**

A baseline of visitor spending of \$35 per day trip visitor and \$100 per overnight visitor per day (including lodging) is estimated. These are relatively conservative estimates based on our experiences with similar projects and a review of the tourism studies focusing on the region.

The implementation of any of the options will lead to increased sales opportunities due to merchandising associated with the heritage corridor or quadricentennial commemoration and a proliferation of retail outlets such as additional or larger gift shops at attractions, vendors, new restaurants, etc. Our estimate of visitor spending assumes that there will be a 5 percent increase over the baseline associated with the national, provincial, and state heritage corridor designation. It is assumed that there will be a 10 percent increase in visitor

spending (over the baseline) associated with the development of the quadricentennial commemoration due to particularly good merchandising opportunities associated with the event.

**Total Economic Impact**

Total economic impact as estimated in Table IV-2 is a function of visitor volume, the percentage of day trip versus overnight visitors, the average length of stay of visitors, and visitor spending. It is estimated that the potential direct economic impact of the options on the region could range from \$32 million to \$51 million per year. In addition to direct impacts, there will be indirect and induced effects of the proposed actions. These will increase the *total* project impact. Although other factors not considered in this analysis might affect the impact and suitability of implementing any one option, there are clear differences in the estimates of economic impacts.

On an average annual basis, data in Table IV-2 show that national heritage corridor designation will have the greatest impact (\$51 million) followed by provincial and state heritage

**Table IV-3  
Champlain Valley Study Area Ten Year Impact Projection**

Year	2003	2004	2005
Annual Growth as a Percentage of Estimated Annual Economic Impact (\$ millions) 1/	105%	104%	102%
Provincial and State Heritage Corridor	\$ 37,516,500	\$ 9,017,160	\$ 38,266,830
National Heritage Corridor	\$ 53,571,000	\$ 55,713,840	\$ 54,642,420
	105%	104%	102%
Quadri-centennial Celebration	\$ 33,600,000	\$ 33,280,000	\$ 32,640,000

1/ Growth is primarily a function of an increasing number of annual visits as awareness of heritage initiatives increase.

Note: assumes all initiatives begin (or open) in 2003.

Source: The Office of Thomas J. Martin.

corridor designation (\$36 million) and the quadricentennial commemoration (\$32 million). However, the quadri-centennial commemoration will occur over a set period, while the corridor designation options would represent ongoing improvements. Therefore, it is important to examine the effect of the options over time. Data in Table IV-3 show the ten-year impact projection of each of the options.

Although the "sunset" clause for a national heritage corridor designation would limit federal funding and technical assistance, the designation is permanent. Therefore, it is assumed that the heritage corridor designation and the subsequent economic impacts will continue beyond ten years. The quadricentennial commemoration will be finished after seven years (although the publicity generated by the commemoration and associated infrastructure development may have impacts that continue beyond that time period). Annual growth percentages in Table IV-3 reflect estimated changing visitation patterns over time. Spikes in the years 2003 and 2009 reflect special initiatives or events commemorating Champlain's

presence in the Champlain/Richelieu Valley. After the initial excitement of the opening of the corridor or kick off of the commemoration, visitation is likely to decline during the second year and then rise steadily as awareness of the initiatives grows. Although the quadricentennial commemoration ends in 2009, the impacts may well continue as reflected by data in Table IV-3.

The order of magnitude of the cumulative economic impacts of the three options after ten years are similar to the order of magnitude of the estimated annual impact as shown in Table IV-2. National heritage corridor designation has the largest cumulative ten-year impact (\$557 million), followed by provincial and state heritage corridor designation (\$390 million) and the quadricentennial commemoration (\$266 million.) Although other factors not considered in this analysis (such as cost of implementation of each of the options) might affect the relative attractiveness and impacts of the options, this analysis concludes that all of the options will have a positive economic impact on the tourism economy or the region.

	2006	2007	2008	2009	2010	2011	2012	Cumulative Economic Impact
	103%	103%	104%	110%	104%	105%	105%	
	\$ 38,641,995	\$ 38,641,995	\$ 39,017,160	\$ 41,268,150	\$ 39,017,160	\$ 39,392,325	\$ 39,392,325	\$ 390,171,600
	\$ 55,178,130	\$ 55,178,130	\$ 55,713,840	\$ 58,928,100	\$ 55,713,840	\$ 56,249,550	\$ 56,249,550	\$ 557,138,400
	103%	103%	104%	110%	50%	25%	25%	
	\$ 32,960,000	\$ 32,960,000	\$ 33,280,000	\$ 35,200,000	\$ 16,000,000	\$ 8,000,000	\$ 8,000,000	\$ 265,920,000



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**NATIONAL PARK SERVICE PROJECT TEAM**

*Marjorie Smith*, Project Manager, Boston Support Office (BOSO)

*Ellen Levin Carlson*, Community Planner, BOSO

*Larry Gall*, Team Leader, Stewardship and Partnerships, BOSO

*Douglas Lindsay*, Superintendent, Saratoga National  
Historical Park

*Larry Lowenthal*, Historian, BOSO

*Sarah Peskin*, Program Manager, Planning and Legislation,  
BOSO

*Jennifer Waite*, Rivers, Trails and Conservation Assistance,  
Vermont Project Office

**NATIONAL PARK SERVICE /NATIONAL HERITAGE AREA  
ADVISORS**

*Marie Rust*, Regional Director, Northeast Region

*Chrysendra Walter*, Deputy Regional Director, Northeast  
Region

*Robert W. McIntosh*, Associate Regional Director, Northeast  
Region

*Terry W. Savage*, Superintendent, BOSO

*Steve Golden*, Program Manager, Rivers, Trails and  
Conservation Assistance, BOSO

*Joanne Arany*, Landscape Architect, BOSO/Upstate New  
York Project Office

*Michael Creasey*, Blackstone River Valley National Heritage  
Corridor

*Charlene Perkins Cutler*, Quinebaug and Shetucket Rivers  
Valley National Heritage Corridor

*Rolf Diamant*, Superintendent, Marsh-Billings-Rockefeller  
National Historical Park

*Phyllis Ellin*, Northeast Region

*J. Glenn Eugster*, Potomac American Heritage River

*Nora Mitchell*, Conservation Study Institute, Marsh-Billings-  
Rockefeller National Historical Park

*John Monroe*, Rivers, Trails and Conservation Assistance, BOSO

*Linda Neal*, Northeast Region

*James Pepper*, Northeast Region

*David Sampson*, Hudson River Valley Greenway Communities  
Council

*Charles Tracy*, Rivers, Trails and Conservation Assistance, BOSO

**LOCAL ADVISORS AND CONSULTANTS**

*Andrew Abdallah*, Town of Plattsburgh

*Associates in Rural Development, Inc.*, Burlington

*Helen Allan*, Historian

*Jacques Amiot*, Ministère des Relations internationales,  
US Division, Quebec

*Louise Basa*, Basa Consulting Services

*Russell Bellico*, Westfield State College

*James Berg*, Adirondack Regional Chamber of Commerce

*Thomas Berry*, Office of Senator Jeffords

*Stefan (Steve) Bielinski*, New York State Library

*Rodney Brown*, Clinton County Planning Department

*Paul Bruhn*, Preservation Trust of Vermont

*Megan Camp*, Shelburne Farms

*George Clifford*, Cumberland Head Tomorrow

*Arthur Cohn*, Lake Champlain Maritime Museum

*L. Bridgette Coolidge*, Town of Altona

*James Connolly*, New York State Department of Environmental  
Conservation

*Ken Connolly*, Office of Senator Jeffords

*Louis Coté*, Ministère de la Culture et des Communications,  
Quebec

*Sid Couchey*, Cartoonist

*Ann Cousins*, National Trust for Historic Preservation and  
Preservation Trust of Vermont

*James Dawson*, The University of the State of New York

*Garry Douglas*, Plattsburgh-North Country Chamber of  
Commerce

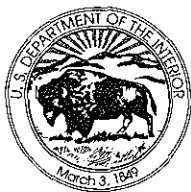
*Anne Drost*, Quebec Labrador Foundation, Atlantic Center  
for the Environment

*John Dumville*, Vermont Division for Historic Preservation

*Debbie Duprey*, Town of Plattsburgh

*Steven Englehardt*, Adirondack Architectural Heritage Civic  
Center

- John Ewing*, Vermont Forum on Sprawl  
*Dana Farley*, Vermont Forum on Sprawl  
*Monty Fischer*, National Wildlife Federation (Vermont)  
*Patricia Foster*, Lake Champlain Basin Program  
*Dale French*, Town of Crown Point  
*Elsa Gilbertson*, Vermont Division for Historic Preservation  
*Larry Gobrecht*, New York State Office of Parks, Recreation,  
and Historic Preservation  
*Christine Hadsel*, Vermont Museum and Gallery Alliance (former)  
*Bernard Hailé*, Chambly and Saint-Ours Canal  
*Bob Hammerslag*, Essex Community Heritage Organization  
*Tom Horn*, Quebec-Labrador Foundation, Atlantic Center for  
the Environment  
*Phil Huffman*, Conservation Consultant  
*John Hull*, Quebec-Labrador Foundation, Atlantic Center for  
the Environment  
*Beth Humstone*, Vermont Forum on Sprawl  
*Bill Johnston*, Essex County Planning Office  
*Janet Kennedy*, Lake Champlain Byways  
*Jason Kneeland*, Office of Senator Jeffords  
*Shirley Koester*, Clinton County Historical Association & Museum  
*François Lafrénière*, Conseil Montérégien de la Culture et  
des Communications  
*Sylvain Le Sieur*, Parks Canada  
*Mary Constance Lynn*, Skidmore College  
*Michèle Messier*, Ministère de la Culture et des Communications  
*Diane Meyerhoff*, Lake Champlain Byways  
*Dennis Malloy*, Vermont Agency of Natural Resources  
*Carol Nepton*, Abenaki Nation  
*Ron Ofner*, Essex-Lake Placid Visitors Bureau  
*Susan Ouellette*, St. Michael's College  
*Celine Paquette*, Paquette Insurance  
*Robert Paquin*, Office of Senator Leahy  
*Drew Parkin*, Pacific States Marine Fisheries Commission  
*Giovanna Peebles*, Vermont Division for Historic Preservation  
*Gordon Pollard*, State University of New York, Plattsburgh  
*Audrey Porsche*, Vermont Division for Historic Preservation  
*Jeff Purner*, Office of Congressman Solomon (former)  
*Carl Reidel*, Lake Champlain Citizen Advisory Committee  
*Cornel (Corky) Reinhart*, University without Walls, Skidmore  
College  
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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through

outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

