

Dear Connecticut,

The staff of the State Historic Preservation Office is honored to work on your behalf to preserve the places that add meaning to our state. These places—where we live and work and play, and where the past is tethered to the future—express our humanity. With great enthusiasm, we present this plan to build on the work we do and ensure that our agency best serves the people of Connecticut.

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Thank You

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To the members of the Historic Preservation Council and the State Historic Preservation Review Board: Thank you for your wisdom and expertise, and for volunteering your time to assist the SHPO with its responsibilities.

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Introduction

The Connecticut State Historic Preservation Office works to strengthen communities by identifying and investing in the historic places that define the state's character.

Since 1955 the Connecticut State Historic Preservation Office (SHPO) has identified, protected, and invested in thousands of historic resources. Established 11 years before Congress passed the National Historic Preservation Act of 1966, the office reflected the emerging preservation movement in the United States. After the 1966 act made preservation a national priority and resulted in the creation of SHPOs in each state, Connecticut strengthened its commitment to protect the state's irreplaceable heritage. For more than 60 years it has helped preserve historic places across the state.

The SHPO continues to build on this vital legacy. Today, it is dedicated to harnessing the state's history as a source of pride and identity, as an enhancement to the quality of life, and as a driver of economic revitalization and development. *Beyond that, it is committed to strengthening Connecticut's network of preservationists—the people who make preservation happen.*

The SHPO is the fulcrum of the state's preservation network. It administers state and federal programs, grants funds from the National Park Service and the state's Community Investment Act fund, and assists with local preservation efforts. It is the state's leader in cultural resource management and the primary resource for constituents on the topic of historic preservation.

Its role in the network is unique. Only the SHPO has the authority to designate historic properties, administer federal tax credits, advise federal agencies in matters of historic preservation, consult on projects that are federal undertakings, and help towns become Certified Local Governments.

The theme of this plan is *Shared Stewardship*. The idea behind it: bolster Connecticut's preservationists by enhancing partnerships and engaging new allies, including those who may not define themselves as preservationists but who nevertheless perpetuate a preservation ethic.

The SHPO's long-term vision is that communities across Connecticut will share in the stewardship of the state's diverse cultural resources.

Over the next five years the SHPO will pursue this vision by working to enrich and expand partnerships, enhance public education on preservation, diversify audiences and resources, and develop a resiliency strategy for the state's historic resources.

Why Our Work Matters

The SHPO promotes the stewardship of historic properties, provides technical advice, empowers local preservation advocates, and helps build partnerships. It is the largest historic preservation granting office in the state and the only office with the legal authority to protect the state's historic resources from harm through regulatory reviews. Some results of its work include:

Discovery of previously uncovered stories about Connecticut's past. In 2016 the Barkhamsted Historical Society used a SHPO Partners in Planning grant to prepare an educational booklet about a Native American Soapstone Quarry in Peoples State Forest. Archaeological investigations identified this 3,000-year-old site of human industry that had been lost. *This matters because every place has a past and every past is important.*

Recognition of the historic places that define the state's culture. The SHPO has helped identify, research, and celebrate more than 52,000 properties listed on the National Register of Historic Places, 63 National Historic Landmarks, and more than 75,000 properties listed on the State Register of Historic Places. *This matters because historic designations communicate the significance of places.*

Protection of historic places from loss. Each year the SHPO reviews more than 3,000 projects from across the state that have the potential to affect historic resources. The SHPO's environmental review specialists devote most of their time assisting project proponents to avoid or minimize harm to historic properties. *This matters because historic resources are finite. When they are lost, they are gone forever.*

Investment in community pride and identity. The SHPO allocates \$3 million a year for historic rehabilitations undertaken by private homeowners. In addition to the federal funds it administers for Certified Local Governments, it sets aside \$150,000 a year to fund preservation projects in Connecticut towns through the CLG program. *This matters because the preservation of homes, schools, and other community resources is just as important as the preservation of iconic architecture.*

Education about the state's heritage. The SHPO operates four public museums, three of which are National Historic Landmarks. The museums interpret challenging stories that affect our shared national history. The Eric Sloane Museum, Henry Whitfield State Museum, Prudence Crandall Museum, and Old New-Gate Prison and Copper Mine use history to frame discussions about contemporary topics such as race, immigration, and prison reform. The Connecticut Freedom Trail documents and designates sites that embody the struggle for freedom and human dignity, celebrating the accomplishments of the state's African American community. *This matters because history brings relevance and understanding to the present.*

Economic development in the state. The State Historic Rehabilitation Tax Credit Program has created 1,970 units of housing, of which 1,124 are affordable. The SHPO has awarded more than

\$94.1 million in state tax credits for projects representing \$372.8 million in qualified rehabilitation expenditures. *This matters because the tax credit program helps create safe, affordable housing and gives back to the state's economy in the form of income and personal property taxes.*

Disaster relief in a time of climate change. Since 2014 the SHPO has awarded some \$2 million in grants to owners of historic properties damaged in Hurricane Sandy. At the same time, it has surveyed more than 4,000 properties; digitized more than 45,000 historic resource inventory forms; verified and geocoded locations associated with the inventories; and provided technical assistance on resiliency planning to towns in the coastal counties. *This matters because Connecticut's historic places are increasingly vulnerable to natural hazards and the effects of climate change. Preservation of these places may depend on government's ability to respond to disasters and its ability to plan for resiliency.*

Accomplishments

With each statewide plan the SHPO aims to expand the resources available for historic preservation and address preservation challenges faced by communities. Since 2011 it has worked to realize the goals identified in previous plans. Recent accomplishments include:

Promotion of an Historic Preservation Ethic

The SHPO promotes preservation through programs and partnerships, through agency coordination, and as a leader for preservation in the state. The office strives to make historic preservation relevant and beneficial to residents while inspiring communities to engage in preservation. Since 2011 it has fostered a preservation ethic in many ways.

In 2017 the SHPO held its first annual statewide historic preservation conference. Under the theme *Preservation in a Changing Environment*, the SHPO engaged municipal leaders in a conversation about preservation challenges and presented a program filled with technical information and preservation strategies. In 2018 it held its second conference, titled *Shared Stewardship*. The program focused on inspiring members of the preservation community to get excited about their work, craft new initiatives, and engage new participants.

Each conference attracted about 250 people with a range of backgrounds and perspectives. The conferences and the comments collected from attendees, along with the SHPO's interactions with local communities, led the SHPO to a conclusion: The state's preservation network is strong in number but lacks the connectivity needed to advance stewardship in the state.

In addition to conferences, the SHPO offers education and technical advice to constituents, including workshops, community meetings, and presentations to students and advocacy groups. Staff members also meet regularly with property owners, advocacy organizations, elected officials and municipal boards and commissions.

The SHPO works with several nonprofit organizations that have their own outreach programs. Since 2011 it has invested almost \$1 million to support these organizations' operations. This is in addition to joint projects and projects funded by the SHPO's grant programs. The SHPO also funds 100 percent of the Circuit Rider program, which is managed by the Connecticut Trust for Historic Preservation. Two circuit riders offer technical assistance and site visits on request.

In 2015 the SHPO established a social media presence to share information about preservation activities in Connecticut with a wider audience. Constituents can find the SHPO on Facebook, Instagram, YouTube, and Twitter, and can subscribe to a monthly e-newsletter. Staff members also contribute to other organizations' digital and print media outlets, such as *Connecticut Explored* and *Connecticut Preservation News*.

The SHPO encourages young preservationists with internships and an annual fellowship program. Since 2011, more than a dozen interns have worked in the SHPO's Hartford offices, participating in the SHPO's daily activities and learning about preservation issues and projects. In recent years they have contributed to State Register nominations, museum programming, office visioning, social media, and data analysis. In spring 2018 the SHPO awarded two fellowships to emerging professionals, allowing them to gain knowledge that will enhance their work in the state.

Identification of Historic Resources

One of the SHPO's primary responsibilities is to identify and share information about Connecticut's historic resources. Recognition and appreciation of these resources is critical in planning for their stewardship. Accomplishments involving resources previously identified as priorities include:

➤ ***Social and ethnic history***

Connecticut is a small state, but it has a rich, layered history of diverse populations. In recent years the SHPO has strengthened its commitment to documenting social history and recognizing significant historic places associated with a variety of communities.

In 2012 the office started a pilot grant program called *Our Places, Our Stories* to identify undocumented resources associated with the state's immigrant experience. The program awarded four grants to heritage organizations. The SHPO plans to relaunch the program to document additional resources of importance to the state's immigrant communities.

In 2016 the SHPO contributed to the designation of two National Historic Landmarks written under the National Park Service's theme studies: the James Merrill House in Stonington (LGBTQ Heritage Initiative Theme Study) and the Steward's House, Foreign Mission School in Cornwall (Asian American and Pacific Islander Heritage Initiative Theme Study). In 2013 the Harriet Beecher Stowe House in Hartford was also designated a National Historic Landmark for its associations with Stowe, the author of *Uncle Tom's Cabin* and other works that influenced the abolition movement in 19th century America.

The SHPO has continued to enhance the Connecticut Freedom Trail (CFT), designed to celebrate the achievements of the state's African American community and document the struggle toward freedom. Seven sites have been added to the CFT since 2011, in New Britain, Middlefield, Naugatuck, Bristol, Greenwich, and West Hartford. (There are now 131 sites.)

The SHPO has helped raise the CFT's profile through television and other programming. *Extended Good Morning Connecticut* and WTNH News 8 *Hidden History* segments featured stories that had been documented by the CFT. Since 2011 the SHPO has supported some 70 events held during Freedom Trail Month (September), including films, lectures, and tours. In addition to these

events, the SHPO helped launch *Bringing the Connecticut Freedom Trail to Life Through the Arts*, a program that teaches local African American history through art using Common Core standards for grades 3-5 and 8.

➤ ***Industrial heritage***

Connecticut's industrial complexes tell the story of the state's manufacturing prowess in the 19th and 20th centuries, when it was a leading maker of firearms and munitions, textiles, machine tools, and other products. In the past 10 years many of these resources have been lost to fire, demolition by neglect, and development pressures.

The SHPO has helped raised awareness about these vulnerable resources. In 2012 it invested almost \$1 million in *Making Places*, a project that produced an historic context, an architectural resources inventory of more than 1,400 properties, and an interactive website intended to assist in the redevelopment of historic industrial properties. The SHPO funded 100 percent of the project, which was carried out by the Connecticut Trust for Historic Preservation. A large portion of the funds were used for subgrants, public education, and a technical assistance program in which teams of specialized professionals provide onsite advice to property owners and developers. *Making Places* recently received awards from the Connecticut Main Street Center and the Connecticut League of History Organizations.

In 2015 the SHPO sponsored and participated in *Where There's a Mill...There's a Way!*, a statewide symposium about the reuse of industrial buildings. More than 200 participants learned about ways to fund the rehabilitation of industrial properties.

As part of the SHPO's administration of state and federal rehabilitation tax credits, the office contributed to the redevelopment of 18 former industrial properties. Since 2011 the State Historic Rehabilitation Tax Credit program awarded more than \$54.8 million in tax credits for the rehabilitation of industrial properties with qualified rehabilitation costs totaling more than \$210.6 million. This created more than 101,000 square feet of nonresidential space and more than 570 units of housing.

➤ ***Mid- to late-20th century resources***

Interest in the "recent past" has swelled in the past decade, and Modern and Post-Modern resources will have even greater significance in the next decade. The SHPO has built on the multiple property National Register nomination for mid-20th century Modern houses completed in 2010, with a focus on resources built as recently as 1979. Not only does the office document Modern houses but it also collects data on new resource types through regulatory programs such as Section 106 and the Connecticut Environmental Policy Act. Examples include public housing, a mid-20th century resource type that the SHPO often evaluates for historic significance, and properties associated with urban renewal programs. Twentieth century engineering resources, such as transportation or electrical infrastructure, also are evaluated on a regular basis.

In 2012 the SHPO and the Connecticut Trust for Historic Preservation developed the *Creative Places* project to document places of inspiration and work spaces associated with artists and writers in the state from 1913 to 1979. The SHPO granted \$280,000 to the Trust for the project. The Trust identified more than 350 sites and produced a statewide context statement. More than 20 properties were listed on the State Register of Historic Places. The SHPO also funded development of the New Haven Preservation Trust's *New Haven Modern Architecture* website (<http://newhavenmodern.org/>).

The SHPO has listed many Modern properties on the National Register of Historic Places in the past few years, including the Hotel America and Hartford National Bank and Trust buildings in Hartford. Modern properties such as the Neiditz Building in Hartford and the New Britain Herald building in New Britain were listed on the State Register of Historic Places.

➤ ***Agricultural heritage***

Development continues to encroach on open space and farmland in Connecticut. The state's farms are iconic places that speak to Connecticut's agricultural history and rural character. To better understand these resources and their changes over time, the SHPO funded the *Historic Barns of Connecticut* project that was completed in 2011. The project, carried out by the Connecticut Trust for Historic Preservation, raised awareness about the significance of the state's agricultural outbuildings. More than 200 agricultural properties have been added to the State Register of Historic Places since the SHPO's last statewide plan. Owners of these properties have access to the SHPO's financial incentives for historic preservation rehabilitation work.

➤ ***Archaeological resources***

Connecticut is one of the few states with a legislatively sanctioned program that protects all types of archaeological sites. Under the State Archaeological Preserve program, 37 properties have been designated as archaeological preserves, six of them since 2011. Most of the newly listed archaeological sites were nominated in collaboration with the Friends of the Office of State Archaeology. They include a pre-contact Soapstone Quarry, ruins of the Gail Borden Milk Factory, and an intact Nike Operations and Missile Launch Site.

Recently the SHPO added to its inventory of underwater archaeological resources and enhanced its understanding of those resources. Using Hurricane Sandy funds, the SHPO completed underwater archaeological reconnaissance and evaluation surveys in the tidal waters of Long Island Sound. The results are used by the SHPO and other state and federal agencies to evaluate the effects of projects on these fragile resources. Recently, *Connecticut Explored* published an article on one of the identified properties, the paddlewheel steamer *Isabel*.

Also with Hurricane Sandy funds, the SHPO prepared a statewide context for historic dams that includes periods of construction; typologies of dams and associated features, engineering elements, and buildings; and statements of eligibility. In addition, more than 850 dams in the

coastal counties were surveyed, resulting in a database and geographic information system with linked data. The context and inventory are valuable tools for hazard mitigation specialists and planners, allowing them to consider the significance of historic dams. (Historic dams are being removed at an alarming rate, since many are failing and represent threats to public safety. Without a strong understanding of their historic context, it has been difficult to develop treatment protocols.)

➤ ***Digitization***

Accessible electronic data on historic resources is increasingly important to planners, property owners, government offices, and preservation advocates. In recent years the SHPO has digitized much of its survey and historic designation data. Using Hurricane Sandy funds, the SHPO created electronic databases of surveyed and designated properties in the state's coastal counties. These are accompanied by Geographic Information System data that are compatible with free mapping software such as Google Earth as well as professional GIS programs.

➤ ***Summary of funding***

In addition to grants for large bricks-and-mortar projects and grants to preservation partners, the SHPO awards some \$1.5 million a year in smaller grants to nonprofits and municipalities. Activities include planning and predevelopment for historic properties, rehabilitation and restoration, historic resource inventories, State and National Register nominations, and historic preservation education.

Policy and Heritage Planning in Government

The SHPO strives to integrate historic preservation policies into local and state government programs and policies. It provides guidance on the appropriate treatment of historic properties, contributes to the protection of historic properties through state and federal environmental laws, and offers technical assistance.

➤ ***Local policy***

The SHPO provides local historic district commissions in Connecticut with technical support through regular meetings and training workshops and oversees the Certified Local Government program. Since 2011 it has reviewed 31 studies for proposed municipally designated historic districts and properties and seven applications for Certified Local Government designation.

As part of its Hurricane Sandy activities, the SHPO assisted local governments in the state's coastal counties with resiliency planning for historic resources. The SHPO's team of planning and engineering consultants analyzed plans in 91 towns; held charrettes with five regional Councils of Government; and met with planners and local preservationists in 28 direct-shoreline towns.

The SHPO provided towns with technical assistance packages that included maps and data on vulnerable historic resources; individually tailored reports on preservation planning for resiliency; and a best practices guide for planners.

➤ ***State policy***

To maximize public benefits and streamline state processes, the SHPO looks for ways to collaborate with state agencies and divisions. One example: the combined funding opportunities between the SHPO's historic rehabilitation tax credits and the state's brownfields program. By sitting on the brownfields grant review panel, SHPO staff can offer information and ideas about brownfield projects' effects on eligible or listed historic properties.

Through its work under Section 106 of the National Historic Preservation Act and the Connecticut Environmental Policy Act, the SHPO has strengthened or fostered relationships with state and federal agencies. These include the state Departments of Energy and Environmental Protection, Housing, and Administrative Services, the Federal Highway Administration, and the U.S. Department of Housing and Urban Development. Increased communication, the execution of agreement documents, and establishment of protocols for best practices have contributed to a greater sense of shared stewardship and collaborative partnerships. SHPO staff members also sit on several state and local boards and commissions, offering a preservation perspective to other government offices.

➤ ***Housing and development pressures***

When the SHPO's last statewide plan was adopted, Connecticut was among the few states still recovering from the housing crisis. Housing prices in Connecticut had not risen commensurate with those in other states. Nevertheless, development pressures remained. As a response to community concerns, the SHPO supported litigation under the Connecticut Environmental Protection Act—and saved several properties, without litigation, by negotiating with property owners. Examples include the Washington Elementary School in Manchester's Cheney Brothers National Historic Landmark District; the Sanford-Bristol House in Milford, which had been slated for demolition; and the 18th century Olcott House in South Windsor.

Under the current administration, Connecticut has increased funding for affordable housing and brownfields and has expanded the State Historic Rehabilitation Tax Credit program. This led to the reuse of vacant properties that might otherwise have stayed abandoned or, worse, might have been demolished. Examples include the Security Building complex in Bridgeport, a group of three historic commercial structures; the Capewell Horse Nail Company industrial complex in Hartford; and the Ponemah Mills industrial complex in Norwich.

State Museums

The SHPO manages four museums: the Eric Sloane Museum in Kent, the Prudence Crandall Museum in Canterbury, the Henry Whitfield State Museum in Guilford, and the Old New-Gate Prison and Copper Mine in East Granby. All are State Archaeological Preserves and are listed on the National Register of Historic Places. Three are National Historic Landmarks. The museums were not well addressed in previous statewide plans and suffered from the loss of staff positions in the past eight years. Recently the SHPO renewed its focus on the museums.

➤ *Repairs and improvements*

From 2012 to 2017 the SHPO allocated more than \$6 million for repair and restoration projects at the museums. Rehabilitation at Old New-Gate Prison and Copper Mine included stabilization and restoration of the Guardhouse and emergency foundation repairs at Viets Tavern. Reroofing, drainage, and painting projects on Viets Tavern and two additional structures are under way.

Some \$850,000 in repairs to the Eric Sloane Museum are expected to begin in winter 2018-19, including structural stabilization, roof repairs, drainage improvements, and ADA-compliant restrooms. Approximately \$1.2 million has been committed to restore the 1805 Prudence Crandall Museum, with work expected to begin in 2019.

➤ *Experienced staff*

The SHPO recently hired a Director of Operations for the Museums and Historic Preservation to ensure that its museums are accessible and well maintained with relevant and engaging interpretive content and programming. It also hired a site administrator at Old New-Gate Prison and Copper Mine. These positions, along with improvements to the site, culminated in the reopening of Old New-Gate Prison and Copper Mine on July 14, 2018, after a nine-year closure.

➤ *Experienced staff*

The SHPO recently hired a museum director to ensure that its museums are accessible and well maintained with relevant, engaging programming. It also hired a site manager at Old New-Gate Prison and Copper Mine. These positions, along with improvements to the site, culminated in the museum's reopening on July 14, 2018, after a nine-year closure.

Looking Forward

The office is committed to helping communities achieve their preservation goals in creative ways. Many of the SHPO's special initiatives addressed resource-specific gaps in documentation or focused on statewide threats to specific resources. Now, in the spirit of promoting an ethic of shared stewardship, the SHPO is focusing on empowering partners, finding new partners, and strengthening the network of preservationists across the state.

Public Outreach

Outreach: June–August 2017

Analysis: September 2017–March 2018

Formulation: April–July 2018

The SHPO's goal at the start of the planning process was to engage diverse audiences around the state in conversations about historic preservation issues and programs. Outreach included:

- A *paper survey* distributed at the SHPO's statewide preservation conference in May 2017. The SHPO received 40 responses.
- An *online survey* posted from June to September 2017 and publicized through email newsletters and social media by the SHPO, the Connecticut Trust for Historic Preservation, and other local partners. The SHPO received 303 responses.
- A *workshop with partners* that drew on state and regional organizations. More than 50 people attended.
- Seven *community workshops*, which drew 184 participants.
- An *online survey* posted for two weeks after the SHPO's statewide conference on May 16, 2018, in which participants were asked to comment on the SHPO's proposed goals. The SHPO received 80 responses.

Workshops were held in every county in the state. SHPO staff chose communities where interest and participation was expected to be highest. Locations included:

- Wilton (Fairfield County)
- Hartford (Hartford County)
- Hamden (New Haven County)
- Thompson (Windham County)
- Old Saybrook (Middlesex County)
- Torrington (Litchfield County)
- New London (New London County)

Each workshop began with a presentation on the background and approach to the planning process, followed by an extended discussion moderated by a SHPO consultant. Attendees were asked to introduce themselves and were encouraged to participate in the discussion. The SHPO also distributed a paper survey to attendees. Later, SHPO staff members discussed what they had learned and used the information to develop an outline for this plan.

Goals and Objectives

THE MORE, THE MERRIER!

Goal #1: Enrich and Expand Partnerships

The more people engaging in historic preservation across the state, the richer our lives become. The SHPO aims to strengthen its partnerships and develop new partnerships by working with organizations with clear preservation missions as well as nontraditional partners whose work has a preservation component. A more robust network will help move preservation forward in a way that reflects the needs of the state's diverse communities. The CT SHPO also hopes to empower partners to play a stronger role in the preservation of their communities.

Why is this important?

Preservation works best when it is proactive. That means expanding the network of people who can promote a preservation ethic in their communities.

From the start of the planning process, constituents identified the need for improved communication, collaboration, and support among the state's preservation organizations to cultivate a stronger and more effective network. This was reinforced in the 2017 online survey. Thirty-four percent of respondents saw a need for better integration of state, community, and citizen preservation efforts to address issues affecting historic sites and landmarks. Public workshop attendees reiterated this sentiment and further specified that the SHPO should initiate such change.

Respondents and workshop participants also identified the importance of partnerships among preservation and non-preservation groups. One recurring theme: the need for better coordination between preservation and municipal planning—specifically, the need to increase capacity at the local level, where preservation often depends on volunteers. There was also a call for more public-private partnerships.

The SHPO also saw gaps in its outreach. For example, there have been no new Certified Local Government (CLG) designations in the past four years. Yet the CLG program, which offers grants and technical assistance for tackling local preservation issues, has proved to be an excellent way for the SHPO to stay in touch with local governments and communities. Similarly, the SHPO can better use the Historic Homes Rehabilitation Tax Credit program to reach local communities. One success story: New Haven, where the SHPO has worked closely with local preservation organizations and has seen an increase in the number of applicants to the program.

Objective: Strengthen and nurture existing partnerships

Issue: At times, partners do not feel connected to the SHPO's mission and services.

➤ Actions:

1. Create professional development programming for partners.
2. Align grant funding with the SHPO's strategic plan goals.

3. Promote the sustainability of the SHPO's preservation partners by encouraging new and creative programming.
4. Advocate for partners when communicating with regional and national preservation organizations.
5. Reinforce the commitment to best preservation practices with partners.

Objective: Expand state, local, and nonprofit partnerships

Issue: The preservation community is shrinking.

➤ Actions:

1. Work more closely with state agencies to promote historic preservation.
2. Improve communication through various mediums with statewide and local non-profit preservation organizations, historical societies and municipalities about projects, best practices and technical assistance.
3. Build relationships with consultants and contractors through professional development.
4. Identify and pursue nontraditional partnerships.
5. Institute SHPO "office hours" for existing and potential partners to exchange ideas about how to work together.

Objective: Cultivate a preservation network

Issue: The SHPO lacks face recognition.

➤ Actions

1. Continue to host an annual statewide preservation conference.
2. Host a charrette with partners to develop a shared vision for the preservation network.
3. Increase attendance and participation in state, local, and regional preservation-related events.
4. Develop additional ways to identify local preservation concerns and potential solutions, such as listening tours and community charrettes.

EDUCATE. EVALUATE. REPEAT

Goal #2: Enhance Education Efforts

To expand knowledge of and appreciation for historic preservation in Connecticut, the SHPO aims to improve access to information, increase and diversify training and informational workshops, and develop creative ways to foster a preservation ethic. Measuring success and adjusting as needed will be vital to achieving this goal.

Why is this important?

Respondents to the SHPO's online survey identified education as one of the most successful, yet underused, ways to address threats to historic resources. They saw a lack of understanding or pride in local heritage as among the most important issues affecting historic resources in their communities. They also pointed to preservation advocacy, education, and outreach as among the top five tools they wanted to see used more in their communities. Respondents to the snap paper survey shared these sentiments, expressing a desire for educational programs that focused on how heritage, community character, and quality of life relate to one another.

Public opinion also revealed the need to increase awareness about the SHPO's work. Thirty-eight percent of respondents said they were not aware of SHPO programs available to them and their communities. Almost half said they have not directly worked with the SHPO or have not taken advantage of the SHPO's services. This is surprising, since the survey was primarily disseminated to constituents with a self-identified interest in preservation. (Respondents included subscribers to the SHPO's social media or monthly newsletter, conference attendees, and grant recipients.) Public workshop attendees shared these sentiments and further specified the need to debunk misconceptions about the SHPO's work and make the office's programs more accessible.

Although there was little discussion of audiences for new education programs, some workshop attendees noted the need to engage young people, including young professionals, as well as local and state leaders.

Since 2011 the SHPO staff has participated in or led 144 public information workshops, conferences, and symposia. During that time the staff conducted more than 1,176 field visits to meet constituents and provide information about SHPO programs and procedures.

Despite these efforts, there are gaps in the SHPO's outreach. Some areas of the state, such as the northeast corner and lower Litchfield County, have not been visited by staff in more than seven years. And the SHPO continues to encounter misconceptions about historic preservation topics and the availability of preservation programs in the state. In the next five years the SHPO will embrace new ways to reach constituents, including greater access to digital information and web-based instructional videos.

Objective: Improve delivery of information to the public

Issue: The SHPO is not keeping pace with the ways constituents get information.

➤ Actions

1. Digitize historic designation and survey data as well as statewide context statements.
2. Work within the DECD framework to improve website navigation, appearance, and content.
3. Update guidance documents on SHPO programs or related programs, bylaws, and procedures, and improve access to them.
4. Allow electronic submissions of environmental compliance documents, State and National Register nominations, grant applications, and tax credit applications.
5. Use the SHPO's museums to disseminate information on historic preservation and the SHPO's programs.

Objective: Strengthen outreach and training programs

Issue: Preservation policies and procedures are not clear to all.

➤ Actions

1. Develop webinars and onsite workshops offering overviews, including best practices, on the Section 106 and CEPA processes for planners, partners, municipal staff, and CLGs.

2. Do more presentations on preservation concepts, programs, and skill development, and do them in more towns.
3. Track and analyze outreach efforts and adjust outreach programs according to the data.
4. Support training for students and young professionals through internship programs, fellowships, and staff participation in college courses or student projects.

Objective: Promote a historic preservation ethic in Connecticut

Issue: Communities do not always recognize the value of historic preservation.

➤ Actions

1. Update the SHPO’s 2011 economic impact study.
2. Collect and disseminate preservation success stories from traditional and nontraditional preservation entities.
3. Create a municipal preservation task force to discuss pressing preservation issues and share solutions.
4. Assist town planners in integrating historic preservation into local decision making.
5. Continue marketing and communication through electronic media.
6. Work with the Department of Education to integrate historic preservation into school curricula.
7. Use the SHPO museums as action labs to promote historic preservation.

YOUR PLACES, YOUR STORIES

Goal #3: Diversify Audience and Resources

The SHPO aims to dispel the misconception that historic preservation is elitist by diversifying the field’s leadership and audience. Meanwhile, the SHPO intends to help identify, preserve, and invest in a more diverse range of historic resources.

Why is this important?

An overwhelming majority of respondents to the SHPO’s online survey identified as “white (non-Hispanic)” (96 percent) who have lived in Connecticut for 10 or more years (92.3 percent). This is not representative of the state’s increasingly diverse population. In 2010, 77.6 percent of Connecticut’s population was white and 86.6 percent identified as not Hispanic, a 4 percent decrease from 2000. During this time, Connecticut saw an increase in African American, black, and Asian residents as well as residents of other races not specified in the census.

The majority of survey respondents were 55 or older (66.8 percent) and lived in just two of Connecticut’s eight counties (60 percent): Hartford and New Haven. This, too, is in stark contrast to Connecticut’s demographics. In 2010 only 26.7 percent of the state’s residents were 55 or older, and the median age was 40. Clearly, the SHPO needs to reach a younger and more diverse audience. (Note: Although not demographically diverse, respondents represented a range of occupations, from students to social workers to lawyers to architects.)

Objective: Engage a more diverse audience

Issue: The SHPO’s stakeholders do not represent the diversity of Connecticut’s population.

➤ Actions:

1. Identify community organizations that can provide inroads to new audiences.
2. Develop bilingual workshops and materials on historic preservation topics and the SHPO's programs.
3. Diversify the membership of the SHPO's governing bodies, including the State Historic Preservation Review Board and Historic Preservation Council.
4. Assist communities in diversifying historic district commissions and other local preservation-related groups.
5. Develop apprenticeship programs to engage future generations of preservationists.
6. Connect staff, visitors, and volunteers at the SHPO's museums to the historic preservation community.

Objective: Identify new or under-documented resources

Issue: Resource types significant to Connecticut's history have not been documented.

➤ Actions:

1. Engage under-represented communities in the identification of cultural resources they deem significant.
2. Work with communities to explore, identify, and document cultural resources.
3. Focus on the identification and documentation of landscapes, sites related to women's history, resources of under-represented communities, works by minority architects, scenic roads, schools, and traditional cultural properties.
4. Evaluate the structure of the Connecticut Freedom Trail and make changes necessary to ensure the Freedom Trail's value for constituents.
5. Use the Freedom Trail as a model to investigate the creation of additional heritage trails.

BE READY, BE RESILIENT

Goal #4: Develop a Resiliency Strategy for Historic Resources

The SHPO aims to help constituents better understand, plan for, and react to environmental hazards, including the effects of climate change, on the state's historic resources.

Why is this important?

Connecticut's historic resources are vulnerable to natural hazards ranging from snowstorms, droughts, and wildfires to coastal storms such as hurricanes and nor'easters. Climate change is intensifying the risks from these hazards, even as it presents the stewards of historic properties with new hazards related to rising sea levels and environmental change. These include (but are not limited to):

- Inundation from storm surge and riverine flooding
- Structural stress from high winds
- Erosion from flooding, storm surge, and high winds
- Debris damage related to high winds and flooding

- Structural damage from snow loads
- Freeze-thaw damage related to extreme temperature swings
- Damage to exterior materials due to increased pollution

Although no area is risk-free, coastal and riverine zones are especially vulnerable because of flood risks. Data collected by the SHPO in Connecticut’s four coastal counties show that almost 10 percent of designated historic properties—more than 3,000 historic buildings and districts—are at risk of flooding during coastal storms. They also show that many of these resources will be inundated under median projections for sea level rise.

Integrating historic resource resiliency into state and local government plans is critical, to ensure that preservation values are represented in plans for hazard mitigation, conservation and development, and climate preparedness. Planners should consider historic resources in each of the four key steps—prepare, withstand, recover, and adapt—that inform hazard mitigation plans.

At the same time, it is important to raise awareness among constituents about the effects of climate change on historic properties and the benefits of preservation-friendly resiliency and sustainability measures. The SHPO’s online survey showed a lack of awareness about the relationship between historic preservation and the environment. Just 9.6 percent of respondents identified climate change and rising sea levels as threats to historic resources. And only 53.9 percent of respondents “strongly agreed” that historic preservation encourages sustainable activity that benefits the environment.

Objective: Increase the SHPO’s ability to respond to emergencies’ effects on historic resources

Issue: Disaster can strike at any time. The preservation network must be prepared.

➤ Actions

1. Work with towns and local preservation organizations to establish plans for compiling data on damage or threats to resources.
2. Provide information on eligibility and requirements for recovery funding to historic property owners, property managers, and local officials.
3. Engage in professional development related to disaster response, hazard mitigation, resiliency, and historic preservation.
4. Designate a staff point of public contact who is knowledgeable about recovery programs and requirements for historic preservation.

Objective: Integrate historic preservation into state and local planning initiatives

Issue: With few exceptions, hazard resiliency plans do not address historic resources adequately.

➤ Actions

1. Integrate historic preservation into statewide plans, including Hazard Mitigation Plan, Climate Preparedness Plan, State Response Framework, and Disaster Debris Management Plan.

2. Align historic preservation policies with resiliency goals in State Plan of Conservation and Development updates.
3. Integrate historic preservation into regional and municipal resiliency planning, using data and best practices provided to towns under the SHPO's Hurricane Sandy technical assistance program.

Objective: Raise awareness about the effects of climate change on historic places

Issue: The risks to historic resources are not widely understood.

➤ Actions

1. Add resiliency information, resource links, and FAQ sheets to the SHPO's website.
2. Include resiliency as a topic at conferences, symposia, and workshops.
3. Provide additional technical assistance to municipalities and regional councils.
4. Review and synthesize federal policies and technical literature on adaptation as it applies to historic preservation for applicability in Connecticut, and make findings available to local communities.

Objective: Promote sustainability solutions for historic properties

Issue: Historic properties must be more energy-efficient (and thus more resilient).

➤ Actions

1. Promote success stories of preservation and sustainability working in tandem.
2. Promote historic preservation as a sustainability strategy.
3. Promote "green preservation" as an economic development strategy.

Measuring Success

To ensure that it achieves its goals and communicates with a range of partners, the SHPO will measure progress through:

Self-Assessment. The SHPO will develop an internal review program and will discuss progress at staff meetings.

Partner participation. SHPO staff, partners, and local preservationists will meet to discuss progress and consider adjustments to the plan and its goals. This will make the SHPO's work more transparent and help identify priorities, issues, and potential modifications to the plan.

Data tracking. The SHPO will offer data on program work and actions to local communities. Examples include databases of field visits, outreach, and community meetings; mapping of the geographic distribution of workshops and funding incentives; and collection of attendance data at SHPO-organized or -sponsored events. Data tracking may be used to forecast trends and statewide preservation needs.

Timeline of the Connecticut State Historic Preservation Office

- 1955 Connecticut Historical Commission (CHC) established.
CHC begins as all-volunteer board appointed by the governor.
- 1959 Connecticut's first local historic district, the Borough of Litchfield, established by special act of the General Assembly. Part of this district would later be given National Historic Landmark status, and the entire borough would be listed on the National Register of Historic Places.
- 1960 Stanley-Whitman House (ca.1664) in Farmington listed as Connecticut's first National Historic Landmark.
- 1961 State enabling legislation allows town governments to establish local historic districts (LHDs) through town ordinance. A year later, Wethersfield establishes Connecticut's first LHD.
- 1965 CHC's first architectural survey initiated. It will include more than 3,400 buildings.
- 1966 National Historic Preservation Act created. It calls for historic preservation offices (SHPOs) in every state, creates the National Register of Historic Places, and establishes Section 106 procedures.
Connecticut's first National Register of Historic Places nominations listed, including Amos Bull House (1788, Hartford) and Sterling Opera House (1889, Derby).
- 1968 CHC acquires Sloane-Stanley Museum at the ruins of the Kent Iron Furnace and Old New-Gate Prison, former copper mine and state prison
- 1969 CHC acquires Prudence Crandall House as a museum of African American and women's history.
U.S. Department of the Interior makes its first grants-in-aid to states for historic preservation, establishing CHC as a granting agency.
- 1970 State General Assembly begins allocating general fund monies to CHC.
- 1972 Connecticut Environmental Policy Act (CEPA) enacted. CEPA directs state agencies to evaluate the impact of proposed actions that may affect the environment, including historic structures and landmarks.
CHC assumes administration of Henry Whitfield House Museum in Guilford.
- 1975 State Register of Historic Places established by CHC.
- 1976 Congress authorizes federal tax credits for rehabilitation of historic properties.
National Park Service issues first Guidelines for Rehabilitating Historic Buildings. These guidelines later become the Secretary of the Interior's Standards for Rehabilitation.
- 1978 Bricks-and-mortar grants established by CHC.
- 1981 Connecticut Environmental Policy Act (CEPA) amended to include historic and cultural resources. CEPA directs state agencies to evaluate the impact of proposed actions that may affect the natural and cultural environments.
- 1982 Connecticut Environmental Policy Act (CEPA) amended to permit legal recourse for the unreasonable destruction of the state's natural resources, including historic structures and landmarks.
- 1987 Town of Westport becomes Connecticut's first Certified Local Government (CLG).
- 1988 Native American Heritage Advisory Council established. Council evaluates and makes

- recommendations on Native American heritage to State Archaeologist and Department of Economic and Community Development (DECD).
- 1990 Weir Farm National Historic Site becomes state's first National Historic Park. Minority and Women's History Advisory Committee established by CHC.
 - 1993 State Archaeological Preserve program established. Connecticut is the only state with a legislatively sanctioned archaeological preserve program that assigns criminal penalties to those who cause unauthorized harm to a designated site.
 - 1995 Connecticut Freedom Trail established by CHC. Trail documents and designates sites that embody the struggle toward freedom and human dignity, celebrates the accomplishments of the state's African American community, and promotes heritage tourism.
 - 1999 State Historic Homes Rehabilitation Tax Credit established. Initially available only to private homeowners in targeted areas, it expands statewide in 2013. Connecticut Women's Heritage Trail established by CHC, creating a network of historic sites dedicated to the interpretation of women's history.
 - 2003 CHC merged with Connecticut Commission on Arts, Tourism, Culture, History and Film, renamed Historic Preservation and Museum Division. A year later, Commission on Arts, Tourism, Culture, History and Film becomes Connecticut Commission on Culture and Tourism.
 - 2005 Community Investment Act (CIA) established. CIA funds predevelopment costs, local preservation organizations, open space purchases, affordable housing, and farmland preservation.
 - 2007 Connecticut's first commercial tax credit established.
 - 2009 Washington–Rochambeau Revolutionary Route (W3R) designated National Historic Trail. Trail follows route traveled by French troops in 1781–82, with more than 120 miles in Connecticut.
 - 2011 Connecticut Commission on Culture and Tourism merges with DECD.
 - 2017 SHPO hosts first annual statewide preservation conference.

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Environmental Protection Agency

Climate Change Indicators: U.S. and Global Precipitation. www.epa.gov/climate-indicators/climate-change-indicators-us-and-global-precipitation

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Governor's Steering Committee on Climate Change, Adaption Subcommittee

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Appendices

Appendix I

Historic Preservation Legislation Summary

Appendix II

Preservation Partners

Appendix III

Certified Local Governments

Appendix IV

Historic Resource Resiliency Planning

Appendix I Historic Preservation Legislation

The following summarizes some important laws that exist at the federal and state levels; they represent the collective importance of historic preservation as a benefit to everyone.

Federal Laws

The **National Historic Preservation Act** of 1966, as amended (54 U.S.C. 300101 et seq.) is the nation's primary historic preservation law. This Act moved historic preservation from public activism to a national responsibility. It is what allows SHPO to honor our historic places, fund their preservation, and protect them from undue harm on a national level. It created the SHPO office, the National Register of Historic Places, Certified Local Governments, Tribal Historic Preservation Offices, and the implementing regulations of Section 106 and Section 110, and authorized grant monies for preservation projects.

National Environmental Policy Act of 1969 (42 USC 4321 et seq.) requires the Federal Government to carry out its plans and programs in such a way as to preserve important historic, cultural, and natural aspects of our national heritage because when these resources are lost, they cannot be replaced.

Antiquities Act of 1906 (16 USC 431-433)

Historic Sites Act of 1935 (16 U.S.C. 461-467)

Archaeological and Historic Preservation Act of 1974 (16 U.S.C. 469-469c)

Native American Graves Protection and Repatriation Act of 1990 (25 USC 3001 et seq.)

Federal Historic Preservation Tax Incentives: Tax Reform Act of 1976 (94-455), IRS Tax Reform Act of 1986 (PL 99-514), and Tax Cuts and Jobs Act of 2017 (PL 115-97)

State Laws

The **Community Investment Act** (Public Act 05-228), passed in 2005, provides funding for open space, farmland preservation, historic preservation, and affordable housing. A portion of the funds dedicated to historic preservation is allotted to the Connecticut Trust for Historic Preservation. SHPO uses its allocation to fund the Historic Restoration Fund Grant, Supplemental Certified Local Government grants, and to provide Basic Operational Support. **Connecticut Environmental Policy Act** enacted in 1971, (CGS 22a-1) is a state version of the national act that directs state agencies to evaluate the impact of proposed actions on the natural and cultural environment.

Connecticut Environmental Protection Act (CGS 22a-14 to 22a-19) gives every citizen the right to pursue legal recourse for the unreasonable destruction of the state's natural resources such as air, water, and soil. In 1982, the General Assembly extended this right to include "historic structures and landmarks" (CT Public Act 81-177).

Local Historic Districts and Historic Properties (CGS 7-147)

Village District Zoning (CGS 8-2j)

Native American Heritage Advisory Council (CGS 10-382)

Designation of site as state archaeological preserve (CGS 10-384)

Permit for archaeological investigation on state lands (CGS 10-386)

Historic Preservation Council (CGS 10-409)

State grants-in-aid for restoration of historic structures and landmarks (CGS 10-411)

Tax credits for rehabilitation of historic homes and certified historic structures (CGS 10-416)

Appendix II Preservation Partners

Federal Agencies

U.S. Department of the Interior
National Park Service
1849 C Street NW
Washington, DC 20240
www.nps.gov

Advisory Council on Historic Preservation
401 F Street NW, Suite 308
Washington, DC 20001-
www.achp.gov

National Not-for-Profits

Alliance of National Heritage Areas
Hall of the States, Suite 342
444 North Capitol Street, NW
Washington, DC 20001
www.nationalheritageareas.com

National Conference of State Historic
Preservation Officers
Hall of the States, Suite 342
444 N. Capitol Street, NW
Washington, DC 20001
www.ncshpo.org

National Trust for Historic Preservation
2600 Virginia Avenue NW
Suite 1100
Washington, DC 20037
www.savingplaces.org

Preservation Action
401 F Street, NW, Suite 331
Washington, DC 20001
www.preservationaction.org

Partners for Sacred Places

1700 Sansom Street, 10th Floor
Philadelphia, PA 19103
www.sacredplaces.org

American Association for State and Local History
2021 21st Ave Street, Suite 320
Nashville, TN 37212
www.aaslh.org

Statewide and Regional Not-for-Profits

Connecticut Landmarks
Amos Bull House
59 South Prospect Street
Hartford, CT 06106
www.ctlandmarks.org

Connecticut League of History Organizations
Central Connecticut State University
Department of History
1615 Stanley Street
New Britain, CT 06050
www.clho.org

Connecticut Main Street Center
P.O. Box 270
Hartford, CT 06141 www.ctmainstreet.org

Connecticut Trust for Historic Preservation
940 Whitney Avenue
Hamden, CT 06517-4002
www.cttrust.org

Connecticut Preservation Action
Mary Falvey, President
www.ctpreservationaction.org

Fairfield County Preservation Trust
c/o William Kraus
297 Highland Avenue
Norwalk, CT 06854
info@fairfieldcountypreservation.org

The Friends of the Office of State Archaeology, Inc.
P.O. Box 230351
Hartford, CT 06123
www.fosa-ct.org

The Last Green Valley, Inc.
203B Main Street
P.O. Box 29
Danielson, CT 06239-0029
www.thelastgreenvalley.org

Local Initiatives Support Corporation (LISC)
75 Charter Oak Avenue, Suite 2-250
Hartford, CT 06106
www.lisc.org

Merritt Parkway Conservancy
P.O. Box 17072
Stamford, CT 06907
www.merrittparkway.org

Local Not-for-Profits

Hartford Preservation Alliance
56 Arbor Street, Suite 406
Hartford, CT 06106
www.hartfordpreservation.org

New Haven Preservation Trust
The New Haven Preservation Trust
922 State Street
P.O. Box 8968
New Haven, CT 06532
www.nhpt.org

New London Landmarks
49 Washington Street
New London, CT 06320
www.newlondonlandmarks.org

Milford Preservation Trust
P.O. Box 5343
Milford, CT 06460
www.milfordpreservationtrust.org

Old Saybrook Historical Society
350 Main Street
Post Office Box 4
Old Saybrook, CT 06475
<http://www.saybrookhistory.org/>

The Thompson Historical Society
P.O. Box 47
Thompson, CT 06277
www.thompsonhistorical.org

Torrington Historic Preservation Trust
P.O. Box 1243
Torrington CT 06790
www.preservetorrington.org

**Appendix III
Certified Local Governments**

Community certification opens doors to funding, technical assistance, and other preservation successes.

Berlin	New Fairfield
Bridgeport	New Haven
Brookfield	New London
Canton	New Milford
Chaplin	Norwich
Cheshire	Old Lyme
Clinton	Old Saybrook
Colchester	Orange
Colebrook	Plymouth
Danbury	Ridgefield
East Hartford	Roxbury
East Lyme	Salisbury
Fairfield	Simsbury
Glastonbury	South Windsor
Greenwich	Southbury
Groton	Stamford
Guilford	Suffield
Hamden	Tolland
Hartford	Vernon
Harwinton	Waterford
Hebron	Westport
Killingly	Windham
Ledyard	Windsor
Lyme	Woodbury
Milford	Woodstock

Appendix IV

Historic Resource Resiliency Planning

The following was developed by R. Christopher Goodwin & Associates, Inc., as one component of the SHPO's Hurricane Sandy disaster relief program. This work informs the goal, objectives, and action items for resiliency (Goal #4: Develop a Resiliency Strategy for Historic Resources). It is excerpted from a more comprehensive report, titled "Historic Resource Resiliency Planning in Connecticut," that was prepared by Goodwin & Associates in 2018.

Historic Resource Resiliency Planning and the 2018 State Plan

Since the adoption of the last State Plan in 2011, climate change and associated sea level rise have emerged as serious and immediate threats to the preservation of Connecticut's historic properties. As the science of climate change has advanced, with patterns of projected change demonstrated empirically, threats to historic resources have become a focus of public, private, and professional concern. Three distinct but related major categories of impacts to historic properties can be extrapolated from current scientific data and from our current national posture.

Storm Events

The first major threat is the increased number, severity, and frequency of storm events with the potential to result in substantial damage to and/or loss of historic properties. Resiliency planning, emergency operations protocols, disaster recovery protocols, and adaptation responses that do not take into account historic properties and heritage values pose unintended threats to historic resources. Existing programs, such as the National Flood Insurance Program (NFIP), inadvertently operate as a disincentive to the preservation of historic buildings and structures. Recovery and adaptation measures advanced under such agencies as the Federal Emergency Management Agency (FEMA) often consider historic properties through post-event consultation on mitigation projects pursuant to federal historic preservation law and implementing regulations (36 CFR 800). While proactive planning for historic resources is encouraged by FEMA through Hazard Mitigation Plans (HMPs), federal and state agencies may differ on both the definition of significant historic resources and on the range of adaptation strategies appropriate to the long-term preservation of designated historic properties. Elevation, relocation, and abandonment are among these strategies.

Inclusion of historic resources in state and local resiliency plans will require the active involvement and technical assistance of the professional preservation community. While existing resiliency planning efforts generally are undertaken by dedicated planning professionals who are sympathetic to historic preservation, these planners may have limited experience or technical training in the objectives, standards, and guidelines of historic resources management.

Sea Level Rise

The second category of impact is sea level rise, which has the potential to directly threaten nearly 9 percent of the state's coastal historic properties, based on Connecticut's 2016 data for National Register listings. Major threats associated with sea level rise are resource inundation, loss or damage from increased storm surge, loss of access and services related to disruptions to infrastructure including bridges, roads, and services, and loss of resources related to the implementation of abandonment as an adaptation measure.

Opportunities for increasing the resiliency of historic resources are presented in structural adaptation measures, particularly those designed for community protection. Such inclusion requires wide distribution of baseline resource data and its integration with data sets used in decision making. Technical assistance in appropriate preservation planning measures also is required. Resource-specific structural modifications such as elevation and weatherproofing may be effective provided that they do not compromise the integrity of properties. The life expectancy of the improvement should be factored into adaptation decisions.

Prioritizing the cultural value of historic properties is a foreign and uncomfortable concept in preservation practice. However, the state and its municipalities may eventually face decisions on the relative significance of historic properties and about achievable and appropriate levels of treatment for adaptation.

Environmental Change

The third category of threat is associated with the trajectory of environmental change that will impact the physical patterns of response of historic resources as self-contained systems over seasonal cycles. New and unexpected conditions conducive to historic material deterioration are anticipated to emerge in the state; they will require increased conservation intervention. Threats include but are not limited to increased temperatures resulting in increased thermal movement; changes in expansion and contraction rates associated with altered seasonal cycles; and invasive species, including vegetation, insects, biological, and microbiological agents, that

are anticipated to become more common and to pose increasing threats through infestation or decay.

Integration of historic resources within the established framework of hazard and resilience planning on the state and local levels is a logical and achievable goal within the planning cycle for the State Plan. This goal offers the advantages of integrating heritage values within well-developed planning models that interface with federal programs. This goal will achieve consideration of those values in the development of response strategies related to climate change and events as conditions progress. The following goals, objectives, and strategies were developed by analyzing local-level resiliency planning for threatened historic resources in the four coastal counties and 28 municipalities affected by Superstorm Sandy. Those lessons learned have broad applicability to the state as a whole.

Goal: Integrate historic properties and cultural heritage values in Hazard Resiliency Planning on the state and local levels.

The changing character and severity of weather events coupled with projections for sea level rise pose direct and dramatic threats to Connecticut’s historic properties and heritage assets. Anticipated hazards to historic properties from weather events and sea level rise include, but are not limited to:

- Inundation from storm surge and riverine flooding;
- Structural stress from high winds;
- Erosion from flooding, storm surge, and high winds;
- Debris damage related to high winds and flooding;
- Structural damage from snow loads; and,
- Freeze-thaw damage related to extreme temperature swings.

These environmental threats mandate meaningful consideration of heritage resources in hazard resiliency planning and disaster recovery planning on the local and state levels. Prevailing hazard mitigation programs operate within a complex and comprehensive framework of federal, state, and local plans and guidelines, many of which determine eligibility for certain types of disaster assistance.

The existing planning structure, however, actually provides important and practical opportunities to integrate historic preservation concerns throughout the four key stages of the resiliency cycle (see fig. 1).

A. Objective: Integrate historic properties and heritage values in the Prepare Stage of the resiliency cycle on the state and local levels.

- Strategy: Formally Integrate Historic Preservation in the *State Hazard Mitigation Plan*.
The State Hazard Mitigation Plan (HMP) identifies risks and vulnerabilities associated with natural disasters; it develops strategies for dealing with these risks over a five-year planning horizon. A FEMA-approved HMP is a condition for qualifying for certain types of disaster assistance, including funding for mitigation projects that may support the preservation of historic properties. For example, building elevation and relocation, as well as other public assistance may be eligible for support in a post-disaster environment. An approved State HMP qualifies Connecticut as eligible for federal funding equal to 15 percent of the total disaster damages in a presidentially declared disaster under the FEMA Hazard Mitigation Grant Program (HMGP).

The State HMP currently does not discuss historic resources, nor does it have a Historic Resource Annex. These items should be included in the next State Plan Update. It should be noted that all HMGP grant applications include an environmental assessment checklist requiring the consideration of archaeological and built resources through SHPO consultation.

- Strategy: Refine historic preservation policies to reflect resiliency goals in future updates of the *State Plan of Conservation and Development*.
Connecticut Statutes Sections 16a-25 through 16a-30 require the State of Connecticut to prepare and adopt a plan for conservation and development (POCD) every five years. The existing POCD, which established a set of Conservation and Development Policies, was adopted by the state's Continuing Legislature Committee on Planning and Development. The recently proposed draft provides general policy statements; it also references other state planning documents, including the Connecticut State Historic Preservation Plan and the Hazard Mitigation Plan.

The Draft Plan includes the following state agency policies with potential historic preservation impact:

- Preserve and Protect: Connecticut Heritage Areas, archaeological areas of regional and statewide significance, and natural areas, including habitats of endangered, threatened and special concern species, other critical wildlife habitats, river and stream corridors, aquifers, ridgelines, large forest areas, highland areas, and Long Island Sound.
- Revitalize: rural villages and main streets by promoting the rehabilitation and appropriate reuse of historic facilities, such as former mills, to allow a

concentration of higher density or multiple use development where practical and consistent with historic character.

- **Minimize:** the potential risks and impacts from natural hazards, such as flooding, high winds, and wildfires, when siting infrastructure and developing property. Consider potential impacts of climate change on existing and future development.

▪ **Strategy: Integrate historic preservation resiliency into future revisions of the Connecticut Climate Preparedness Plan.**

As authorized under Public Act No. 08-98 - An Act Concerning Connecticut Global Warming Solutions, the Adaptation Subcommittee of the Governor's Steering Committee on Climate Change developed and issued a draft Connecticut Climate Preparedness Plan in early 2011. The subcommittee, which included federal, state, and local officials, academics, nongovernmental organizations, and legislators, was established to "evaluate the projected impacts of climate change on Connecticut agriculture, infrastructure, natural resources and public health," and to develop strategies to lessen those impacts. It is likely that future revisions to this document will be spearheaded by the Connecticut Institute for Resiliency and Climate Adaptation (CIRCA) at University of Connecticut's Avery Point, which was established post-Sandy in 2013.

Opportunities for addressing historic preservation concerns are embedded in the five major themes currently included in the Climate Preparedness Plan:

- Intensify efforts to ensure preparedness planning;
- Integrate climate change adaptation into existing plans;
- Update existing standards to accommodate change expected during infrastructure design life;
- Plan for flexibility and monitor change; and
- Protect natural areas and landscape features that buffer potential impacts from climate change.

▪ **Strategy: Integrate historic preservation values in the Connecticut State Response Framework.**

Emergency Operations Plans (EOPs), maintained by emergency management directors, are designed to direct incident command, to establish communications protocols, and to articulate specific procedures for the different departments that collaborate to address disasters. In EOPs, recovery is focused on life, health, safety, and financial accounting.

Historic Preservation values should be among the considerations for execution of this over-arching mission.

▪ Strategy: Integrate historic preservation values in Connecticut Disaster Debris Management Plan

Recognizing historic resources in the state's planning and emergency and disaster response documents will help bring historic preservation to the forefront by emphasizing the role that these resources play in our cultural identity, economic vitality, and in the fabric of our current built environment. It also will promote exposure to the participating agencies of the special needs and requirements of historic properties for resiliency initiatives and post-disaster analysis and recovery efforts following significant hazard events.

▪ Strategy: Integrate historic preservation values in regional and municipal planning instruments.

In Connecticut, planning and land use policies are controlled primarily by local agencies. Many of the state plans are mirrored by local plans as required by state statute, and/or required for funding eligibility through such sources as the HMP. Local planning documents often contain a greater level of specificity, which may include direction for immediate action. Following a disaster, local resources are the first on the ground to perform initial and ongoing emergency management and disaster recovery. In addition, the responsibility for damage assessments and grant processing for local historic resources often rests with Planning and Zoning staff within the local municipality.

After Superstorm Sandy, the Connecticut SHPO undertook a resiliency planning initiative with the support of the NPS in the four coastal counties affected by the storm. The methodology included data collection, charrettes, and municipal meetings. This initiative resulted in the development of a Best Practices Guide to inform the integration of historic preservation in the following local plans:

- Hazard mitigation plans
- Plans of conservation and development
- Coastal resilience plans
- National Flood Insurance Program ordinances and/or regulations
- Historic preservation ordinances
- Emergency operations plans.

The methodologies and best practices generated under this initiative should be expanded throughout the state.

B. Objective: Integrate historic properties and heritage values in the Withstand Stage of the resiliency cycle on the state and local levels.

- Strategy: Assess the Strengths, Weaknesses, Opportunities, and Threats associated with implementation of the historic preservation provisions of the above plans, post-event. Revise protocols during the next planning cycle, as appropriate.
- Strategy: Establish regular communication with local preservation communities to compile data on damage or threats to resources to assist SHPO staff in prioritizing post-event action.

C. Objective: Integrate historic properties and heritage values in the Recover Stage of the resiliency cycle on the state and local levels.

- Strategy: Establish protocols with the preservation community and constituency for unified and complementary response to recovery.
- Strategy: Implement aggressive public outreach efforts to target historic property owners, property managers, and local officials on eligibility and requirements for recovery funding, as appropriate.
- Strategy: Designate a staff Point of Public Contact (PPC) who is knowledgeable about recovery programs and requirements related to historic preservation. Prepare a list of contacts for other recovery programs for distribution to the public, as a courtesy.
- Strategy: Develop guidance for local Historic District Commissions for review of projects involving elevation and/or relocation of designated properties.

D. Objective: Integrate historic preservation and heritage values in the Adapt Stage of the resiliency cycle on the state and local levels.

- Strategy: Review and synthesize federal policies and technical literature on adaptation as it applies to historic preservation for applicability to Connecticut.
- Strategy: Establish criteria for assessing resource vulnerability for consideration in prioritizing preservation funding and support.
- Strategy: Initiate discussions with the preservation community on the range of adaptation approaches (resource hardening, elevation, moving, abandonment) and criteria for implementation.
- Strategy: Develop and distribute technical guidance to historic property owners on interim measures to limit or avoid property damage.
- Strategy: Monitor proposals for infrastructure improvement projects for opportunities to maximize resiliency design benefits for historic resources.