MEMORANDUM

To: Joint Fiscal Committee members  
From: Sorsha Anderson, Senior Staff Associate  
Date: August 15, 2022  
Subject: Grant Request – JFO #3112

Enclosed please find one (1) item, which the Joint Fiscal Office has received from the Administration.

**JFO #3112** – Land donation from The Nature Conservancy, Montpelier, VT to the Vermont Agency of Natural Resources, Department of Fish and Wildlife. 80 acres of land in the Town of Brandon, VT, with an assessed value of $68,500, to be added to the Brandon Swamp Wildlife Management Area. These 80 acres are a portion of a larger 421-acre donation by 6 different landowners over several towns. The Department of Fish and Wildlife expects to expend $400 for closing costs and confirms the funds are available in their budget. *[Note: This request is to accept 80 acres only though the packet contains some information on the full 421-acre donation.] *[Received August 4, 2022]*

Please review the enclosed materials and notify the Joint Fiscal Office (Sorsha Anderson: sanderson@leg.state.vt.us) if you have questions or would like this item held for legislative review. Unless we hear from you to the contrary by August 25, 2022, we will assume that you agree to consider as final the Governor’s acceptance of this request.
STATE OF VERMONT
FINANCE & MANAGEMENT GRANT REVIEW FORM

Grant Summary: Donation of 80 acres of land to add to the Brandon Swamp Wildlife Management Area

Date: 2/15/2022

Department: ANR F&W 6120000000

Legal Title of Grant: TNC Brandon Swamp Land Donation

Federal Catalog #: N/A

Grant/Donor Name and Address: The Nature Conservancy, 575 Stone Cutters Way, Montpelier, VT 05602

Grant Period: From: To:

Grant/Donation 80 Acres in the Town of Brandon to add to the Brandon Swamp Wildlife Management Area, thereby protecting public access for hunting, fishing, trapping and wildlife viewing, and conservation of wildlife habitat. This has been approved by the Brandon Select Board. The other donations and land acquisitions described in the attached Request For Governor's Approval memo are not part of this donation.

<table>
<thead>
<tr>
<th>SFY 1</th>
<th>SFY 2</th>
<th>SFY 3</th>
<th>Total</th>
<th>Comments</th>
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<tbody>
<tr>
<td>$68,500</td>
<td>$0</td>
<td>$0</td>
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<td>Land value only, per ANR Atlas.</td>
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Position Information: 

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<tr>
<th># Positions</th>
<th>Explanation/Comments</th>
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Additional Comments: The only budgetary effect is $400 for closing costs. Funds are available in F&W’s budget.

Department of Finance & Management
Secretary of Administration
Sent To Joint Fiscal Office

Date: 2022.02.15 13:34:27
MEMORANDUM

TO: Michael Middleman, Budget Analyst
FROM: Elizabeth Stratton, Financial Manager
SUBJECT: Grant Acceptance Request
DATE: January 7, 2022

Enclosed is a Request for Grant Acceptance (Form AA-1) for an 80-acre land donation in the town of Brandon to be processed for approval. The assessed value of the land parcel is $68,500 and the Department plans to expend $400 which reflects closing costs.

It can be returned to my attention at:

Fish & Wildlife Department
1 National Life Drive, Dewey 2
Montpelier, Vermont 05620

Please let me know if you need any further information.
STATE OF VERMONT REQUEST FOR GRANT (*) ACCEPTANCE  (Form AA-1)

**BASIC GRANT INFORMATION**

1. **Agency:** Agency of Natural Resources  
2. **Department:** Fish and Wildlife Department  
3. **Program:** Lands and Habitat  
4. **Legal Title of Grant:** n/a  
5. **Federal Catalog #:** n/a  

6. **Grant/Donor Name and Address:**  
The Nature Conservancy  
575 Stone Cutters Way  
Montpelier VT  05602

7. **Grant Period:** From:  
To:  

8. **Purpose of Grant:**  
The purpose of this grant is for the Department to accept 80 acres of land to add to the Brandon Swamp Wildlife Management Area to improve public access and conserve significant wetland habitat.  

9. **Impact on existing program if grant is not Accepted:**  
If the Department does not accept the donation it will not be able to provide permanent protection of public access for hunting, trapping, fishing and other wildlife related recreation. It will also limit the Department's ability to protect 80 acres of significant wetland habitat.

10. **BUDGET INFORMATION**

<table>
<thead>
<tr>
<th>Expenditures:</th>
<th>SFY 1</th>
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<th>Comments</th>
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<td>Personal Services</td>
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<td>$68,500 = Value of land</td>
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<td>Operating Expenses</td>
<td>$68,900</td>
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<td>Grants</td>
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<td><strong>Total</strong></td>
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<th>Revenues:</th>
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<td>State Funds:</td>
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<td>Cash</td>
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<td>In-Kind</td>
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<td>Other Funds:</td>
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STATE OF VERMONT
REQUEST FOR GRANT (*) ACCEPTANCE

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<td>Total $ 0</td>
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PERSONAL SERVICE INFORMATION

11. Will monies from this grant be used to fund one or more Personal Service Contracts? □ Yes ☒ No

If "Yes", appointing authority must initial here to indicate intent to follow current competitive bidding process/policy.

Appointing Authority Name: ____________________________

Agreed by: ____________________________ (initial)

12. Limited Service Position Information:

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Total Positions

12a. Equipment and space for these positions:

□ Is presently available. □ Can be obtained with available funds.

13. AUTHORIZATION AGENCY/DEPARTMENT

I/we certify that no funds beyond basic application preparation and filing costs have been expended or committed in anticipation of Joint Fiscal Committee approval of this grant, unless previous notification was made on Form AA-1PN (if applicable):

Signature: ____________________________

Date: 7/7/2022

Title: Fish and Wildlife Commissioner

Signature:

Date:

Title:

14. SECRETARY OF ADMINISTRATION

□ Approved: ____________________________

(Secretary or designee signature) ____________________________

Date: 8/3/22

15. ACTION BY GOVERNOR

Check One Box:

☒ Accepted

☐ Rejected

(Governor Signature) ____________________________

Date: 8/3/22

16. DOCUMENTATION REQUIRED

Required GRANT Documentation

☐ Request Memo

☐ Dept. project approval (if applicable)

☐ Notice of Donation (if any)

☐ Notice of Award

☐ Grant (Project) Timeline (if applicable)

☐ Grant Agreement

☐ Request for Extension (if applicable)

☐ Grant Budget

☐ Form AA-1PN attached (if applicable)

End Form AA-1

(*) The term "grant" refers to any grant, gift, loan, or any sum of money or thing of value to be accepted by any agency, department, commission, board, or other part of state government (see 32 V.S.A. §5).
MEMORANDUM

To: Jaye Pershing Johnson, Governor’s Legal Counsel

From: Catherine G Jessing, General Council, VT Fish & Wildlife Department
Toni Mikula, Fish and Wildlife Specialist, VT Fish & Wildlife Department

Date: June 30, 2021

RE: Request for Governor approval for a cluster of land acquisitions at Brandon Swamp Wildlife Management Area (WMA) located in the Town of Brandon, totaling 421 acres.

Enclosed is an approval to be signed by Governor Scott for the acquisition of 10 parcels of land from 6 owners totaling 421 acres in Brandon and Sudbury. These properties are located along Otter Creek, and one parcel surrounds an existing State-owned river access. This land will be added to Brandon Swamp WMA and will advance the Vermont Fish and Wildlife Department’s goal of conserving wetland habitats in the Lake Champlain watershed and increasing public access to the outdoors. Total costs for this project are approximately $48,200 for acquisition, survey, and legal fees.

Funding for this acquisition will come from the Department’s Duck Stamp funds. Included with the Governor’s approval memo are maps of the properties and a copy of the town support. Please review and respond within three weeks from receiving the documents, if possible. If you have any questions regarding this project, please contact me directly at 622-4525 or at toni.mikula@vermont.gov. Thank you.

cc: Louis Porter, Commissioner
    Mark Scott, Director of Wildlife
Department of Fish and Wildlife
Commissioner’s Office
1 National Life Drive, Davis 2
Montpelier VT 05620-3208
802-828-1454

TO: Philip B. Scott, Governor

THROUGH: Julie Moore, Secretary, Vermont Agency of Natural Resources

FROM: Louis Porter, Commissioner, Vermont Fish & Wildlife Dept.

SUBJECT: Donation of 4 parcels totaling 108.3 acres, and purchase of 6 parcels totaling 313 acres, to be added to Brandon Swamp Wildlife Management Area (WMA) in Brandon, Vermont.

Recommendation: Approve the acquisition of 421 acres by the Vermont Fish and Wildlife Department to conserve significant wetland habitat and improve public access to the WMA.

Description

The 278 acre Brandon Swamp WMA is located in the northwest corner of the town of Brandon, and extends northward into the town of Leicester. It is one of seven named swamps that make up the 15,500 acre Otter Creek Swamps wetland complex, stretching from Brandon to Middlebury. It is considered the most biologically diverse swamp complex in New England. According to the Vermont Fish and Wildlife Department's (VFWD's) description of the Brandon Swamp WMA, it is a "large floodplain swamp with cedar ringed by red maple-black ash hardwoods...the red maple-northern white cedar swamp is mossy and hummocky, with hidden pools. In the riparian areas, there are silver maple, willow, elm, basswood and cottonwood. It occupies approximately 1.5 miles of the western streambank of Otter Creek." Other habitats and natural communities identified in the swamp include red maple-black ash seepage swamp, maple-green ash swamp, and two types of floodplain forest, silver maple sensitive fern and silver maple ostrich fern floodplain forest. This system of wetlands provides important habitat for waterfowl, wading birds, songbirds, raptors, deer, turkey, beaver, otter, muskrat and many other wetland-dependent wildlife. It also supports outstanding hunting, fishing, trapping, and wildlife watching opportunities that are cherished by many residents and non-residents of Vermont.

In the early 2000s, a concerted effort by the U.S.D.A., Natural Resources Conservation Service’s Wetland Reserve Program (WRP), now known as the Wetland Reserve Easement Program (WRE) resulted in the permanent conservation and hydrological restoration of much of the land, mostly clustered immediately north and south of VT Route 73. All of the parcels listed for acquisition in this proposal are currently encumbered with WRE easements except for the Hathaway property. While much of the ecological functions of this land are already protected through these easements, the land can still be posted, and in this area there has been a trend of land being acquired for use as private hunting grounds. Therefore, the primary objective of these acquisitions is to improve public access while establishing a corridor of public lands along the Otter Creek to benefit fish, wildlife and water quality.
Being enrolled in WRE, the cost of management of the properties are borne by NRCS. All of the properties except Stone are "swamp lots", floodplain forest with not road access. Motor vehicles are not allowed, nor will they be under FWD ownership. There are no existing trails and public access is currently prohibited.

The FWD's 2017 strategic plan for land acquisition named Brandon Swamp as a locus for additions to the WMA, "with a vision to connect Brandon Swamp to Cornwall Swamp". The plan specifically mentions the opportunity for acquisition of the WRP/WRE and town-owned parcels. The VFWD focus on wetland conservation along this portion of Otter Creek pre-dates our more recent EPA funded wetland conservation work and, in fact, is a useful complement to our expanded wetland conservation efforts. This has led to a recent joint effort with The Nature Conservancy, and in support of this, TNC has agreed to transfer their 80-acre ownership to the WMA as a donation. The other donated parcels include: Hathaway (10 acres), and McKirryher (two 9-acre parcels). The parcels to be purchased in fee simple include: Bertrand (3 parcels of 45, 33, and 32 acres), Ketcham (32 acres), and Stone (2 parcels of 116 and 54 acres). See attached map. The addition of these lands to Brandon Swamp WMA will provide permanent public access to areas that provide unique opportunities for waterfowl hunting, turkey hunting, upland bird hunting, deer hunting, fishing, canoeing, bird watching and more. Access will be associated with Route 73, a primary state road and with the Otter Creek Access Area in Sudbury, which the Ketcham parcel abuts. The Access Area thus provides parking and other amenities to this project. This project will also ensure long-term stewardship of these wetlands by the VFWD. Duck Stamp funds will pay for purchases and associated costs for all lots, including legal fees, with an estimated cost of approximately $48,200.

The total tax assessed value of all lots to be acquired is $170,005. The estimated PILOT payment will be approximately $1,600. PILOT payments will be funded by state clean water funds. The parcels, being enrolled in WRE, will be largely managed by NRCS. Any management costs that arise for the Department will be funded with Pittman-Robertson funds. The continued management of the WMA and these parcels will focus on habitat and public access.

Approval by the Governor of Vermont for this acquisition of property is required by 10 V.S.A. §4144, that states in part, “[T]he Secretary, with approval of the Governor, may acquire for the use of the Department of Fish and Wildlife by gift, purchase, or lease any and all rights and interests in lands, ponds, or streams, and hunting and fishing rights and privileges in any lands or waters in the State, and the necessary rights of ingress or egress to and from such lands and waters. The Secretary's authority to acquire property interests under this section shall include all of the interests that may be acquired under subsection 6303(a) of this title.”

In addition, the towns of Brandon and Sudbury support this project as approved at their April 26 and May 3, 2021, respectively, Select Board Meetings. A copy of the Brandon meeting minutes and a letter of support from Sudbury are attached herein.

**APPROVAL FOR PURCHASE OF LANDS**

We the undersigned, hereby approve the acquisition of 421 acres in Brandon and Sudbury, Vermont by the Vermont Agency of Natural Resources, Fish and Wildlife Department to improve and protect public access, restore wetlands, improve water quality, and conserve fish and wildlife habitat. This approval is required by 10 V.S.A. §4144 of the Vermont Statutes Annotated.
7/21/21
Date

07/19/2021
Date

7/2/2021
Date

Philip B. Scott
Governor
State of Vermont

Julie Moore
Secretary
Agency of Natural Resources

Louis Porter
Commissioner
Fish and Wildlife Department
Blue parcels are donations, orange are fee acquisitions.
MEMORANDUM

TO: Julie Moore, Secretary of the Vermont Agency of Natural Resources

THROUGH: Louis Porter, Commissioner, Vermont Fish & Wildlife Department
          Mark Scott, Director of Wildlife, Vermont Fish & Wildlife Department

FROM: Toni Mikula, Fish & Wildlife Specialist II

SUBJECT: Donation of 4 parcels totaling 108.3 acres, to be added to the Brandon Swamp Wildlife Management Area in Brandon, Vermont. Purchase of 6 parcels totaling 313 acres, to be added to the Brandon Swamp Wildlife Management Area (WMA) in Brandon, Vermont

Recommendation: Approve the donation of 4 parcels from 3 owners totaling 108.3 acres, and approve the purchase of 6 parcels from 3 owners totaling 312.7 acres, to be added to the Brandon Swamp WMA.

Landowner: Hathaway, McKirryher, The Nature Conservancy
Location: Brandon, Vermont
Acreage: 108.3 acres
Type of Acquisition: Donation
Recommended Funding: Duck Stamp Funds
Estimated Cost: $3200 in legal fees

Landowner: Bertrand, Ketchum, Stone
Location: Brandon and Sudbury, Vermont
Acreage: 312.7 acres
Type of Acquisition: Fee Acquisition
Recommended Funding: Duck Stamp Funds
Estimated Cost: $45,600

Background and Purpose of the Acquisition: The 278 acre Brandon Swamp WMA is located in the northwest corner of the town of Brandon, and extends northward into the town of Leicester. It is one of seven named swamps that make up the 15,500 acre Otter Creek Swamps wetland complex, stretching from Brandon to Middlebury. It is considered the most biologically diverse swamp
complex in New England. According to the Vermont Fish and Wildlife Department’s (VFWD’s) description of the Brandon Swamp WMA, it is a "large floodplain swamp with cedars ringed by red maple-black ash hardwoods...the red maple-northern white cedar swamp is mossy and hummocky, with hidden pools. In the riparian areas, there are silver maple, willow, elm, basswood and cottonwood. It occupies approximately 1.5 miles of the western streambank of Otter Creek." Other habitats and natural communities identified in the swamp include red maple-black ash seepage swamp, maple-green ash swamp, and two types of floodplain forest, silver maple sensitive fern and silver maple ostrich fern floodplain forest. This system of wetlands provides important habitat for waterfowl, wading birds, songbirds, raptors, deer, turkey, beaver, otter, muskrat and many other wetland-dependent wildlife. It also supports outstanding hunting, fishing, trapping, and wildlife watching opportunities that are cherished by many residents and non-residents of Vermont.

In the early 2000s, a concerted effort by the U.S.D.A., Natural Resources Conservation Service’s Wetland Reserve Program (WRP), now known as the Wetland Reserve Easement Program (WRE), resulting in the permanent conservation and hydrological restoration of much of the land, mostly clustered immediately north and south of VT Route 73. All of the parcels listed for acquisition in this proposal are currently encumbered with WRE easements except for the Hathaway property. While much of the ecological functions of this land are already protected through these easements, the land can still be posted, and in this area there has been a trend of selling the land to use as private hunting grounds. Therefore, the primary objective of these acquisitions is to improve public access while establishing a corridor of public lands along the Otter Creek.

The VFWD’s 2017 strategic plan for land acquisition named Brandon Swamp as a locus for additions to the WMA, "with a vision to connect Brandon Swamp to Cornwall Swamp". The plan specifically mentions the opportunity for acquisition of the WRP/WRE and town-owned parcels. The VFWD focus on wetland conservation along this portion of Otter Creek pre-dates our more recent EPA funded wetland conservation work and, in fact, is a useful complement to our expanded wetland conservation efforts. This has led to a recent joint effort with The Nature Conservancy, and in support of this, TNC has agreed to transfer their 80-acre ownership to the WMA as a donation. The other donated parcels include: Hathaway (10 acres), and McKirryher (two 9-acre parcels). The parcels to be purchased include: Bertrand (3 parcels of 45, 33, and 32 acres), Ketcham (32 acres), and Stone (2 parcels of 116 and 54 acres). See attached map. The addition of these lands to Brandon Swamp WMA will provide permanent public access to areas that provide unique opportunities for waterfowl hunting, turkey hunting, upland bird hunting, deer hunting, fishing, canoeing, bird watching and more. Access will be associated with Route 73, a primary state road. An added benefit to this project is an existing VFWD fishing and boat launch access adjacent to the Ketcham property, thus providing parking and other amenities to this project. This project will also ensure long-term stewardship of these restored wetlands by the VFWD. Duck Stamp funds will pay for purchases and associated costs for all lots, including legal fees, with an estimated cost of approximately $48,200.

APPROVAL FOR DEVELOPMENT OF A CONSERVATION PROJECT: I hereby approve the development of a land acquisition project consisting of ten parcels located in Brandon and Sudbury, Vermont. This approval authorizes the VFWD to pursue the development of this project and does not supersede other requirements, statutory, regulatory, procedural or policy, for the State of Vermont to accept interest in real property (e.g., Governor Approval).

Signed: April 29, 2021

Julia S. Moore, P.E.,
Secretary, Vermont Agency of Natural Resources
Brandon Select Board Meeting
April 26, 2021

NOTE: These are unapproved minutes, subject to amendment and/or approval at the subsequent board meeting.

All in Attendance via Zoom.

Board Members In Attendance: Seth Hopkins, Tim Guiles, Mike Markowski, Tracy Wyman, Brian Coolidge – Attended During Executive Session

Others In Attendance: Dave Atherton, Barry Vranan, Doug Bailey, Wayne Elliott, Judith Schneider, Chris Brickell, Bernie Carr, Butch Shaw, Brent Buehler, Mei Mei Brown, Lee Kahrs

1. Call to order

The meeting was called to order by Seth Hopkins - Chair at 7:01PM.

a) Agenda Adoption

Motion by Tracy Wyman/Tim Guiles to adopt the agenda, as posted. The motion passed unanimously.

2. Approval of Minutes

a) Select Board Audit Review Meeting – April 12, 2021
b) Select Board Meeting – April 12, 2021

Motion by Tracy Wyman/Tim Guiles to approve the minutes of the April 12th Select Board Audit Review Meeting and the April 12th Select Board Meeting. The motion passed unanimously.

3. Town Manager’s Report

Dave Atherton provided a report for the weeks of April 12th and April 19th, 2021:

- The Segment Six sidewalk repairs/replacement started last week on Franklin Street. We are hoping to pour new sidewalk in that section this week (weather permitting).

- The Highway Department has been working on rebuilding the South Entrance to Estabrook Park to comply with VTrans standards. We will also be installing a gate that will remain closed unless there is an event happening at the Park.

- Mr. Atherton has been working on the new Parks Ordinance and has a first draft that he has sent to the Town’s attorney for review. Rec Director Moore and Chief Brickell have had input.
Town of Sudbury
Select Board
36 Blacksmith Lane
Sudbury, VT 05733

Joan B. Allen
Conservation Consultant
1933 Davis Road
S. Randolph, VT 05061

May 7, 2021

Dear Joan Allen,

During the monthly Sudbury Select Board meeting held on May 1st, 2021 we read your letter dated April 21, 2021 regarding the acquisition of three parcels owned by the Ketchum and the Bertrands. The Select Board supports our residents and as such, motioned and seconded our support of this transfer during the May 3rd meeting. We hope this satisfies your request.

Sincerely,

Arthur Keefe
Chairman Select Board of Sudbury
PLEDGE OF LAND

On this 27th day of April, 2021, The Nature Conservancy (the "Conservancy"), pledges to donate to the State of Vermont, Department of Fish and Wildlife, its successors and assigns, in fee simple, the following described land (the "Parcel"), with any buildings and improvements thereon, if any, and any rights, hereditaments, easements and appurtenances thereunto belonging, located in the Town of Brandon, County of Rutland, State of Vermont, containing 80 acres, more or less, and more particularly described in Exhibit A attached hereto and made a part hereof. The Conservancy agrees to donate the Parcel to the State of Vermont on or before December 31, 2022.

TERMS AND CONDITIONS OF PLEDGE

1. At the time of transfer, the Conservancy will execute and deliver to the State of Vermont a good and sufficient Warranty Deed conveying a good, insurable and marketable title to the Parcel, and all mineral rights, with the hereditaments and appurtenances thereunto belonging, in fee simple, free and clear of all liens, encumbrances, or exceptions, except such easements, restrictions and other exceptions of record as will not adversely affect the State of Vermont’s intended use of the Parcel as an addition to the Brandon Swamp Wildlife Management Area.

2. All taxes, assessments, and encumbrances which are a lien against the land at the time of conveyance to the State of Vermont shall be satisfied of record by the Conservancy at or before the transfer of title. The Conservancy shall pay the documentary revenue stamp tax or transfer, conveyance or recordation tax, assessment or charge, if any.

3. The Conservancy agrees not to make any alterations or improvements to the Parcel prior to transfer to the State of Vermont. In the event of such actions the State of Vermont may, without liability, refuse to accept the conveyance of title.

4. All risk of loss or damage to the Parcel will pass from the Conservancy to the State of Vermont at closing.

5. The State of Vermont may enter upon the Parcel at reasonable times for surveying and other reasonable purposes related to this transaction. The State of Vermont shall have the right to conduct an environmental inspection and assessment of the Parcel, and based upon said inspection may, at its discretion, refuse to accept the conveyance of any interest in the Parcel at any time prior to closing.

6. This pledge and its terms and conditions are a binding obligation on the Conservancy and shall apply to and bind the successors and assigns of the Conservancy.
Witness:

STATE OF
COUNTY OF

On this 21st day of April, 2021, before me personally appeared Jon Binhammer, to me personally known, who, being by me duly sworn did depose and say that he is the person named in the foregoing instrument; and acknowledged said instrument to be his free act and deed and the free act and deed of The Nature Conservancy.

Exhibit A

All and the same lands and premises as described in a deed of the Preservation Trust of Vermont, Inc. to The Nature Conservancy, dated March 22, 2001, and recorded on March 26, 2001 at Book 144, Page 220 of the Town of Brandon Land Records.