



STATE OF VERMONT
JOINT FISCAL OFFICE

MEMORANDUM

To: Joint Fiscal Committee members
From: Sorsha Anderson, Senior Staff Associate
Date: October 22, 2025
Subject: Grant Request - JFO #3264

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

JFO #3264: Bargain sale of two land parcels totaling 83.25 acres in Waterbury, VT from Elizabeth Gilpin and family. The 83.25 acres will be added to the [Perry Hill](#) Block of the C.C. Putnam State Forest in Waterbury. Total bargain sale donation is \$120,000.00. In addition, private fundraising by the Waterbury Land Initiative contributes \$47,000.00 to closing costs. The remaining acquisition costs will come from the Vermont Housing and Conservation Fund and the Federal Land and Water Conservation Fund, both long-standing funding sources, previously approved. Annual PILOT payment is \$2,703.00. *[Received October 20, 2025]*

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. Please submit concerns by **November 10, 2025**, or we will assume that you agree to consider as final the Governor's acceptance of this request.



State of Vermont
 Department of Finance & Management
 109 State Street, Pavilion Building
 Montpelier, VT 05620-0401

[phone] 802-828-2376

Agency of Administration

STATE OF VERMONT FINANCE & MANAGEMENT GRANT REVIEW FORM

Grant Summary:		These funds are related to FPR's acquisition of 83.25 acres of property in Waterbury which was appraised at \$825K, is being purchased for \$705K, and has an annual PILOT payment of \$2,703. The total of \$861K in the AA-1 is owing to additional costs associated with the project beyond the land purchase price of \$825K.			
Date:		10/6/2025			
Department:		Department of Forests, Parks and Recreation			
Legal Title of Grant:		N/A			
Federal Catalog #:		N/A			
Grant/Donor Name and Address:		Elizabeth Gilpin			
Grant Period:		From:			
		To:			
Grant/Donation		\$167,000			
	SFY 1	SFY 2	SFY 3	Total	Comments
Grant Amount:	\$167,000	\$	\$	\$167,000	
Position Information:		# Positions	Explanation/Comments		
Additional Comments:		The \$167K identified here represents the amounts requiring review/approval and is made up of \$120K in bargain sale donations and \$47K in private fundraising from the Waterbury Land Initiative.			
Department of Finance & Management		Adam Greshin Digitally signed by Adam Greshin Date: 2025.10.06 Signed by: or		(Initial)	
Secretary of Administration		Sean Brown F043161EB1.83432		(Initial)	
Sent To Joint Fiscal Office		Anna Reinold		Date	
		REVIEWED By Anna Reinold at 1:35 pm, Oct 20, 2025			





State of Vermont
Department of Forests, Parks & Recreation
1 National Life Drive, Dewey 2
Montpelier, VT 05620-3801

Agency of Natural Resources

<http://fpr.vermont.gov>

October 6, 2025

M E M O R A N D U M

To: Timothy Mettayer, Budget Analyst, Department of Finance and Management

From: Gunnar Nurme, Land Acquisition Coordinator, Department of Forests, Parks and Recreation

Date: October 6, 2025

Subject: Grant Acceptance Request – Gilpin Land Acquisition

Enclosed is a Request for Grant Acceptance (Form AA-1) for a grant(s) in the amount of \$167,000. The grant comes in the form of two bargain sale gifts of land as well as private fundraising. This project also includes funding from two previously approved funding sources, for which FPR is not seeking AA-1 approval. This FPR land acquisition project includes two parcels of land in Waterbury, VT totaling 83.25 acres. The first parcel ("Lot 3") is 11.10 acres and is owned by Elizabeth Gilpin. The second parcel ("Lot 5") is 72.15 acres and is owned jointly by siblings Elizabeth, Linda, and Robert Gilpin. Elizabeth Gilpin plans to sell Lot 3, which has an appraised value of \$200,000, to FPR for the purchase price of \$180,000, resulting in a bargain sale gift of \$20,000. Elizabeth Gilpin, Linda Gilpin, and Robert Gilpin plan to sell Lot 5, which has an appraised value of \$625,000, for the purchase price of \$525,000, resulting in a bargain sale gift of \$100,000. The total value of bargain sale gifts associated with this project is \$120,000. Other funding sources included in this project and reflected in the AA-1 form include \$47,000 of private funds that the Waterbury Land Initiative (WLI), FPR's partner on this project, is raising to support the project. These funds will be sent directly to closing and will not come directly to FPR. The AA-1 form also includes \$281,500 in Vermont Housing and Conservation Board (VHCB) funds and \$412,500 from the federal Land and Water Conservation Fund (LWCF) that are also supporting this acquisition. VHCB and LWCF are funding sources that have both previously been approved by the legislature for FPR's use in land acquisition projects, however at the advice of the Department of Finance and Management, FPR has chosen to include these funding sources in the AA-1 form to better describe the entire funding structure for the project and to provide more clarity.

These grants will support a high-priority land conservation project by FPR in Waterbury, Vermont. The addition of these 83.25 acres to the Perry Hill Block of C.C. Putnam State Forest will expand recreational opportunities, enhance management access, and protect against forest fragmentation in an important habitat block. Management of C.C. Putnam State Forest is undertaken by FPR staff, and other staff within ANR as necessary. FPR uses a variety of state and federal funding sources, as well as revenue generated by management activity, to implement management objectives. This addition to C.C. Putnam State Forest will not result in the need for any additional staff because the work will be absorbed by existing staff. The annual PILOT (payment in lieu of taxes) payments for the parcels will total \$2,703.10 annually.





Cost	Source	Notes
\$20,000	Bargain sale donation value – Lot 3	This item triggers the need for JFO review
\$100,000	Bargain sale donation value – Lot 5	This item triggers the need for JFO review
\$47,000	Private fundraising from WLI being sent directly to closing	This item triggers the need for JFO review
\$281,500	VHCB funds supporting the acquisition and associated project costs	This funding source has been previously approved
\$412,500	LWCF funds supporting the acquisition	This funding source has been previously approved

617
4147,000

The Department is requesting review of this grant in order to seek Joint Fiscal Committee review as soon as reasonably possible.

Please let me know if you need any further information.

Sincerely,

Gunnar Nurme
Land Acquisition Coordinator



STATE OF VERMONT REQUEST FOR GRANT (*) ACCEPTANCE (Form AA-1)**Acceptance of Real Property as a Grant, Pursuant to 10 V.S.A. §2606****BASIC GRANT INFORMATION**

1. Agency:	Agency of Natural Resources
2. Department:	Department of Forests, Parks and Recreation
3. Program:	Division of Lands Administration and Recreation, Land Conservation
4. Legal Title of Grant:	n/a
5. Federal Catalog #:	n/a

6. Grant/Donor Name and Address:

Elizabeth Gilpin; Elizabeth Gilpin, Linda Gilpin, and Robert Gilpin

7. Grant Period:	From:	n/a	To:	n/a
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8. Purpose of Grant:

The purpose of this grant is for the Department of Forests, Parks and Recreation (FPR) to accept a bargain sale gift of two parcels of land in Waterbury, VT from members of the Gilpin family. Elizabeth Gilpin plans to sell an 11.10-acre parcel (Lot 3) that has an appraised value of \$200,000 to FPR for the purchase price of \$180,000, resulting in a bargain sale gift of \$20,000. Elizabeth Gilpin, Linda Gilpin, and Robert Gilpin plan to sell a 72.15-acre parcel (Lot 5) that has an appraised value of \$625,000 for the purchase price of \$525,000, resulting in a bargain sale gift of \$100,000. The total value of bargain sale gifts associated with this project is \$120,000. This AA-1 form also reflects \$47,000 of private fundraising that Waterbury Land Initiative, FPR's partner on this project, is raising to support FPR's acquisition of the Gilpin Property. These private funds will be sent directly to closing and will not come directly to FPR.

Other funding sources for this acquisition, including the Vermont Housing and Conservation Board and the federal Land and Water Conservation Fund, are also listed in this AA-1 form. However, both of these funding sources have already been approved by the legislature for FPR's use in land acquisition projects.

9. Impact on existing program if grant is not Accepted:

If FPR does not accept these grants, the opportunity will be lost to protect important forestland adjacent to the Perry Hill Block of C.C. Putnam State Forest that would provide expanded recreational opportunities, improved management access for FPR, and would help protect against forest fragmentation.

10. BUDGET INFORMATION

	SFY 1	SFY 2	SFY 3	Comments
Expenditures:	FY 24	FY	FY	
Personal Services	\$	\$	\$	
Operating Expenses	\$187,000	\$	\$	
Grants	\$694,000	\$	\$	
Total	\$881,000	\$	\$	
Revenues:	<i>\$861,000 - land acquisition</i>			
State Funds:	\$281,500	\$	\$	VHCB funds supporting the acquisition and associated project costs
Cash	\$	\$	\$	
In-Kind	\$	\$	\$	
Federal Funds:	\$412,500	\$	\$	LWCF funds being contributed toward the acquisition
(Direct Costs)	\$	\$	\$	
(Statewide Indirect)	\$	\$	\$	

(*Gift" of \$167,000.

STATE OF VERMONT REQUEST FOR GRANT (*) ACCEPTANCE (Form AA-1)

(Departmental Indirect)	\$	\$	\$	
Other Funds:	\$20,000	\$	\$	Value of bargain sale gift of Lot 3
Other Funds:	\$100,000			Value of bargain sale gift of Lot 5
Other Funds:	\$47,000			Private fundraising by Waterbury Land Initiative being sent directly to closing
Total	\$861,000	\$	\$	

Appropriation No:		Amount:	\$
		Total	\$

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:	# Positions	Title
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:
DocuSigned by: <i>Danielle Fitzko</i> 5BE1AA84753549F...	8/9/2025
Title: Commissioner, Department of Forests, Parks and Recreation	
Signature:	Date:
Signed by: <i>John A. Blawie</i> 000847D0051111E2	8/11/2025
Title: Secretary, Agency of Natural Resources	

14. SECRETARY OF ADMINISTRATION

Approved:	(Secretary or designee signature)	Date:
<i>SB</i>	<i>Sean Brown</i> F843164E8C83432...	10/9/2025 10:21:31

15. ACTION BY GOVERNOR

☒ Check One Box:		
☒ Accepted	(Governor's signature)	Date:
☐ Rejected		10/15/25

16. DOCUMENTATION REQUIRED**Required GRANT Documentation**

☒ Request Memo	☐ Notice of Donation (if any)
☒ Dept. project approval (if applicable)	☐ Grant (Project) Timeline (if applicable)
☐ Notice of Award	☐ Request for Extension (if applicable)
☐ Grant Agreement	☐ Form AA-1PN attached (if applicable)
☐ Grant Budget	

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). (See also 10 V.S.A. § 2606)



PO Box 31
Waterbury, VT 05676

Gunnar Nurme
Vermont Department of Forests, Parks and Recreation
1 National Life Dr., Davis 2
Montpelier, VT 05620-3901

RE: Perry Hill Expansion Project

Dear Gunnar,

This letter confirms the funding agreement between the Waterbury Land Initiative (WLI) and the Vermont Department of Forests, Parks and Recreation (FPR) in relation to the Perry Hill Expansion Project (AKA Gilpin Conservation Project). WLI hereby commits to raising \$47,000 of private funds to support the Perry Hill Expansion Project. These funds are intended to support the acquisition of 83.25 acres by FPR as an addition to C.C. Putnam State Forest. WLI anticipates having funds secured by October 1, 2025. Once WLI has secured the funds, and upon request of FPR, WLI will send \$47,000 to the closing agent to support FPR's purchase.

This funding agreement is made under the following conditions:

1. These funds must only be used to support the Perry Hill Expansion Project and may not be used for any other purpose.
2. If the Perry Hill Expansion Project fails to close by July 1, 2026 for any reason except for failure to secure funds by WLI, WLI will not send any funds to FPR. Further, if this project does not close by July 1, 2026, WLI reserves the right to return any private funds raised to their original grantors.
3. If WLI is unable to successfully raise \$47,000 to support the Perry Hill Expansion Project, FPR will then need to work to secure funding from other sources.
4. FPR will provide the remaining funding necessary for this acquisition. It is WLI's understanding that FPR has received funding from the Vermont Housing and Conservation Board (VHCB) and the federal Land and Water Conservation Fund (LWCF) for this project. If FPR is unable to provide the necessary remainder of funds needed to close, WLI will not send any money to closing.
5. FPR must receive all necessary approvals, including approval from the Governor and the legislative Joint Fiscal Office, before setting a closing date and requesting transfer of funds by WLI.
6. FPR must not set the closing date until WLI has confirmed to FPR that all necessary funds are secured.

Sincerely,

A handwritten signature in dark ink, appearing to read "Steve Hagenbuch".

Steve Hagenbuch, Duly Authorized Agent of WLI

8/26/25
Date

Acknowledged, accepted and agreed this 27 day of August, 2025

DocuSigned by:
By: A handwritten signature in dark ink, appearing to read "Danielle Fitzko".
58E1AA84753549F
Danielle Fitzko, Commisisoner of FPR



Project Overview Map
Gilpin Property, Waterbury

Cartographer: Gunnar Nurmie, August 2025



0 325 650 1,300 Feet

Scale: 1:10,000



Gilpin Property

C.C. Putnam State Forest

Perry Hill Trails



WATERBURY MUNICIPAL OFFICE

802.244.7033 OR 802.244.5858

FAX: 802.244.1014

28 NORTH MAIN ST., SUITE 1

WATERBURY, VT 05676

WATERBURYVT.COM

June 19, 2024

Mr. Gunnar Nurme
Land Acquisition Coordinator
Vermont Department of Forests, Parks and Recreation
1 National Life Drive, Davis 2
Montpelier, VT 05602

Re: Land Conservation Project in the Town of Waterbury

Dear Mr. Nurme:

I am writing this letter on behalf of the Selectboard for the Town of Waterbury. On June 3rd the Selectboard held a public meeting and discussed the Vermont Department of Forests, Parks and Recreation's (FPR) proposed acquisition of the Gilpin properties as an addition to the C.C. Putnam State Forest in partnership with the Waterbury Land Initiative (WLI).

The Board held a discussion regarding the proposed project, which would include the acquisition of two parcels totaling 83.25 acres, as well as the acquisition of a private right of way held over state land. During this discussion a number of topics were carefully considered, including the adjacent Perry Hill trail network and potential impacts on the Town. The Board heard from staff at FPR, and from the Gilpin family directly. The Board also took time to understand the tax implications of this transfer, FRP's proposed management of the property, and broader issues such as protecting forest fragmentation.

After weighing the matter at length, the Board voted unanimously in support of the project.

Please accept this letter as a show of their support. The Town of Waterbury does indeed benefit greatly by having an abundance of forest land within our borders, and the Perry Hill trail network in particular provides significant recreational and economic benefits to the Town.

Sincerely Yours,

Thomas Leitz
Municipal Manager
tleitz@waterburyvt.com
(802) 244-4300



State of Vermont
Department of Forests, Parks and Recreation
One National Life Drive, Davis 2
Montpelier, VT 05620-3801
[tdd] 800-253-0191

Agency of Natural Resources

MEMORANDUM

To: Jaye Pershing Johnson

Through: Danielle Fitzko, Commissioner, Department of Forests, Parks and Recreation

From: Gunnar Nurme, Land Acquisition Coordinator

Date: August 8, 2025

RE: Governor's approval for the acquisition of 83.25± acres as an addition to C.C. Putnam State Forest in the Town of Waterbury

Enclosed is a land acquisition memo for Governor Scott's review, to approve the Department of Forests, Parks and Recreation's (FPR) fee acquisition of 83.25± acres in Waterbury as an addition to the Perry Hill Block of C.C. Putnam State Forest. The 83.25-acre "Gilpin property" is proposed to be sold to FPR at a bargain sale value. FPR uses a variety of state and federal funding sources, as well as revenue generated by management activity, to implement management objectives.

The town of Waterbury is supportive of this acquisition. Funding for this acquisition, as well as associated project costs, will come from the Vermont Housing and Conservation Board, the federal Land and Water Conservation Fund, and private funds being provided by the Waterbury Land Initiative. The acquisition features a bargain sale gift of \$120,000, as well as private funds being contributed by the Waterbury Land Initiative. FPR is seeking approval to acquire the Gilpin property under 10 V.S.A §2606.

The following documents and information have been included in this package for Governor's approval:

- ☒ Property description
- ☒ Maps of the property and surrounding parcels
- ☒ Legal authority for the transactions
- ☒ Nature of the legal property interest to be acquired
- ☒ Description and role of partner organizations
- ☒ Clear statement of purpose of the acquisition
- ☒ Description of current uses, anticipated uses and limits on use
- ☒ Description of existing motorized and/or mechanized uses, including VAST trails on the property and surrounding areas
- ☒ Source of funds for the acquisition
- ☒ Long term plan for funding management expenses
- ☒ Evidence of local approval
- ☒ Assessed value and property taxes for the year of acquisition
- ☒ Other input received from interested parties
- ☒ Other relevant information

We plan to close on this acquisition by November 15 , 2025. We are seeking approval by October 10, 2025 to facilitate closing on the anticipated timeline.

If you have any questions regarding this acquisition, please contact me at 802-261-7140 or at gunnar.nurme@vermont.gov. Thank you.



State of Vermont
Department of Forests, Parks and Recreation
1 National Life Drive, Davis 2
Montpelier VT 05620-3801
[tdd] 800-253-0191
www.vtforest.org

Agency of Natural Resources

MEMORANDUM

To: Philip B. Scott, Governor

Through: Julia S. Moore, Secretary, Agency of Natural Resources

From: Danielle Fitzko, Commissioner, Department of Forests, Parks and Recreation

Date: October 2, 2025

Subject: Approval for the acquisition of 83.25± acres as an addition to C.C. Putnam State Forest

Your approval is requested for the acquisition of land pursuant to 10 V.S.A. § 6303 and 10 V.S.A. § 2606.

Description of Property

The Vermont Department of Forests, Parks and Recreation (FPR) plans to acquire 83.25± acres in Waterbury as an addition to C.C. Putnam State Forest. FPR is partnering with the Waterbury Land Initiative (WLI) on this project.

The property includes two adjacent parcels located off Black Bear Hollow and Perry Hill Road, adjacent to the Perry Hill Block of C.C. Putnam State Forest. The first parcel, "Lot 5", is 72.15 acres and is owned jointly by siblings Linda, Elizabeth, and Robert Gilpin. The second parcel, "Lot 3", is 11.10 acres and is owned solely by Elizabeth Gilpin. Collectively, Lot 3 and Lot 5 are hereafter referred to as the "Gilpin property" or the "Property." The family plans to sell the Property to FPR as an addition to C.C. Putnam State Forest at a bargain sale value.

The addition of the Gilpin property to the Perry Hill Block of C.C. Putnam State Forest will expand recreational opportunities for the public while also expanding recreational and management access to the State Forest. Upon acquisition by FPR, the land will be open to the public, expanding opportunities for hiking, hunting, cross country skiing, wildlife viewing, and other dispersed recreational activities on the Perry Hill Block. This project will also provide the opportunity to potentially build new recreational trails and expand the popular Perry Hill trail network in the future, should it be deemed appropriate through a long-range planning process involving public input. The nearest VAST trail is located approximately 1.3 miles northeast of the Property.

From a management perspective, this acquisition will greatly improve management access to the Perry Hill Block, which is currently lacking. Currently, the only management access to the Perry Hill Block involves accessing the land from the southern end on River Road, going over the railroad tracks and under Interstate 89. The acquisition of the Gilpin property will provide management access from Black Bear Hollow, which will significantly improve FPR's ability to manage the Perry Hill Block.

From an ecological perspective, conservation of the Property will protect against forest fragmentation around the State Forest's edges and will protect the forest's ability to function as a large unfragmented forest block within the Worcester Range to Northeastern Highlands Wildlife Linkage, a regionally significant wildlife corridor. Vermont Conservation Design identifies the land as part of a Highest Priority Interior Forest Block, as part of a Highest Priority Connectivity Block, and as a Highest Priority area for Physical Landscape Diversity. A tributary stream flows north from the Property to Graves Brook and ultimately the Winooski River.

The estimated annual PILOT payment for the Gilpin property is \$2,703.10 based on the town-assessed values of \$141,800 for Lot 3 and \$360,700 for Lot 5. The Town of Waterbury, through its selectboard, offered its support for FPR's acquisition of the Gilpin Property on June 19, 2024.

Review of Project

The Gilpin project was reviewed by the Agency of Natural Resources (ANR) Barre District Stewardship team on December 24, 2019, by FPR Commissioner Michael Snyder on December 24, 2020, and by ANR Secretary Julie Moore on January 28, 2021.

Ownership and Management

If this project is approved, the Gilpin property will be purchased by FPR who will then own the land in fee. The Property will be managed by FPR as a part of C.C. Putnam State Forest. Management of the land will be in accordance with the interim and long-range management plans for the Property and the State Forest. The Vermont Housing and Conservation Board will hold a Grant of Development Rights, Conservation Restrictions, and Public Access Easement on the Property, to be executed immediately prior to FPR's acquisition of the Property. Under FPR ownership, the Property will be open to the public in perpetuity for dispersed public access. Use of the Property will be limited to those uses permitted by the laws, ordinances, statutes and regulations of the State of Vermont and the Town of Waterbury, the policies of ANR and FPR, the interim and long-range management plan. Management of C.C. Putnam State Forest is undertaken by FPR staff, and other staff within ANR as necessary. FPR uses a variety of state and federal funding sources, as well as revenue generated by management activity, to implement management objectives.

Budget and Funding

The fair market appraised value of Lot 3 is \$200,000. The appraised fair market value of Lot 5 is \$625,000. Sellers have agreed to purchase prices lower than the appraised fair market value for each parcel (bargain sale), essentially offering FPR gifts. Elizabeth Gilpin plans to sell Lot 3 for (\$20,000 bargain sale donation), and Elizabeth, Linda and Robert Gilpin plan to sell Lot 5 for \$525,000 (\$100,000 bargain sale donation). Therefore, the total amount that FPR will pay for both parcels is \$705,000. Funding for this acquisition will come from the federal Land and Water Conservation Fund (LWCF), VHCB, and private funding being provided by the Waterbury Land Initiative (WLI). The private fundraising being provided by WLI will be sent directly to closing and will not come to FPR. Funding for associated project costs for this project comes from VHCB as well as WLI. VHCB is contributing \$15,000 as a stewardship contribution to FPR to go towards the ongoing management and stewardship of the Gilpin property as part of C.C. Putnam State Forest. Approval for gifts in the form of the two bargain sale donations as well as the WLI funds will be submitted separately.

APPROVAL FOR LAND ACQUISITION

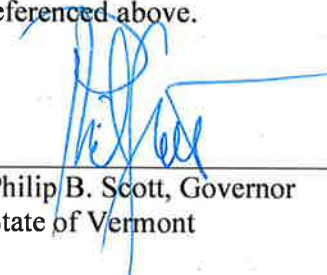
We, the undersigned, hereby approve the acquisition of 83.25 acres in Waterbury, Vermont from members of the Gilpin Family by the State of Vermont, Agency of Natural Resources, Department of Forests, Parks and Recreation as an addition to C.C. Putnam State Forest

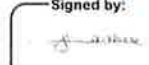
This approval is pursuant to Title 10, Chapter 155, Section 6303(a) and Chapter 83, Section 2606(a) VSA for acceptance of the land acquisition referenced above.

10/15/25
Date

10/3/2025
Date

10/3/2025
Date


Philip B. Scott, Governor
State of Vermont

Signed by:

660847D8D5144E2
Julia S. Moore, Secretary
Agency of Natural Resources

DocuSigned by:

5BE1AA84753549F
Danielle Fitzko, Commissioner
Department of Forests, Parks and Recreation