

**STATE OF VERMONT
PUBLIC SERVICE BOARD**

Petition of Champlain VT, LLC d/b/a TDI New England)
for a Certificate of Public Good, pursuant to 30 V.S.A. §248,)
authorizing the installation and operation of a high voltage)
direct current (HVDC) underwater and underground electric)
transmission line with a capacity of 1,000 MW, a converter)
station, and other associated facilities, to be located in Lake)
Champlain and in the Counties of Grand Isle, Chittenden,)
Addison, Rutland, and Windsor, Vermont, and to be known)
as the New England Clean Power Link Project (“NECPL”))

Docket No. _____

**PREFILED DIRECT TESTIMONY OF STEPHEN A. OLAUSEN
ON BEHALF OF CHAMPLAIN VT, LLC**

December 8, 2014

Summary:

Mr. Olausen provides testimony regarding potential impacts to historic sites (extant historic architectural properties) along the NECPL’s overland route, under 30 V.S.A. § 248(b)(5) and 10 V.S.A. § 6086(a)(8) (Historic Sites).

Exhibit Number	Name of Exhibit
TDI-SAO-1	Resume
TDI-SAO-2	NECPL Architecture Technical Report – Overland Route (PAL)
TDI-SAO-3	NECPL Architecture Report – App. A – Maps (PAL) – Oversize, Vol. 5

1 **Q1. Please state your name and position relative to this project.**

2 A1. Response: Stephen A. Olausen, Executive Director and Senior Architectural Historian, The
3 Public Archaeology Laboratory, Inc. ("PAL"), 26 Main Street, Pawtucket, Rhode Island.
4

5 **Q2. Please describe your qualifications and expertise.**

6 A2. Response: I hold a Master's Degree in Public History from the University of South Carolina
7 and have worked as a cultural resource management consultant for 27 years. Before joining
8 PAL as a Senior Architectural Historian in 1997, I served as the Vice President and Project
9 Manager for Historic Property Associates, Inc., in St. Augustine, Florida. I have conducted
10 hundreds of historic architectural survey and planning projects in the Eastern United States
11 and have extensive experience in the evaluation and registration of historic properties. Areas
12 of expertise include Section 106 of the National Historic Preservation Act consultation,
13 National Register nominations, Historic American Buildings Survey/Historic American
14 Engineering Record documentation, environmental compliance documentation, Section 4(f)
15 of the Department of Transportation Act evaluation, cultural resource management plans,
16 architectural design guidelines, and historic preservation tax incentive projects. A key
17 function of my position is assessing the effects of construction projects and other
18 undertakings on historic properties. My resume is attached as *Exhibit (Exh.) TDI-SAO-1*.

19

20 **Q3. Have you previously testified before the Public Service Board or in other judicial or**
21 **administrative proceedings?**

22 A3. Response: Yes, I have provided written testimony on behalf of New England Power (NEP),
23 d/b/a National Grid, for the upgrade of the Y25N transmission line and the associated

1 addition of a 69 kV circuit breaker at NEP's Searsburg Substation #9 in Wilmington,
2 Vermont and the Bellows Falls Revitalization Project, which consisted of modifications to
3 NEP's 115kV and 69kV substations at the Bellows Falls Hydroelectric Project in Bellows
4 Falls, Vermont. I have also provided written testimony in support of a TransCanada Hydro
5 Northeast, Inc. project to relocate transformers, switch gear, and buswork to the Bellows
6 Falls Hydroelectric Project in Bellows Falls, Vermont.

7
8 **Q4. What is the purpose of your testimony?**

9 A4. Response: I testify regarding potential impacts to historic sites (extant historic architectural
10 resources) along the NECPL's overland route, under 30 V.S.A. § 248(b)(5) and 10 V.S.A. §
11 6086(a)(8) (Historic Sites).

12
13 **Q5. What work have you performed concerning the effects of TDI-NE's proposed project
14 on Historic Sites—and specifically, extant historic architectural resources?**

15 A5. Response: In conjunction with a PAL Architectural Historian, I conducted an historic
16 architectural reconnaissance survey and effects assessment, which identified known and
17 potentially significant historic architectural resources within the vicinity of the Project and
18 assessed the Project's effects on those resources that are listed or eligible for listing in the
19 National/State Register. The findings of the survey are contained in the report that is
20 attached to my testimony as *Exh. TDI-SAO-2* and the report's survey maps are provided as
21 *Exh. TDI-SAO-3*.

22

23

1 **Q6. Have you relied on the work of any other experts concerning this Project?**

2 A6. Response: Yes, certain information about the historic sites within the Project area was
3 applicable to both historic architectural resources and archaeological resources. For such
4 information, I consulted Kristen Heitert, Senior Archaeologists, who conducted a Phase IA
5 archaeological reconnaissance survey for the Project. TRC provided information about the
6 route of the transmission line and its associated facilities, which was used to delineate the
7 study area for the historic architectural resources reconnaissance survey.

8
9 **Q7. Have you provided project information to other experts in support of their section**
10 **248 testimony and if so, what?**

11 A7. Response: No.

12

13 **30 V.S.A. § 248 (b)(5) and 10 V.S.A. § 6086(a)(8) – Historic Sites**

14 **Q8. Did you review and consider impacts to historic structures?**

15 A8. Response: Yes.

16

17 **Q9. Please describe how you identified known and potential historic architectural**
18 **resources.**

19 A9. Response: The methodology for the historic architectural reconnaissance survey was
20 designed to identify historic architectural properties, including districts, buildings, structures,
21 objects, and sites within the Project study area that are listed or potentially eligible for listing
22 in the National and/or State Register of Historic Places (“National/State Register”) (see our
23 Historic Architectural Survey Report, at pp. 7-8). The survey was conducted in accordance

1 with the standards and guidelines established by the National Park Service's (NPS) *National*
2 *Register Bulletin No. 24, Guidelines for Local Survey: A Basis for Preservation Planning* (NPS 1985),
3 and the NPS's *National Register Bulletin No. 15, How to Apply the National Register Criteria for*
4 *Evaluation* (NPS 1997).

5 The initial step in the survey process was to establish a study area that would take
6 into account the potential effects of the Project on historic architectural resources. In
7 consultation with the Vermont Division for Historic Preservation ("VDHP"), the study area
8 was defined as including properties within or immediately adjacent to the transportation
9 ROWs in which the electrical transmission cable is to be buried and the area within potential
10 visual range of new aboveground facilities. The only instance of the latter is the proposed
11 Converter Station in Ludlow, VT.

12 Once the study area was determined, PAL visited the VDHP to review the Historic
13 Sites and Structures Survey ("HSSS Inventory"), which comprises Vermont's inventory of
14 historic buildings and structures that are significant for their historic, architectural, and/or
15 engineering merit. PAL obtained copies of all available HSSS Inventory forms for
16 properties within the study area and collected other pertinent information, such as town
17 survey reports and historical maps and atlases. PAL also consulted the online National
18 Register Information System (NRIS) to confirm National Register listings for some
19 properties and download information. The information gathered during the review was used
20 to gain general information regarding the types of resources extant in the study area and to
21 identify properties for which National/State Register eligibility evaluations have been
22 completed.

1 Fieldwork for the historic architectural reconnaissance survey was conducted by two
2 PAL architectural historians in July 2014 and by a PAL architectural historian and
3 archaeologist in September 2014. The fieldwork included driving the proposed route and
4 surveying previously recorded properties to assess their current condition and identifying
5 other properties within the Area of Potential Effect (“APE”) that appeared to be at least 50
6 years old.

7 During the fieldwork, the survey team confirmed the preliminary APE based on the
8 nature and extent of the view to and from the Project ROW. Each surveyed property was
9 photographed with a high-resolution digital camera and its location was plotted on a base
10 map. Data regarding the current condition and significant characteristics of each property
11 were recorded, and the information on the inventory forms for previously surveyed
12 properties was verified. Preliminary National Register eligibility assessments and the
13 potential impacts of the Project on each property were noted.

14 Each property identified during the fieldwork was evaluated for listing in the State
15 and/or National Registers using the National Park Service criteria for listing significant
16 properties in the National Register (36 CFR 60). The criteria are broadly defined to include
17 the wide range of properties that are significant in American history, architecture,
18 archaeology, engineering, and culture. The quality of significance may be present in districts,
19 sites, buildings, structures, and objects that possess integrity of location, design, setting,
20 materials, workmanship, feeling, and association. The criteria (known by the letters Criteria
21 A–D) allow for the listing of a property that has one or more of the following characteristics:

- 22 A. A property associated with events that have made a significant contribution to
23 the broad patterns of our history; or

1 B. A property associated with the lives of persons significant in our past; or

2 C. A property that embodies the distinctive characteristics of a type, period, or

3 method of construction, or that represent the work of a master, or that possess

4 high artistic values, or that represent a significant and distinguishable entity

5 whose components may lack individual distinction; or

6 D. A property that has yielded, or may be likely to yield, information important to

7 prehistory or history.

8 Because of the preliminary nature of the evaluation, the National Register criteria for
9 evaluation were broadly applied to ensure that all properties that appeared to have at least
10 some potential for listing in the National Register were considered during the assessment of
11 Project effects.

12 A total of 57 properties that met the criteria for inclusion in the survey were
13 recorded within the Project Study Area. Of that number, three properties are listed in the
14 National Register, 16 are listed in the State Register and four were evaluated by PAL as
15 potentially eligible for listing in the State/National Registers (see our Historic Architectural
16 Survey Report, at pp. 9-10). Thirty-four properties were evaluated as ineligible for listing in
17 the State/National Registers.

18
19 **Q10. Please describe your assessment of potential impacts to any historic structures along**
20 **the Project corridor.**

21 A10. Response: The results of the identification survey were used to assess the impact of the
22 Project in accordance with the standards required by Section 248(b)(5), which states that a
23 proposed project “will not have an undue adverse effect on . . . historic sites,” taking into

1 consideration 10 V.S.A. § 6086(a)(8). The methods employed by PAL to assess the Project's
2 effects conform to those used to evaluate such effects in accordance with Section 106 of the
3 National Historic Preservation Act of 1966, as amended (36 CFR 800) and the so-called
4 "Middlebury College decision" which the Public Service Board uses to determine the extent
5 of a Project's impacts on historic sites (see our Historic Architectural Survey Report, at p. 8).

6 Impacts on historic properties are assessed by determining the extent to which a
7 property's qualities of significance and integrity are diminished by an undertaking. Impacts
8 may be direct or indirect. Direct impacts are those that physically change a property through
9 demolition, alteration, relocation, or the introduction of inappropriate new construction.
10 Indirect impacts are those associated with construction of new developments outside the
11 boundaries of a historic property that may diminish the integrity of a property by causing
12 physical or atmospheric changes. There are a number of potential indirect impacts, but the
13 most common is caused by the introduction of new buildings or structures that might alter
14 the setting or other qualities of significance of an historic property.

15 The National Register of Historic Places defines the qualities of significance as
16 aspects of a property's associations with events, persons, and/or distinctive architectural or
17 engineering features that are important in and contribute to our understanding of American
18 history, architecture, archaeology, engineering, and culture. The qualities of historic integrity
19 define the authenticity of a property's historic identity, evidenced by the survival of physical
20 characteristics that existed during the period when the property achieved its historic
21 significance (see our Historic Architectural Survey Report, at pp. 7-8).

22 There are seven qualities of historic integrity: location, design, setting, materials,
23 workmanship, feeling, and association. Location, design, materials, and workmanship fall

1 into the category of physical qualities of integrity, that is, they are inherent elements of the
2 physical characteristics of a property. Feeling and association are subjective qualities that are
3 largely dependent on an individual's ability to recognize a property as historic through its
4 visual appearance or place in history. Setting may be either physical, as in the case of the
5 immediate surroundings that contribute to a property's historic appearance, or subjective. In
6 the latter instance, a new development outside the boundaries of a National Register
7 property may, for instance, have an adverse impact on a property if views looking outward
8 are an important element of its qualities of significance. In such a case, the new,
9 incompatible construction may be considered an "adverse effect" if it significantly alters the
10 integrity of the property's historic viewshed.

11 The elements of the Project that were found to have potential effects on historic
12 architectural resources consisted of the direct physical effects that the construction of the
13 underground transmission line would have, the direct and indirect effects associated with the
14 construction of the Converter Station, and the acquisition and future disposition of
15 properties by TDI-NE for the Project.

16
17 **Q11. Did you reach a conclusion about the impact of the Project on historic resources?**

18 A11. Response: Yes, based on the results of the survey and effects assessment, the construction of
19 the proposed transmission line and the Converter Station will have no adverse direct or
20 indirect effect on any of the historic architectural resources (see our Historic Architectural
21 Survey Report, at pp. 11-63). The construction of the transmission line will occur almost
22 entirely within public transportation ROWs and will not cause any physical impact that will
23 diminish the integrity of any of the identified historic resources. The construction of the

1 Converter Station will occur on an undeveloped wood parcel that has heavy white pine
2 screening on all sides and will not be visible to or from any historic property.

3 TDI-NE has acquired two properties that are listed in the State Register: the S. Mott
4 House on Bay Road in Alburgh, and the Augustus G. Fullam House on Nelson Road in
5 Ludlow. The Mott House is on TDI-owned property that is to be used for the transition of
6 the cable route from land to Lake Champlain (see the prefiled direct testimony of
7 Jessome/Martin/Bagnato and their exhibits depicting the route). The house is currently
8 vacant.

9 The Fullam House is on TDI-owned property that is directly adjacent to the
10 Converter Station site; the station's access road will run through the property. The house is
11 currently being leased to a residential tenant.

12 According to TDI-NE, plans for the future disposition of these properties have not
13 yet been developed. As a consequence, PAL was unable to fully assess the effects of the
14 property acquisition on those two resources. PAL, therefore, recommends that TDI-NE
15 develop a plan and provide the information to the Vermont Division for Historic
16 Preservation for comment.

17
18 **Q12. Does this conclude your testimony at this time?**

19 A12. Response: Yes.

20