Vermont’s Heritage at Risk:
Findings and Preliminary Recommendations of the Vermont Connecting to Collections Project

Introduction

In 2003, the Institute of Museum and Library Services (IMLS) funded Heritage Preservation, the National Institute for Preservation, to check on the condition of collections in America’s museums and libraries. The startling 2005 report, written from the findings of a national survey, is appropriately titled, *A Public Trust at Risk: The Heritage Health Index Report on the State of America’s Collections* (to see the report go [www.heritagepreservation.org/hhi/full.html](http://www.heritagepreservation.org/hhi/full.html)).

What were the findings? Twenty-six percent of collecting institutions do not have environmental controls to protect their collections from damaging effects of temperature, humidity, and light. Improper storage has led to damage of collections in 65% of surveyed institutions. Most surprising, in this age of heightened security, was the discovery that over 80% of collecting institutions do not have an emergency plan that includes collections.

In order for collections to survive and enrich Americans into the 21st century the Heritage Health Index (HHI) report recommended that the following actions must be taken:

- *Institutions must give priority to providing safe conditions for the collections they hold in trust.*
- *Every collecting institution must develop an emergency plan to protect its collections.*
- *Every institution must assign responsibility for caring for collections to members of its staff.*
• **Individuals at all levels of government and in the private sector must assume responsibility for providing the support that will allow these collections to survive.**

Additionally, IMLS started another initiative with its Connecting to Collection program, funding statewide projects to find out about the specific needs of individual states. The Vermont Connecting to Collections Project is one of those statewide initiatives.

### The Vermont Connecting to Collections Project

Vermonters have always taken great pride and interest in their heritage. During the last 50 years communities have founded historical societies and museums to collect artifacts and documents to preserve local cultural heritage. Libraries also flourished during the last century and many serve as the repository for local history collections. In the public sector, all municipal clerks maintain and preserve local legal records and have accumulated vast land records. State probate courts in Vermont’s 14 counties house personal estate and other legal archives. Consequently, the majority of Vermont’s cultural and historical memory is cared for by 300 historical societies, historic sites, and museums; 186 public and 24 academic libraries; 248 municipal offices; and 18 probate courts.

In 2008, the Vermont Historical Society (VHS), with a grant from the Institute of Museum and Library Service’s Connecting to Collection program, undertook the task of discovering the status of collections care at these various private and public institutions. The Vermont Connecting to Collections Project (VT CtoC) is a partnership of VHS, the Vermont Museum and Gallery Alliance (VMGA), the Vermont Department of Libraries (VDoL), the Vermont Division for Historic Preservation (VDHP), and the Vermont State Archives (VSA). To gather information a survey was distributed, asking these various collecting institutions about the care and condition of the collections they hold in public trust. The findings of the survey are shocking. Vermont’s cultural heritage is at risk, not only from physical deterioration and destruction, but from loss of intellectual control. What follows are the findings of the survey and the recommendations of how we, as Vermont citizens, professional and volunteer, can help our local and state institutions take care of these invaluable materials.

The VT CtoC Advisory Committee, comprised of staff from partnering organizations and interested professionals, met in May 2008 to discuss how to implement plans and to review draft survey questions. The survey was sent in mid-July 2008 to 776 Vermont collecting institutions via electronic and regular mail. Two graduate student interns answered respondents’ questions and helped them complete the survey either online or on paper. They coordinated and organized six regional workshops to promote and explain the project and traveled around the state to various collecting institutions, gathering anecdotal materials and taking photographs. When the survey closed at the beginning of September 2008, 292 institutions had completed the survey for
a very successful 37.6% return rate. Susie Wilkening, an independent consultant with experience writing and analyzing surveys, completed her report on in March 2009. (To see Wilkening’s report go to [www.vermonthistory.org](http://www.vermonthistory.org).

**Who Answered the Survey?**

Institutionally, the respondents self-identified as shown in the following chart. The 292 survey respondents represent a broad range of institutions: from large professionally staffed museums and libraries such as the Shelburne Museum and Bailey Howe Library’s Special Collections at the University of Vermont; medium-sized town offices and historical societies with a few paid staff such as Barre City and the Woodstock Historical Society; and small historical societies and museums such as Rokeby Museum and the Brattleboro Historical Society, run by part-time paid or all volunteer staff. Responses came from all counties in the state with the highest number of responses coming from Windsor County (40) and the lowest from Essex County (5).

Many of the HHI and VT CtoC survey questions were the same, but results cannot always be compared directly because of the inclusion of Vermont’s municipal clerks and probate courts. Some comparisons of the Vermont to HHI findings reflect the type of institutions that own collections in Vermont. Vermont had more than double the number of historical societies responding to the survey (28%) than did HHI (11%). Of Vermont’s respondents, 52% are non-profits, 35% are municipal or county agencies, and 6% were state or academic institutions. In contrast, in the HHI sample, 42% were non-profits and 17% were academic institutions. Vermont also has a higher percentage of institutions identifying as having more than one function (80%), such as an historical society with an archive, compared to the national survey (67%).

**What Do These Institutions Have in Their Collections?**

The following table shows the types of collections owned by Vermont institutions compared to the national HHI survey.
Since municipal clerks and courts were included in the Vermont survey, it is not surprising that Vermont has a significantly higher percentage of paper-based materials compared to the national sample. Significantly, 33% of the Vermont’s institutions own historic buildings, a question not asked by HHI.

Vermont’s libraries for the most part do not define themselves as collecting institutions in the same way as the other institutions that responded to the survey, and most do not consider collections care a primary part of their mission. But because of their often long-term and historic standing in a community, they have become the default repository for important collections. When asked, many libraries indicated that they own considerable numbers of non-book collections. Caring for these collections poses challenges for already overburdened public libraries.

As one librarian commented in the survey, “We are not funded to take care of historical collections and hardly have the funds to do our day-to-day business.”
Condition of Collections

Institutions were asked about current storage conditions, security, environmental controls, collections needs, and loss or damage that has happened to collections in the past. Vermont is fortunate in that it usually does not have to deal with major disasters such as hurricanes, tornados, or earthquakes. Fires and floods have taken their toll in Vermont, but mostly in relatively short-term events. More damaging to collections is the insidious day-to-day deterioration that takes place due to poor storage and environmental conditions. Improper handling and cramped storage; fading and weakening of materials due to excessive light; mold growth from high humidity and temperatures; and cracking, checking, and buckling as a result of short-term dramatic temperature and humidity changes are common problems. The chart that follows shows that the majority of institutions do not have sufficient environmental controls to protect their collections.

The lack of environmental controls has a direct relationship for the causes of damage and loss to collections as illustrated by institutional responses in the graph below.
On the positive side, Vermont institutions have relatively high percentages of responses of “no losses” due to fire (88%) and vandalism (81%).

Vermont’s findings are on par with the national HHI survey and are cause for major concern. Further refinement of information revealed that 19% of all Vermont institutions have no temperature, humidity, or light controls in storage areas. Of these respondents, 44% are public libraries and 24% are historical societies. Additionally, these organizations generally have no collections planning documents and 40% have budgets under $5,000 a year. This reflects a disturbing amount of threat to Vermont collections, with significant proportions of collections not housed in secure and environmentally safe environments—especially at the smallest institutions. With only 26% of all areas having monitoring equipment in, which is key in determining how to control environmental conditions, Vermont institutions need help in setting priorities and planning.

Since 70% of Vermont institutions own the facilities where their collections are housed adding security systems, environmental controls, improved light levels, and the additional storage space many need seems like an overwhelming task especially since 52% have budgets less than $25,000.

**Collections Planning**

The Vermont Connecting to Collections survey asked a series of questions to determine how great a priority collections are to collecting organizations, and whether organizations are making plans to properly care for their collections into the future and to plan for possible future disasters.
Two-thirds of Vermont organizations responded that collections preservation is supported by their mission, while 25% said it is not and 10% did not know. Of those who said it was not in their mission, 68% are public libraries.

The usual process for developing a collections preservation plan is to complete a survey of collections (usually carried out by a professional), to assess needs and priorities, and then to write the summary document. Nearly half of Vermont organizations, 49%, have not carried out a survey of the general collections, compared to 35% of the national HHI survey. Few organizations have up-to-date collection preservation plans in Vermont (only 8%), but respondents to the HHI survey showed they are doing slightly more preservation planning (9%).

Most disturbing was the finding about emergency preparedness. The HHI survey found that a disconcerting 50% of its respondents do not have an up-to-date plan. Unfortunately, as the following chart shows, Vermont is even less prepared for emergencies, with 67% of institutions responding that they have no plan. Vermont collections are vulnerable; as many organizations are not exactly sure what they possess or what condition their collections are in. In the event of an emergency, precious time, resources, and valuable collections may be lost as staff scramble haphazardly to preserve and save what they can, instead of following a plan that strives to ensure the best care for collections.

Collections Catalog

Collections catalogs are the method by which institutions keep track of what they own. Information in these records can include description, size, location, donor, provenance, and location. A library’s catalog usually includes title, brief description, size, and location. A museum or historical society’s catalog record can include all of the above as well as detailed information on an object’s history, local context and association, and research and exhibition information. At municipal offices and courts, indexes and catalogs make it possible for users to find information about land transactions and estate information. Catalogs make it possible to access information, maintain intellectual control, and at a minimum locate individual collection
items. Without a written catalog, long-term physical and intellectual accessibility to collections by the public is not possible. What is lost, particularly in museums and historical societies are the individual stories associated with unique objects. In Vermont and in the HHI study, a minority of organizations have cataloged more than 75% of their collections, and few claim 100% completion. The percentages of Vermont’s cataloging record can be seen below. The most disturbing information is that over 25% of institutions do not have any catalog and an additional 5% said they do not know if they have a catalog.

![Collections Cataloged](chart)

It is clear from these findings that there is a significant percentage of organizations that do not have intellectual control of their collections and are unsure of needs and best practices.

**Budgets and Funding Sources**

Not surprisingly, the greatest contrast between Vermont and the HHI study comes with comparisons of budgets. While 68% of Vermont organizations have yearly budgets under $100,000, HHI had only 44%. Additionally, the national sample is over four times more likely to have budgets over $500,000 a year (27%)

![VT Annual Budget Size](chart)
nationally), versus only 6% in the Vermont sample. The breakdown of Vermont annual operating budgets is shown below.

Unfortunately, a weakness in the Vermont survey was not giving an option for even smaller figures for budgets, such as $1,000 or even $500 per year. As one recipient responded, “Our budget is WAY less than $5,000. It’s more like $100.” With 50% of Vermont’s collecting institutions operating with less than $25,000 a year, it is not surprising that collections care suffers, especially since 70% of these institutions own buildings and have to pay for skyrocketing energy and building maintenance costs.

When asked if funds were sought specifically for preservation projects, only 29% of respondents had done so. Of those that have sought preservation money, most have relied on individual donors (44%) or foundations (40%). Of the 21 organizations that did seek statewide funding, 43% requested funding from the Preservation Trust of Vermont, 34% from the Vermont Division for Historic Preservation, and 14% from the Vermont Cultural Facilities program. It is clear that when money for preservation is requested, it is usually for capital improvements to historic buildings, which is what these three funders underwrite. The 20 organizations that have applied for federal funding usually applied to IMLS (48%) or the National Endowment for the Humanities (48%). The reasons why most institutions did not seek funding are shown below.

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<th>Why Requests Not Made to Outside Funding Sources?</th>
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<td>Lack of time &amp; expertise</td>
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<td>Unaware of sources</td>
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<td>Curatorial information needed</td>
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Most small institutions do not have the time or knowledge to go beyond their own communities for financial help. As funders continue to increase their requirements, request more information on their applications, and only provide for online filing, Vermont’s many volunteer or part-time staffed institutions find the process frustrating, overwhelming, and exclusionary.
A little money can make a big difference to collections care no matter the budget size of an institution. In Vermont, even organizations with substantial budgets are still struggling to adequately care for their collections.

**Staffing**

Since a majority of Vermont collecting institutions have annual budgets of less than $25,000, it is not surprising that they do not have staff solely dedicated to collections care. The chart below shows the primary staffing of the institutional groups. The number in parentheses indicates the number that responded to the questions about staffing. The 49 municipal clerks represent 19% of the 248 municipal offices in the state, but all of Vermont’s municipal offices have paid full-or-part-time help. For 86% of historical societies that responded, their day-to-day business is run by volunteers, while all of the probate courts have full-time paid staff. Even for those with paid staff (with the exception of the courts), all these organizations also indicated that they depended heavily on volunteers to complete their work.

In terms of paid staff, nearly two-thirds of organizations, or 63%, have no one dedicated to collections at all, not even for one hour per week. Nearly one-third, 31%, have up to one full-time equivalent, and 6% have two or more. In contrast, only half of the national HHI respondents had no paid staff dedicated to collections.

**Institutional Needs**

The following chart shows what areas Vermont institutions have determined are a need for taking care of their collections.
Most Vermont institutions have a good sense of what they need in order to take care of their collections, but lack the staff, money, and expertise to do so. When asked their preferred type of instruction, 49% indicated that they prefer workshops. As the chart shows, however, they are not willing or able to spend much money for a full day of training. None of the respondents were willing to spend over $250.

Finding the most popular and affordable type of educational assistance for institutions will be key to collections care in Vermont.

**Preliminary Recommendations**

No one takes comfort in the fact that Vermont’s findings mirror or only slightly lag behind those of the national HHI survey. The disturbing results about the care of Vermont’s cultural heritage, in particular the lack of emergency planning, environmental controls, and low percentages of collections cataloged, need action. The VT CtoC Advisory Committee strongly endorses the actions set forth in the HHI report and hope this report will make Vermont citizens aware of the needs of its collecting institutions.

There are successful models that have worked in Vermont. Survey respondents indicated that the work of the Vermont Museum and Gallery Alliance (VMGA) played an important role in
education and improvement in collections care. Findings show that there is a strong correlation between membership in VMGA and higher levels of collections preservation. VMGA’s collections care workshops drew participants not only from their membership – museums, galleries, and historical societies – but also from libraries and municipal clerks. Many of the collections surveys at Vermont’s smaller institutions were conducted by VMGA. Unfortunately, VMGA can no longer afford to pay for a staff person to manage and implement its programs and it is currently being run by its volunteer board.

The programs funded by National Historic Publications and Records Commission and administered by the Vermont Historical Records Advisory Board (VHRAB), resulted in many collections surveys and cataloged collections at Vermont libraries and archives. Though VHRAB has been moribund for a few years, it is about to be reactivated in order to take advantage of possible re-grant funding from the National Archives. The Vermont Municipal Clerks and Treasurer’s Association (VMCTA) has been effective in providing training for municipal clerks. The preservation fees charged by municipal offices do make a difference in collections preservation, if the fees are implemented. The state funded Vermont Cultural Facilities grants, administered by the Vermont Arts Council (VAC) with a coalition of the VAC, VHS, VMGA, and VDHP, are invaluable in providing capital building assistance to many of Vermont’s public institutions. Historic preservation funding and ongoing assistance from the field services staff of the Preservation Trust of Vermont have helped save many of Vermont’s important historic structures. The Vermont Division for Historic Preservations continues to provide advice on building preservation and small grants, but like all state agencies its budget is being cut.

Staffing size in Vermont’s collecting institutions is not going to change, especially in these tough economic times. Small volunteer not-for-profits cannot sustain ongoing annual fundraising efforts to pay for staff and for many it is not a priority. Vermont’s largest institutions are struggling to even maintain the status quo as they are hit by high energy and health care costs as well as the loss of funding from both private and public sources.

So what are the initial recommendations from the VT CtoC Advisory Committee? The first priority is emergency preparedness because a staggering 67% of institutions do not have an emergency plan, and respondents see the necessity of working on this area since they indicated it as their highest need (72%). In order to help institutions create emergency plans, Vermont needs to build on existing resources and partnerships by trying to do the following:

- Apply for IMLS’s Connecting to Collections implementation grant. The VT CtoC Advisory Committee will develop a plan to provide training and assistance for collecting institutions to write their own emergency plans.

- Work through existing networks maintained by VHS, VMGA, VT DoL, and VT State Archives to promote the importance of emergency planning, making
available examples of model emergency plans, and provide updated information in one central online location. The VT CtoC survey indicates that most institutions have access to the internet, and as Vermont’s online infrastructure improves, this communications network will be key.

- Provide annual re-training opportunities for Vermont’s Emergency Disaster Team, a group of professionals from museums, historical societies, archives and municipal offices who have received instruction in how to help institutions preserve and recover collections after an emergency.

- The Vermont Historical Society has received a $7,500 grant from Heritage Preservation to join their Alliance for Response project. A statewide committee of professionals, including state emergency managers, collecting institutions, and other interested parties, will plan and implement an informational workshop on August 30, 2009, to facilitate interactions between these groups and emergency first responders. The committee will build on this program to maintain these lines of communications.

- Look into the possibility of creating regional storage spaces for emergency supplies that would be available in case of a disaster to any collecting institutions.

- Annually promoted National Emergency Preparedness Day, May 1, a day for all institutions to update their emergency plans and provide annual staff training.

- Through existing networks, take count of which organizations have written an emergency plans and evaluate the effectiveness of these various efforts and disseminate best practices and models.

During this initial project, all partners need to begin planning for the future phases of preservation efforts to help institutions with their next greatest needs of creating adequate environmental conditions and cataloging. Vermont institutions with networks and missions that serve statewide collecting institutions, such as VHS, VMGA, VDHP, VDoL, and the VSA, need to be involved in plans for funding from potential re-grant programs planned by the National Archives and IMLS. Any successful methods and models developed during the emergency planning project need to be built on for the next phases. The public needs to be kept informed about any preservation projects in their communities so that they understand the need for ongoing support for the care of Vermont’s important heritage collections. The many Vermont communities that have an historical society, municipal office, and library in their midst need to understand the true costs of maintaining these collections held in the public trust.
Acknowledgements

Thanks to the Institute of Museum and Library Services for funding this project and Kristen Overbeck Laise, Heritage Preservation, for helpful suggestions and for allowing VHS to use many of the same questions as in the HHI survey. This project would not have been possible without the work of summer interns Laura Brill and Emily Voss, survey analysis by Susie Wilkening, and the recommendations of the Vermont Connecting to Collections Advisory Committee. Most of all our deep appreciation goes to the 292 institutions that answered the survey (listed below).

Jacqueline Calder, Project Director

The Vermont Connecting to Collections Advisory Committee

Jacqueline Calder – Curator, Vermont Historical Society
Paul Carnahan – Librarian, Vermont Historical Society
Eileen Corcoran – Director, Vermont Museum and Gallery Alliance
Mary Jo Davis – Paper conservator in private practice
Paul Donavan – Reference Librarian, Vermont State Library
John Dumville – Chief of Historic Sites, Vermont Division for Historic Preservation
Kevin Graffagnino – former Director, Vermont Historical Society
Mark Hudson – Director, Vermont Historical Society
Richard Kerschner – Chief Conservator, Shelburne Museum
Ann Lawless – Director, American Precision Museum
Jeffery Marshall – Head of Special Collections, University of Vermont
Sybil Brigham McShane - retired Vermont State Librarian
Martha Reid – Vermont State Librarian
Gregory Sanford – Vermont State Archivist
Institutions that Responded to the Vermont Connecting to Collections Survey

Alburgh Historical Society, Inc.
Aldrich Public Library
American Precision Museum
Arvin A. Brown Public Library
Bailey/Howe Library
Baldwin Memorial Library
Barnet Public Library
Barre Historical Society
Baxter Memorial Library
Bennington Battle Monument
Bennington College
Bennington Free Library
Bennington Museum
Bennington Museum Library
Bent Northrop Memorial Library
Berkshire Historical Society
Berlin Historical Society
Bethel Historical Society
Billings Farm & Museum
Black River Academy & Historical Society
Bradford Public Library
Bradley Law Office State Historic Site
Brattleboro Historical Society
Bridport Historical society
Brooks Memorial Library
Brownell Library
Burke Mtn. Club/East Burke Community Library
Burlington College Library
Burnham Memorial Library
Cabot Historical Society Inc.
Caledonia Probate Court
Calvin Coolidge Memorial Foundation
Cambridge Historical Society
Carpenter-Carse Library
Castleton Women's Club
Charleston Historical Society
Chelsea Historical Society
Chimney Point State Historic Site
Chittenden Historical Society
Chittenden Public Library
City of Burlington-Clerk/Treasurer Office-City Hall
Cobbleigh Public Library
Colchester Historical Society
Corinth Historical Society
Cornish Colony Museum
Cornwall Free Public Library
Danville Historical Society, Inc.
DAR John Strong Mansion Museum
Dorset Historical Society
Dover Historical Society
Duxbury Historical Society, Inc.
East Montpelier Historical Society
Eliot D, Pratt Library
Essex Community Historical Society
Essex County Courthouse
Estey Organ Museum
Eureka Schoolhouse
Fair Haven Probate Court
Fairbanks Museum & Planetarium
Fairlee Public Library
Farrar House - Weston Historical Society
Fletcher Free Library
Fletcher Memorial Library
Gilbert Hart Library
Glover Historical Society
Goodrich Memorial Library
Goshen Town Office
Grand Isle Free Library
Grass Roots Art & Community Effort
Green Mountain Perkins Academy and Historical Soc.
Greensboro Historical Society
Groton Free Public Library
Guildhall Public Library
Guilford Historical Society
Halifax Historical Society
Hartford Historical Society
Hartford Probate Court
Hartland Historical Society
Hildene, The Lincoln Family Home
Historical Society of Peru
Historical Society of Windham County
Holland Historical Society
Hubbardton Battlefield State Historic Site
Hubbardton Historical Society
ILM Historical Society
Jamaica Historical Foundation
Jeudevine Memorial Library
John Woodruff Simpson Memorial library
Johnson Historical Society
Johnson Public Library
Jones Memorial Library
Jones Memorial Library
Joslin Memorial Library
Julien and Virginia Cornell Library
Justin Morrill State Historic Site
Kellogg-Hubbard Library
Kimball Public Library
Kreitzberg Library - Norwich University
Landgrove Historical Society
Lanpher Memorial Library
Lawrence Memorial library
Lincoln Library
Lowell Historical Society
Lunenburg Historical Society
main street museum
Manchester Historical Society
Mark Skinner Library
Marlboro Historical Society
Marshfield Historical Society
Mendon Historical Society
Middlebury College
Middlesex Historical Society
Middletown Springs History Society
Middletown Springs Public Library
Monkton Museum and Historical Society
Montgomery Historical Society
Moore Free Library
Morrill Memorial and Harris Library
Morristown Centennial Library
Mount Independence State Historic Site
Ndakinna Cultural Center and Museum, Inc.
Newbury Historical Society
Norman Williams Public Library
North Hero Historical Society
North Hero Public Library
Northfield Historical Society
Norwich Historical Society
Norwich Public Library
Noyes House Museum
Old Constitution House State Historic Site
Orange County Courthouse
Orleans County Historical Society
Pawlet Public Library
Peacham Historical Association
Peacham Library
Pioneer Memorial Society
Pittsfield Historical Society
Plainfield Historical Society
Pope Memorial Library
Porter Music Museum
Poultney Historical society
Poultney Public Library
Pownal Historical Society
President Calvin Coolidge State Historic Site
President Chester Arthur State Historic Site
Proctor Historical Society
Proctor Library
Putney Historical Society
Richford Historical Society
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Robert Frost Stone House Museum
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Town of Wheelock
Town of Whiting
Town of Wilmington
Townshend Historical Society
Underwater Historic Preserves
USS Montpelier Museum
UVM Physics Department
Vermont CCC Alumni Association
Chapter 112
Vermont Folklife Center
Vermont Historical Society
Vermont Ski Museum
Vernon Free Library
Vershire Historical Society
Waitsfield Historical Society
Walden Historical Committee
Wardsboro Public Library
Warren Public Library
Washington Historical Society
Waterbury Historical Society

Weathersfield Historical Society
Wells Village Library
West Haven Historical Society
West Rutland Historical Society, Inc
Westminster District Probate Court
Westminster West Public Library
Westminster Historical Society
Weston Mill Museum/Weston Historical Society
Whittingham Free Public Library
Whiting Library
Wilmington Historical Society
Windsor Dist. Probate Court
Windsor Public Library
Winooski Memorial Library
Woodbury Community Library
Woodstock Historical Society

and eighteen other organizations that wish to remain anonymous