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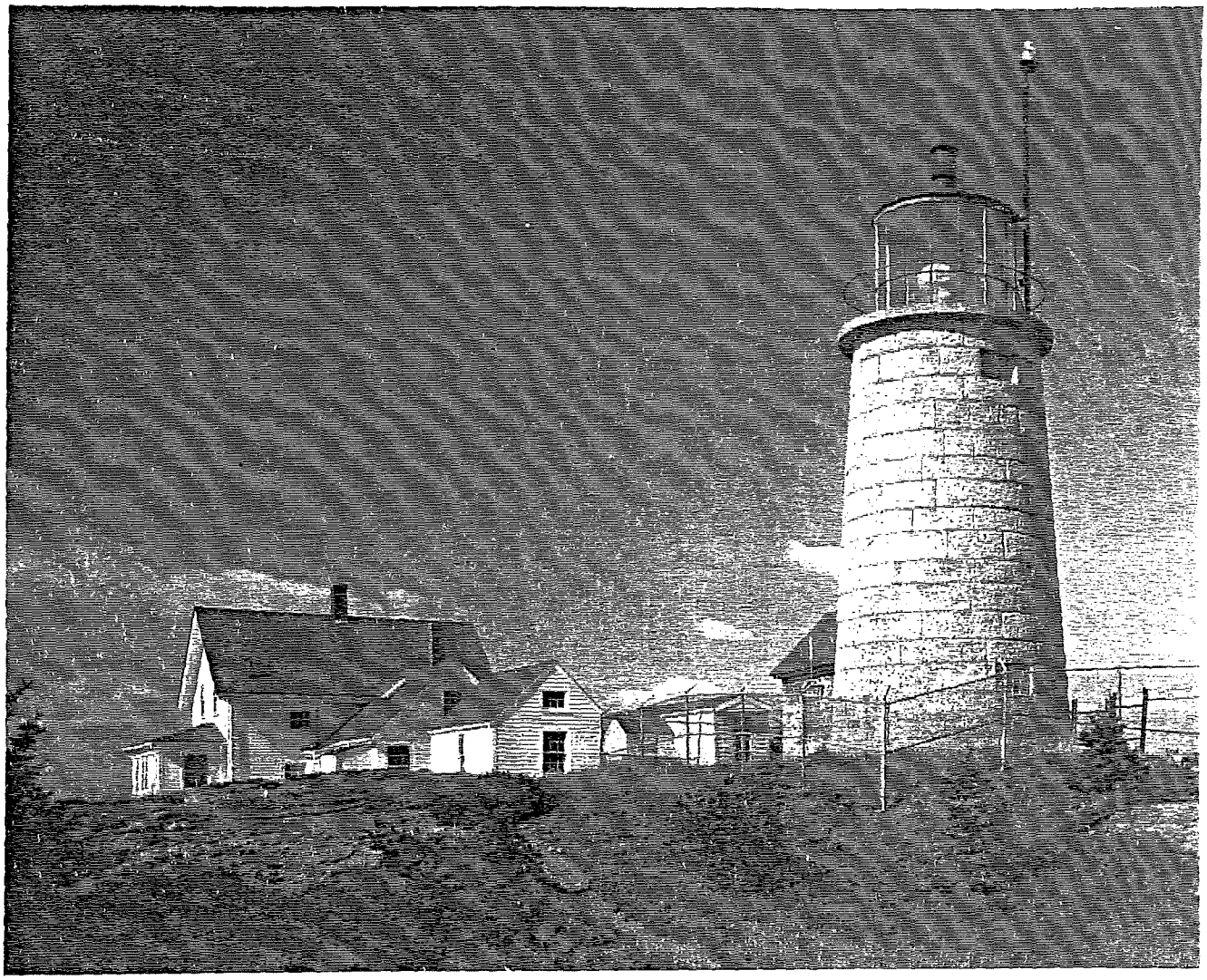
A Heritage for the Future:

A Plan for Preserving Maine's Historic and Archaeological Resources



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Maine Historic Preservation Commission
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A Heritage for the Future:

A Plan for Preserving Maine's Historic and Archaeological Resources

Introduction

Established through a legislative act in 1971, the Maine Historic Preservation Commission is the state agency which functions as the State Historic Preservation Office in Maine. Under Federal law, the Commission is required to prepare a comprehensive state historic preservation plan which defines short and long-term goals and priorities for the preservation of Maine's cultural resources. This document has been prepared according to guidelines developed by the National Park Service and identified needs for the State of Maine.

Maine's historic preservation plan is intended to serve as a document by which information about the state's cultural resources can be presented, and as a operational tool in which the mission and activities of the Maine Historic Preservation Commission are articulated. The plan seeks to assess past preservation efforts in Maine and establish short and long term preservation goals and priorities for the state into the twenty first century. These goals and priorities are listed in point form at the end of the discussion of each program area. They are intentionally broad to provide guidance on a variety of cultural and historic resource issues.

Historic preservation in Maine is the responsibility of a great many individuals and organizations ranging from private individuals to volunteer organizations and government agencies. Throughout the planning process, the Commission has actively sought advice from these constituents in addition to members of the general public who may not have previously demonstrated an interest in historic preservation.

This planning document is intended for general public distribution. Comments and suggestions are encouraged. A procedure and schedule for plan revision is included in the "Updating the Plan" section of the document. Specific appendices, including pre-historic archaeological and historic contexts, can be found at the end of the plan.

Methodology

This plan was prepared by the staff of the Maine Historic Preservation Commission during the spring and summer of 1995. Advice and assistance was sought from a great many individuals and organizations; much of which has been incorporated into the body of the planning document. The preparation of this document represents an updating and reconfiguration of the 1988 plan, which approached the planning process with a strong focus on the development of historic contexts for the state. The current plan is intended to serve as a more comprehensive planning document, describing in detail the various activities of the Commission while identifying short and long term preservation priorities for Maine.

Several types of data were used in preparing the plan, including information about historic resources, demographic and social trends, information from constituents and non-constituents of historic preservation, and information about local preservation planning issues around the state. Information about archaeological and historic resources was taken from Commission survey files and maps, National Register files, grant files, easement files, and federal tax incentive files. From this information the status of the state's historic resources was assessed, major threats and opportunities were identified, and short and long term priorities were established.

The Commission has actively encouraged public participation in the preservation planning process in a number of ways. Approximately 1400 planning questionnaires were distributed throughout the state in March, 1995 through direct mailings, inclusion in the Maine Preservation newsletter, and in response to an advertisement run in twelve newspapers around the state. The results of this survey have been, recorded, tabulated, and analyzed by Commission staff members and integrated into the planning document. Respondents to the questionnaire included architects, Realtors, developers, planners, academics, state and federal officials, minority groups, and the disabled. Approximately 30% of the respondents had no affiliation with a preservation organization or historical society or prior preservation involvement.

Survey Results

A total of ninety-one sets of responses were received by the Commission. In general, the survey results reflect a high level of awareness and appreciation of the state's historic resources. For instance, nearly 60 percent of the respondents were aware of National Register listed properties in their area.

Written comments regarding the preparation of the state plan emphasized the continuing need for identification of resources through survey, more planning at the local level, and expanded efforts to educate the public regarding the importance of historic preservation in relation to the Maine economy. The most common concern was promotion of Certified Local Governments and the creation of local historic districts. Many respondents expressed concern regarding urban sprawl and the pace of development along the south and mid-coast regions of the state. They called for

continued efforts to promote resource identification and preservation planning initiatives in these areas. Another concern was for increased emphasis on the identification, evaluation, and preservation of Maine's rural landscapes.

While the total number of responses to the survey is nowhere near that needed to approach statistical accuracy, it has provided useful information which has been incorporated into the planning document. Survey questions and a tabulation of the results can be found in Appendix 3.

Updating the Plan

The 2000 version of the Comprehensive Preservation Plan is intended to guide the Commission until 2005. However, it should be consulted by the Commission on at least an annual basis to establish whether described tasks have been achieved and if established priorities have changed. Any priority changes for the Commission should be noted in the plan at that time. As circumstances and resources dictate, tasks may be either added to or deleted from the plan on a regular basis.

The annual evaluation of Commission program areas will determine whether conditions have changed sufficiently to warrant major revisions to the plan. This evaluation should be carried out by Commission members, staff members, and by the general public who will be invited to participate in this process. The annual evaluation of the plan should include suggestions for major revisions to be undertaken in 2005.

1.0 CONTEXT FOR PRESERVATION

1.1 Geography

Maine is the largest of the New England states, comprising over 33,000 square miles of land, lakes, and rivers. With 89 percent (or 27,000 square miles) of the state forested, Maine has the distinction of being the most heavily wooded state in the country. It is also the least densely populated state east of the Mississippi with fewer than 37 inhabitants per square mile. The western part of the state is bounded by the Appalachian mountain chain, the northern frontier by the St. John River, and the southern edge by the Piscataqua River. Perhaps, the most prominent geographic features of Maine are its rivers and rugged 3,500 mile coastline off of which lie over 3,000 islands. The sea and the rivers were both critical to the early exploration, settlement, and economic development of the state.

The southern and western edge of Maine shares the border with New Hampshire. In the south along the coast the land is gently rolling and dotted with a number of small resort towns. As one moves inland north and west, the size of the hills increases while the character of the communities become, markedly, more rural. Most of the land in the southwestern and central part of the state is unproductive agriculturally, and as result very little of it is cultivated. The Appalachian mountains cut across Maine on a diagonal line from Fryeburg north to the Quebec border and continue northwest through Aroostook County. The mountains in Maine are the result of the land being uplifted and tilted toward the southeast during the tertiary period 70 million years ago. Lakes, rivers, and streams characterize the sparsely populated mountain region, most of which is owned and logged by private companies. The highest point in Maine is Mount Katahdin (5267 feet) located in Baxter State Park. The most productive farmland in the state is a relatively small area in the extreme north

and east of Aroostook County where potatoes are widely cultivated.

At the mouth of the St. John River in Washington County is the port town of Calais and the most northerly location of the down east coastal region which extends through Washington and Hancock Counties to Penobscot Bay. Wide bays and broad peninsulas form this rugged coastal zone. Unlike coastal areas further to the south, the downeast region has seen little development and exists in relative isolation from the extensive tourist traffic further down the coast. The importance of coastal port towns such as Eastport, Machias, and Milbridge decreased with the development of the railway system and continued to wane with the advent of the automobile. It is this part of Maine that produces blueberries, sardines, and most of the Atlantic salmon fishing in the United States.

Frenchman's Bay contains Mount Desert, Maine's largest island on which is located Acadia National Park, the second most visited park in the National Park system. The mid-coast area extending from Penobscot Bay to Casco Bay is characterized by its long narrow inlets and its many islands. A number of major rivers including the Penobscot and Kennebec flow into the sea in this region. While significant development for the seasonal tourist market has taken place on the islands and coastal areas of the mid-coast region, there are many areas that still remain relatively untouched. Towns such as Camden, Boothbay, and Freeport have experienced significant development in the last two and a half decades.

One of the few coastal communities to still engage in shipbuilding is Bath, where the Bath Iron Works currently employs several thousand people. Portland, Maine's largest city, is located on the coast at Casco Bay in the southern part of the state. Historically, Portland has been the industrial, educational, and cultural center of the state. Surrounding Portland to the north, south, and west are the state's only areas of suburban development. A number of the islands in Casco Bay have year-

round inhabitants and are linked to Portland by ferry service.

Inland and sixty miles north of Portland is the City of Augusta, which has functioned as the state capital since 1827. Located along the Androscoggin river, the cities of Lewiston-Auburn today comprise the Maine's second largest metropolitan area. From the mid-nineteenth century until World War II, Lewiston-Auburn was an important center of textile and shoe manufacturing in New England. The City of Bangor is located on the Penobscot river fifteen miles inland from Penobscot Bay. Bangor has served as the gateway to northern Maine and has functioned as the center of the logging industry in the state for nearly two hundred years.

1.2 Demographics:

The U. S. Census Bureau estimated Maine's population in 2000 at just over 1,260,000. Since about 1850, the population growth has been slow with a couple of periods even posting a net population loss. On the eave of the American Revolution, the population of Maine was 56,000. By 1800, the population had nearly tripled to 150,000 and doubled again to 300,00 in 1820 when the state entered the union. The population of the Maine continued to expand rapidly until about 1850. Between 1850 and 1970 the average population growth for the state over a ten year period was only 4.3 percent compared with 12.9 percent for New England. In the 1970-1990 period, however, the state experienced a relative population boom with the number of people living in the state increasing by almost 23 percent. The average population growth rate in the northeastern United States for the same period was just over 11 percent. The state's population is projected to increase by only about 5 percent in the 1990-2000 period. Maine's population is expected to continue to grow most quickly in the coastal areas of the south.

Maine is sparsely populated with nearly 50 percent of the state's residents living in rural areas. Geographically, the population of Maine is unevenly distributed. For instance, according to 1982 figures, the population density of Cumberland County that year was 244 persons per square mile while that of Piscataquis County was 1.6 persons per square mile. Mid-coast Waldo County was near the state average with 39 persons per square mile. The state contains 494 organized towns and 22 cities. Over 44 percent of the land area of Maine is not divided into townships but organized into plantations. It is estimated that 65 percent of the state's population now lives along the 300 mile I-95 corridor.

Approximately 97.5 percent of Mainers are Caucasian, while .5 percent are Black; .5 percent Hispanic, .75 percent Asian/Pacific Islander, and .5 percent Native Americans. The native inhabitants of Maine, principally of the Penobscot and Passamaquoddy tribes, are now found concentrated in Central Penobscot and Eastern Washington Counties respectively. Native peoples are thought to have inhabited the lands of Maine from about the last ice age (10,000 B.C.) the early era of human occupation referred to as the Paleoindian period.

While it is conceivable that the Norse explored the Maine coast during the eleventh century, the earliest documented European visits to Maine waters did not occur until John Cabot's exploration of 1497. Although the French attempted to colonize Maine in the seventeenth century, it was England that began the widespread settlement of the territory between Casco Bay and the Piscataqua River. During the 1740s there was settlement by Protestant Germans in the mid-coast region. After the American Revolution, a great many settlers came to Maine from Massachusetts seeking land, and in the first decades of the nineteenth century there was an influx of Irish immigrants. During the 1870s, a wave of Swedish settlement took place in Aroostook County, which was followed by

significant immigration to the state from northern and eastern Europe and the Mediterranean.

Of the many ethnic groups that settled Maine, the Franco-Americans represent the largest single cultural minority in the state, comprising approximately 27 percent of the state's total population. The Franco-Americans of Maine are, primarily, the result of French Canadians and Acadians who emigrated to the state. This emigration occurred in four phases over the course of nearly two centuries. The first of these phases took place in the 1780s when Acadians who had been expelled from Nova Scotia in 1755 by the British came to settle in the St. John Valley at the northern most part of the state. The second phase occurred during the 1820s and 30s when formerly seasonal French workers settled in the Kennebec and Penobscot River Valleys. A significant influx of settlement took place in the third phase during the mid-to-late nineteenth century when workers from Quebec moved to Maine to work in the textile manufacturing centers of Lewiston-Auburn, Brunswick, and Saco-Biddeford. The fourth of immigration is acknowledged to have taken place during the first decades of the twentieth century when French workers, many of whom already lived in the state, settled in the pulp and paper towns of Rumford, Bucksport, and Millinocket.

Maine's people are, on average, older than Americans in general. In 1990, 13 percent of the population was aged 65 and older; this group is projected to increase significantly over the next several decades as the baby boomer generation ages and birth rates remain low. According to 1994 figures, Maine's per-capita in come was $19, 663, just below the national average of $21,362. Only Cumberland and Lincoln Counties exceed the average national per capita income. In general, incomes in rural areas are significantly below those in urban centers.

1.3 Economy and Transportation

In 1890, approximately 6.5 million acres of Maine's land were being farmed, accounting for a major sector of the economy. Since that time, agricultural activity in the state has declined to the point that today only about 600,000 acres or less than 3 percent of the state's crop land is under cultivation. Blueberries and potatoes are the only Maine crops of national importance. Maine's fisheries continue to contract as numbers of the major fish species decline in the Gulf of Maine and all along the east coast. Maine lobsters are known throughout the world as a marine delicacy.

Historically, manufacturing and natural resource management comprised the largest sectors of Maine's economy. Since the early twentieth century, manufacturing (and to a lesser extent resource management) has experienced a steady decline, while non-manufacturing sectors of the economy such as trade, construction, and finance have continued to expand. Today, the state's most active economic sector is the service industry followed by manufacturing and tourism. The recent establishment of a major finance company in Camden and the continuing expansion of Portland as the banking center of northern New England illustrate the current shift taking place in the Maine economy. This trend towards an increasingly service oriented economy mirrors transformations taking place in the national economy as a whole.

The impact of tourism on the Maine economy is significant. In 1990 it was estimated that tourist expenditures in Maine were in excess of 1.4 billion dollars and accounted for 78,320 jobs. A recent study undertaken by the Maine Office of Tourism found that "visiting small towns" and "touring historic sites" were the third and fourth most prevalent activities engaged in by visitors to the state.

Historically, the commercial centers of Maine were located along the main streets of the state's small cities and towns. In the post-World War II decades, Maine has seen an overall shift of business activity from the downtowns to urban fringes and semi-rural areas outside of towns. Recently, large shopping malls have been constructed on the edge areas of Portland, Bangor, and Lewiston-Auburn, adding to the decline of downtown commercial activity in these centers. The phenomenon of the factory outlet in Maine has transformed the town of Freeport, which receives ten of thousands of visitors to its Main Street annually.

Maine's transportation system consists of an elaborate network of highways, railways, and air and sea routes. Major highways and bridges connect all populated areas of the state. I-95 is the major north-south route for vehicular traffic, running almost 300 miles from Kittery in the south through Portland, Augusta, Bangor, and Houlton before terminating at the border with New Brunswick. US Route 1 parallels I-95 until Brunswick, where it continues east along the coast through Camden, Ellsworth, and Machias to Calais. At Calais, Route I veers north and runs through Houlton, Presque Isle, and Caribou, finally terminating at Fort Kent in the St. John Valley after 527 miles. Route 2 is the major east-west highway linking Bangor with the New Hampshire line just west of the town of Rumford. In total, there are nearly 18,000 miles of paved road in Maine crossing over 4700 bridges, 2,800 which are thought to be over fifty years old.

There are presently 1,212 miles of active railway in the state connecting Maine with New Hampshire, Quebec, and New Brunswick. At its peak in 1910, Maine's railway system comprised 1,806 miles of standard gauge track and over 200 miles of narrow gauge track. The major lines for domestic trade in the state are Maine Central, Bangor and Aroostook, and Boston and Maine. The Canadian Atlantic is a major carrier for Canadian cargo.

Maine has been without regularly scheduled passenger train service for more than three decades. AMTRAK has plans to extend its service from Boston to Portland beginning in the summer of 1996. Three commercial bus lines currently serve the state. Portland and Bangor both have International Airports, while thirty-five smaller communities throughout the state are served by regional airports.

Historically, Maine has been known for its many deep, well protected ports. Until the twentieth century, these ports were key to the state's industrial and economic development. The ports of Rockland, Belfast, Bangor, and Eastport were once thriving shipping and trading centers. While Portland's harbor remains viable, the volume and types of cargo have changed. In general, most of the present activity is associated with the oil terminal in South Portland from where crude is pumped through a pipeline to Montreal, Quebec. A passenger ferry line connects Portland with Yarmouth, Nova Scotia during the spring, summer, and fall. A second ferry service from Bar Harbor to Yarmouth operates during the tourist season.

1.4 Education:

Maine has a number of post-secondary educational institutions, both public and private, with a total enrollment of 57,645. The University of Maine system has an enrollment of over 31,800 students and seven campuses spread throughout the state. The state also operates seven vocational-technical colleges, each serving a specific geographic region of Maine. There are nineteen private colleges in Maine, twelve of which are located on historically significant campuses. Bowdoin, Colby, and Bates Colleges consistently rank among the top 25 liberal arts colleges in the nation. Elementary and secondary education is carried out by local school districts. Approximately 92.5

percent of elementary and secondary school students are enrolled in the public system with the remaining five percent attending private or parochial schools.

2.0 PARTNERS IN PRESERVATION

Historic and Preservation Organizations in Maine

Maine has always had a strong sense and appreciation for its history. This is reflected in the fact that there are currently nearly two hundred member organizations in the Maine Association of Museums. Many of these organizations are effective local advocates for historic preservation that make use of information and technical assistance provided by the Maine Historic Preservation Commission which they, in turn, provide to the public through their various programs. The number of organizations and people in the state involved with preservation at the grassroots level is significant. This constituency continues to be the foundation and life blood of the preservation movement in Maine.

Several of the larger preservation organizations active in the state have the benefit of professional staffs, sophisticated programming, and/or substantial property ownership. Chief among these are Maine Preservation and Greater Portland Landmarks. Operating out of Portland, Maine Citizens for Historic Preservation is a statewide non-profit, membership organization actively engaged in preservation advocacy and education. Maine Preservation publishes a quarterly newsletter *Maine Preservation News*, which keeps Mainers abreast of preservation issues, both in the state and in the nation. Maine Preservation also holds annual conferences and recently has established an easement program. Within Maine on the regional level is Greater Portland Landmarks, which acts as a catalyst in promoting projects, offering educational programs, holding preservation easements, and operating a local revolving fund program for the purchase of threatened properties.

Several organizations including the Old York Historical Society, Norlands, and the Society for the Preservation of New England Antiquities (SPNEA) own substantial amounts of historic property in the state and are directly involved in their management, maintenance, and interpretation. In the realm of historic landscapes, the Maine Olmsted Alliance is an effective advocate for the preservation of significant historic designed landscapes. The National Trust for Historic Preservation of Historic Places (a non-profit membership organization chartered by Congress) is active in Maine providing advisory and technical assistance, engaging in special projects, and administering preservation grant programs.

The Commission has initiated and sponsored, along with other interested parties, annual training workshops for Certified Local Governments, historic preservation commissions, planners, elected officials, and preservationists. The Commission will continue to provide public education, training sessions, and/or workshops.

The Maine Historic Preservation Commission has worked closely with the Maine Archaeological Society on prehistoric and historic archaeological survey and public education projects for over two decades. Commission staff attend Maine Archaeological Society biannual meetings, and often record archaeological site and artifact content information from collectors who wish to pass such survey information along. There are two formal agreements between the Maine Historic Preservation Commission and the Maine Archaeological Society as well: 1) a joint publication agreement, and 2) a site monitoring agreement. The *Occasional Publications in Maine Archaeology* monograph series, just having produced its tenth volume, is jointly published and widely distributed. In addition, Maine Historic Preservation Commission staff members routinely publish shorter articles for public education benefit in the Maine Archaeological Society *Bulletin*.

The joint site monitoring program may be a unique one. Five sites are currently being monitored for vandalism and erosion by selected Maine Archaeological Society Board members as part of no adverse effect agreements derived from Review and Compliance projects. The monitoring agreements run up to twenty years, and costs are paid from a small Maine Archaeological Society escrow fund.

The Commission works closely with these varied preservation organizations, as well as many not mentioned, on issues ranging from advocacy to preservation technology. The growing number and influence of these organizations present opportunity for the continuing development of historic preservation in Maine.

2.1 Brief History of the Preservation Movement in Maine

The impulse to preserve the past in Maine is at least as old as statehood itself. In 1824 Henry Wadsworth Longfellow (then a student a Bowdoin College) published a poem in the *Portland Advertiser* entitled "Old Parish Church" lamenting the planned demolition of Portland's Old Jerusalem Meeting House (1740). Just five years earlier, delegates had assembled in Old Jerusalem to create a new government which effectively separated Maine from the jurisdiction of Massachusetts in 1820. Despite the concern expressed by Longfellow and a number of other Portland citizens, the meetinghouse was razed in 1825 to make way for a new church.

Another early preservation effort began in 1866 when the *Portland Transcript* reported that Montpelier, the Thomaston home of Revolutionary War hero General Henry Knox, was "tenanted by several families, falling to ruin, the lawn immediately in front of the beautiful 'oval room' was used as a shipyard and covered with lumber." Responding to the growing public interest in the site,

the Maine Legislature appropriated $3,000 for the preservation of the mansion, provided that the towns of Knox County could match the amount. The towns were unable to raise the sum, and the house was demolished in 1871. Ironically, the non-profit Friends of Montpelier now maintains a replica of Montpelier constructed in 1929-30 through funding provided by the publisher Cyrus H. K. Curtis.

On the eve of America's centennial, an increasing awareness of the state's history and historic resources was evident. This emerging interest was reflected in the state's newspapers, which began to report on local efforts to preserve historic buildings in the early 1870s. Probably the earliest success story was the preservation of the Walpole Meetinghouse, which in 1872 was restored so that according to the *Gospel Banner* of Augusta, "The pews, the pulpit, the galleries, the doors, the windows are in precisely the same form and style as when originally constructed." By the end of the 1870s a number of equally successful church preservation efforts had been undertaken.

In addition to meetinghouses, early forts engendered preservation activity in Maine during the late nineteenth century. Fort Edgecomb (1808) is generally considered to be one of the most important pioneering preservation efforts in the state. Erected during the unsettled period prior to 1812 as part of the defense system of Wiscasset Harbor, its octagonal frame blockhouse ceased to be functional after the Civil War and was subsequently abandoned. Through the effort of a wealthy local citizen, permission was obtained from Secretary of War to repair the structure with private funds. A grass roots organization was formed, and an appeal requesting donations for the restoration of the fort was initiated. The appeal was successful, and soon after the fort was restored and opened to the public. Fort Edgecomb remained in Federal ownership until its acquisition by the state in 1923. The Bureau of Parks and Recreation presently owns and operates ten historic forts in Maine.

The preservation movement in Maine entered a new phase at the turn of the century with the establishment of the Old Gaol in York and the Wadsworth-Longfellow House in Portland as museum buildings. Erected as the county prison in the early eighteenth century, the Gaol was opened to the public by the York Improvement Society in 1900. The following year, Henry Wadsworth-Longfellow's sister Anne Longfellow Pierce willed the family homestead (1785-86) to the Maine Historical Society. Each of these buildings have functioned solely as historic sites for nearly a century.

The establishment of a great many historic house museums, historic sites, and historical societies in the state took place during the first decades of the twentieth century. The interest in Maine's past seems to have peaked with that of the rest of the nation during the Colonial Revival movement of the 1920s and 1930s. It is from this period that the preservation movement today still draws much of its inspiration and momentum.

In the post-World War II period the Maine experienced a pent up demand for new buildings, both residential and commercial. As in so many areas of the country, the ensuing period of "urban renewal" and the introduction of the interstate highway system resulted in the loss of many significant cultural resources in Maine. It was the 1961 demolition of Union Station in Portland which prompted local concerned citizens to create the preservation organization Greater Portland Landmarks in 1964. Two years earlier, a survey had begun to inventory and document the community's historic architecture. Other towns such as Hallowell began to identify and assess their historic resources during the 1960s, but each operated in relative isolation unaware of efforts being made in other communities. The establishment of the statewide Maine Citizens for Historic Preservation (now Maine Preservation) in 1971 was successful in forging links between and

providing a forum for preservation groups from throughout the state. In addition, Maine Citizens was instrumental in the creation of the Maine Historic Preservation Commission, which was charged with carrying out the provisions of the National Historic Preservation Act of 1966.

In addition to undertaking survey work, National Register preparation, and grant administration, early on the Commission acted to consolidate support for and further raise the awareness of preservation in Maine by emphasizing public education. In 1978 a full time archaeologist was hired by the Commission to administer the archaeological provisions set forth in the Act. The National Historic Preservation Act was amended in 1986 to include the current Federal Preservation Tax Incentive and Certified Local Government Programs. Since their inception, both of these programs have been administered by the Commission.

The boom years of the 1980s in Maine prompted state legislation which required each town to prepare a comprehensive plan, of which historic preservation planning was one of the ten stated goals. Towns perceived to be most threatened by development were mandated to prepare their plans first and were assisted financially by state grants. This mandatory requirement became voluntary in 1992 in the wake of budget reductions. The Commission's involvement in the preparation of comprehensive town plans continues to include the development of preservation objectives and suggestions for their implementation. Each town plan is submitted to the Commission in draft form where it is reviewed and commented on by staff members. To date, approximately 50 percent of the state's towns and cities have adopted a comprehensive plan, of which preservation is an important component.

Presently, preservation issues in Maine continue to diversify as awareness of our cultural resources broadens. The recognition of traditional rural landscapes as intrinsic to Maine's heritage

resource base has resulted in a number of recent initiatives aimed at preserving historic village centers, farmlands, open areas, woodlands, and scenic vistas. Increasingly, Maine's twentieth century resources including residential, Cold War military installations, and commercial roadside architecture are being identified, assessed, and protected.

The last several years have seen a ground swell of support for private not-for-profit preservation organizations, and this is illustrated by the recent establishment of the Maine Olmsted Alliance. Private/public partnerships like Friends of Fort Knox, Friends of Evergreen Cemetery, Friends of the Blaine House, Friends of Colonial Pemaquid, Friends of fort Edgecomb, and Friends of Acadia are recent examples of increasingly diverse local preservation efforts taking place throughout the state. Given the recent decrease in public funding, such organizations will play a critical role in the preservation over the next several years. The growing number and stature of such organizations present many exciting opportunities to further Maine's historic preservation efforts in the future. The Commission plans to continue its commitment to providing guidance for the management of historic and archaeological resources throughout the state.

2.2 Maine Historic Preservation Commission Purpose.

Since its establishment in 1971, the Maine Historic Preservation Commission has been charged with the identification, evaluation, and protection of the state's significant cultural resources. Substantial progress has been made by Mainers over the past twenty-four years to more effectively identify and manage historic, architectural, and archaeological resources in the state. The evolution of Maine's preservation plan began in the 1970s with the division of the state's cultural resources

into three broad categories: pre-historic archaeological resources, historic archaeological resources, and historic buildings, structures, and sites. As the inventory of significant archaeological and historic sites increased, so too did the pressures upon these resources. The 1980s was a decade of rapid growth in the southern coastal areas of Maine and emphasis during that period was put on the identification, assessment, and protection of cultural resources in that region. In 1988 the Commission prepared its first preservation planning document which set out the various activities and overall mission of the agency. The document emphasized the development of "study units" (pre-historic and historic contexts), and identified these as being vital to the effective management of Maine's cultural resources. Written into the 1988 plan was a provision which required that the Commission planning staff meet annually to assess the efficacy of the plan and, if need be, make changes to the existing planning document. The 1995 and 2000 Comprehensive Historic Preservation Plans for Maine stress the importance of public participation in the development and implementation of preservation priorities in Maine. The Commission recognizes that this emphasis on public participation is the most effective way to promote broad-based support for preservation statewide.

3.0 PROGRAM AREAS

3.1 National Register Program, 1966-2000

Among the many significant provisions of the National Historic Preservation Act (NHPA) of 1966 was the establishment of a "National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture." A corollary provision to designate National Historic Landmarks was also included in the Act. The subsequent regulations which were developed to implement these provisions included the establishment of broad criteria that would not only define what is "historic," but would also recognize significance at national, state and local levels. Subsequent assessments of this framework have shown that the National Register program can be used to comprehensively identify, evaluate, and protect the diverse examples of the Nation's prehistoric and historic cultural resources.

Shortly after President Johnson's signing of the NHPA, Maine's first seven entries in the National Register were made. The national significance of these properties had been previously identified in the early 1960s, and they became the State's first National Historic Landmarks under the Act. Four more Landmarks were designated by the National Park Service in 1968. All of this activity took place prior to the establishment of a program in Maine to nominate properties to the Register.

From 1969 until 1971, nominations were prepared and/or processed by the staff of the State Parks and Recreation Commission. Initially, their efforts were focused on listing publicly owned military fortifications and other historic sites which were part of the park system. Within the next year, however, all of the State's surviving covered bridges were listed as well as several other

transportation related properties, an industrial site, the first prehistoric archaeological resource, and three historic districts. The diversity of the resources which were recognized at the very outset of the program set a precedent which continues to be followed.

With the founding of the Maine Historic Preservation Commission in 1971, the responsibility to identify and nominate properties to the Register was transferred to its staff. The Commission was quick to continue the nomination process, and in the year 1973 alone, eighty-six entries were made to the Register. Of these listings, twelve were historic districts, three were the first of Maine's many light stations to be so recognized, and one was a church built and continually used by Portland's African-American community. Although the majority of these nominations were prepared in-house, many were also generated by interested citizens or local historical societies. This particular aspect of the program has changed somewhat in that virtually all nominations are now prepared by the staff, although occasionally these documents are written by professional consultants. It has been an underlying policy of the Commission to make the program accessible to everyone without regard to their ability to hire a consultant to prepare a nomination. Given the structure of the nomination process and in the interest of maintaining a high level of consistency, the Commission continues to strongly support this approach.

In addition to the preparation of National Register nominations, the Commission embarked on three ambitious projects to identify historic properties in Bangor, Portland, and elsewhere in the state. These efforts resulted in the publication of the *Maine Historic Resources Inventory* in 1974 and the *Bangor Historic Resources Inventory* in 1975, which were followed by the *Portland Historic Resources Inventory* in 1976. These inventories identified properties which the Commission staff felt were eligible to be nominated to the Register. In the two decades since their publication, most

of these properties have been listed, along with others which were not identified in those early inventories. One other major effort made by the Commission beginning in the mid-1970s and extending into 1980 was to identify and nominate all of the historic commercial districts not already listed which it found to be eligible. This task was a direct response to the enactment of legislation at the Federal level which provided tax incentives for the rehabilitation of historic income-producing property. For example, in 1980 historic districts comprising the commercial centers of three communities were entered in the Register.

An analysis of the National Register listings since the inception of the program reveals a number of trends which are worthy of discussion. In addition to its usefulness in highlighting nomination patterns, this analysis can be used to guide future nomination efforts in areas which are currently unrepresented or under represented in the listings. The following discussion looks first at the specific way in which the Register criteria have been used and then examines the areas of significance of the listings.

Properties are nominated to the Register under one or more criterion of significance. The four general criteria are related to significance by way of association with important events (A); significance by way of association with important persons (B); significance by way of design (C); and significance by way of yielding important information in history or prehistory (D). As shown in the accompanying chart, the largest single block of properties has been listed under criterion C with criterion A significance accounting for the second largest number. In contrast, criteria B and D account for a small percentage of the total listings. Within each criterion certain patterns are evident. For example, the vast majority of criterion C properties were nominated for their architectural significance, and a large proportion of criterion A properties are important for their

association with education (i.e. schools, public libraries) or commerce. Nominations of prehistoric archaeological sites account for an overwhelming number of the criterion D properties. It is likely that the percentage of listed properties which have associations with important persons (criterion B) are not fully represented, however, since many historic districts contain properties that are related to such persons. However, intensive research on the history of each property would be required to determine such relationships, a task which is not presently a high priority for the staff.

There are thirty broad categories of significance under which properties may be nominated to the Register. To date, the most frequent areas of significance cited in nominations from Maine are for Architecture, Archaeology, Commerce, and Education with the categories of Engineering and Maritime History at a second tier. The categories with the fewest representatives are Ethnic Heritage, Invention, and Science, whereas several others -- including Economics and Philosophy -- are not cited in any listing. Property types represented within these areas of significance may be quite diverse. As an example, listings under Engineering include a wide range of bridges, the state's numerous light stations, railroad-related structures, and two nineteenth century canal systems. In contrast, the properties which have significance in relation to Invention and Science are the residences of persons who made important contributions in those areas. Within the past decade nominations in the areas of Agriculture, Landscape Architecture, and Maritime History have markedly increased. Several factors account for this increase, including, respectively, the recognition and nomination of entire farmsteads for their agricultural and oftentimes architectural significance; the heightened awareness and understanding of designed landscapes; and the concerted effort to list all of the eligible light stations, two-masted schooners, and many of the surviving lifesaving stations. In contrast, only one property with Military significance has been listed since

the late 1970s, although several others have been determined to be eligible for listing.

During the Register's existence, a number of tools have been developed by the National Park Service to assist with the nomination of groups of related properties. Until the late 1980s, resources which were thematically alike, such as the series of eighteenth and early nineteenth century capes in Wells, could be nominated under a single document known as a Thematic Resource nomination. Similarly, one could prepare a Multiple Resource nomination for the range of historic properties in a single community or other geographic area. At present, a single approach to this type of nomination is in use: the Multiple Property Submission. This technique differs in two notable ways from its predecessors: 1) it relies heavily on the development of historic contexts to establish significance; and 2) it offers greater flexibility by creating an open-ended nomination process for related properties. Thus, once the parameters of significance are established in the context statements, properties which meet these requirements may be nominated at any time in the future. To date, three documents of this type have been prepared for above ground resources, and no less than five have been developed for prehistoric archaeological properties.

As noted above, the Commission has always maintained a policy of responding to requests from the public to nominate properties by preparing them in-house. Over the years this has accounted for the listing of a vast majority of the Register entries in Maine. This is not the exclusive way in which the Commission identifies and nominates properties, however. The on-going survey of the state's cultural resources frequently discovers properties which merit further study and evaluation for possible nomination. During the past several years, extensive prehistoric archaeological survey activity has occurred as a result of the relicensing process for the numerous hydroelectric facilities found throughout the state. This has translated into the nomination of many

eligible sites which were discovered in this process. In addition to the eligible resources found during survey activities, the Commission members and staff may also identify individual properties which are nominated individually, as historic districts, or in Multiple Property Submissions.

In the 1996 edition of the Commission's comprehensive plan, a number of short- and long-term priorities for the National Register were identified. Since then, several initiatives have been undertaken to address those priorities. Among the most important of these efforts has been the re-survey of six early historic districts (Harraseeket [Freeport], Kennebunk, Orono, Thomaston, Winterport, Wiscasset) for the purpose of more clearly defining boundaries and to create comprehensive inventories. Of particular note is the fact that in Orono and Winterport, the surveys were conducted by the local historical societies with oversight provided by Commission staff. In Kennebunk, the historic district commission embarked on a two-year project to not only update its inventory, but also re-write the nomination entirely. This type of undertaking remains a long-term priority in the present edition of the plan.

3.1.1 National Register Priorities

SHORT TERM

- ✦ Continue to prepare context based Multiple Property Submissions.
- ✦ Strengthen the link between the survey and nomination process.
- ✦ Develop nominations for historic archaeological resources.
- ✦ Identify properties which represent areas of significance that are now under represented in the listings.
- ✦ Explore the interest of University faculty and students in developing Multiple Property

Submissions.

- ✦ Encourage local historical societies/historic district commissions to submit information on properties in their communities that may be significant in those areas under-represented in listings.

LONG TERM

- ✦ Revise those historic district nominations which do not appear to fully reflect in their statements of significance the complete range of applicable criteria.
- ✦ Encourage local historical societies/historic district commissions to carefully review existing historic district nominations and submit additional information that more fully illustrates the district's areas of significance.

3.2 Architectural Survey in Maine, 1972-2000

Maine's architectural survey program began in 1972, a year after the Maine Historic Preservation Commission was established as an independent agency of state government. Since then, the effort to catalogue and document the historic man-made environment has continued to be a central goal of the Commission's mandate with more than 17,000 properties surveyed to date. The survey component of the over all preservation planning program is a vital one. Surveys document at a variety of levels the historic man-made environment of our communities. This in turn enables us to identify those properties which merit nomination to the National Register of Historic Places and to thereby extend protection to those resources. Funding for the survey program is derived from both federal and state sources.

The following list contains the location, date, and level (reconnaissance or intensive) of all surveys known to have been conducted with and without Commission grants from 1972 to 2000. An additional note indicates whether the survey was undertaken by a Certified Local Government (CLG), or by staff.

MAINE STATE ARCHITECTURAL SURVEY

COUNTY/TOWN	MHPC FUNDED	DATE	LEVEL
Androscoggin			
Auburn	*	1973	Intensive
Lewiston	*	1975	Reconnaissance
		1985	Intensive
(CLG)	*	1993-95	Intensive
Aroostook			
Houlton		1987	Intensive
New Sweden (Staff)		1987	Intensive
St. John River Valley (Potato Houses)	*	1996	Reconnaissance
Southern and Central Aroostook (Farmsteads)	*	1999	Reconnaissance
Cumberland			
Portland	*	1975	Intensive
	*	1980-84	Reconnaissance
	*	1999	Intensive
Brunswick	*	1980-84	Intensive
	*	1986	
	*	1989	
Harpswell	*	1980-84	Reconnaissance
	*	1986	Intensive
	*	1989	Intensive
Yarmouth	*	1973-74	Reconnaissance
Freeport	*	1973-74	Intensive
	*	1980	Intensive
	*	1997	Intensive

MAINE STATE ARCHITECTURAL SURVEY (Continued...)

COUNTY/TOWN	MHPC FUNDED	DATE	LEVEL
Cumberland Center		1985	Intensive
Cumberland	*	1988	Intensive
Prout's Neck	*	1988	Intensive
Little Diamond Island	*	1990	Intensive
Cape Elizabeth	*	1991	Reconnaissance
Falmouth	*	1992	Reconnaissance
Scarborough	*	1993	Reconnaissance
Great Diamond Island	*	1990	Intensive
Westbrook	*	1994-95	Reconnaissance
Franklin			
County-wide	*	1987-88	Intensive
Farmington	*	1978-79	Reconnaissance
Hancock			
Bar Harbor	*	1984	Intensive
Southwest Harbor	*	1987	Reconnaissance/ Intensive
Northeast Harbor	*	1998-2000	Intensive
Seal Harbor	*	1986	Intensive
Ellsworth		1980	Intensive
Sorrento (Staff)		1989	Intensive
Sullivan Harbor (Staff)		1989	Intensive
Hancock Point	*	1994	Intensive
Castine (CLG)	*	1995	Intensive
	*	1999-2000	Intensive
Bucksport	*	1999	Intensive
Kennebec			
Augusta		1985	Intensive
	*	1991-98	Intensive
Gardiner	*	1983	Intensive
		1987	Intensive
Waterville (Staff)		1985	
		1992	Intensive

MAINE STATE ARCHITECTURAL SURVEY (Continued...)

COUNTY/TOWN	MHPC FUNDED	DATE	LEVEL
Knox			
County-wide	*	1981-84	Reconnaissance
Rockland		1985-86	Intensive
Camden (Staff)		1989	Intensive
Isle Au Haut	*	1990	Intensive
Lincoln			
County-wide	*	1980-81	Reconnaissance/ Intensive
Wiscasset	*	2000	Reconnaissance
Oxford			
County-wide	*	1980-83	Reconnaissance/ Intensive
Penobscot			
Bangor	*	1973-75	Intensive
(CLG)	*	1986-89	Intensive
Orono	*	1972-75	Intensive
Hampden		1985	Reconnaissance
(CLG)	*	1990-95	Intensive
Piscataquis			
None			
Sagadahoc			
Bath	*	1974	Reconnaissance
		1981	Intensive
	*	2000	Intensive
Topsham	*	1983-84	Reconnaissance
(CLG)	*	1990	
Somerset			
Skowhegan		1984-85	Intensive

MAINE STATE ARCHITECTURAL SURVEY (Continued...)

MHPC COUNTY/TOWN	FUNDED	DATE	LEVEL
Waldo			
Belfast		1984	Intensive
Islesboro (Staff)		1987-90	Intensive
Northport	*	1990	Reconnaissance
Washington			
County-wide (Partial)	*	1980	Intensive
Eastport	*	1982	Intensive
	*	1998	Reconnaissance
York			
York		1980-81	Reconnaissance
(CLG)	*	1986-87	Intensive
(CLG)	*	1994-95	Intensive
(CLG)	*	1999-2000	Intensive
Saco		1984	Intensive
	*	1990-91	Intensive
(CLG)	*	1994-95	Intensive
Kennebunkport		1983	Intensive
Sanford		1984	Reconnaissance
Biddeford Pool	*	1989	Intensive
Fortunes Rock	*	1989	Reconnaissance
Old Orchard Beach	*	1989	Reconnaissance
Eliot	*	1991-94	Reconnaissance
Kittery	*	1990-91	Intensive
Kennebunk (CLG)	*	1991-93	Intensive
(CLG)	*	1999-2000	Intensive
Ogunquit	*	1990	Intensive
Biddeford	*	1997	Reconnaissance

STATEWIDE SURVEY	DATE	LEVEL
Designed Landscapes	1992-99	Intensive
Historic Highway Bridges (MDOT)	1992-2000	Intensive
Railroad Related Buildings	1995-96	Reconnaissance
Shoe Industry Related Properties	1991	Intensive
Sporting Camps	1992-95	Intensive
Textile Mills	1992-93	Intensive
Motor Courts	1994-97	Reconnaissance

An analysis of the above list reveals a number of important points about the history of architectural survey in Maine. Foremost of these is that most work performed to date on a county-wide scale has been at a reconnaissance level of information gathering. While this has provided the Commission with a substantial amount of raw data, principally photographs and street/highway locations, it has not generated the type of information which would permit an assessment of an individual property's significance. In contrast, many of the projects which focussed on a single community (or portion thereof) have generated intensive level information. Secondly, a number of communities and one county were the object of short, one-time surveys. In each of these areas there is much yet to be accomplished. Many communities have been surveying their historic resources over a period of many years, frequently beginning with reconnaissance level efforts and later going back for intensive level evaluation. These multi-phase surveys also reflect the fact that grant awards in a given fiscal year may be quite small, thereby necessitating a phased approach to the work. The list also references a number of surveys that have focussed on specific property types in either localized or statewide geographic areas. For example, several coastal summer colonies have been the target of intensive, one-time projects, including those on and around Mount Desert Island and in southern Maine.

In 1995, the Commission formulated a number of short- and long-term priorities for its above-ground historic resource surveys; among which were: completion of the statewide inventory of designed landscapes; completion of the survey of railroad related buildings; and initiation of a bridge survey with the Maine Department of Transportation. The former two projects have been completed, and the latter will be finished this year.

Survey priorities are largely based on our current level of knowledge about an area's resources as well as the threats which endanger them. Furthermore, these priorities have been developed with the understanding that funding constraints and the availability of qualified personnel may well limit the carrying out of comprehensive surveys in many areas. In such cases, consideration should be given to identifying specific classes of properties in those regions which are particularly vulnerable, unique, or whose evaluation would advance our understanding of a specific study or management unit. These study and management units (see **Appendix 2**) are historic context based themes within which we can evaluate the state's historic resources and in turn make nominations to the National Register. While the preparation of narratives for these historic contexts has begun in a limited way, a great many remain to be done.

3.2.1 Architectural Survey Priorities

SHORT TERM

- ✦ Continue efforts to identify agricultural resources, especially barns and related outbuildings.
- ✦ Inaugurate statewide survey of automobile related resources.
- ✦ Identify and survey potential rural historic districts.

LONG TERM

- ✦ Inaugurate reconnaissance level surveys in Aroostook, Piscataquis, Somerset, Washington, and York Counties.
- ✦ Complete the reconnaissance level survey of Cumberland County, the State's most populous and developed county.
- ✦ Commence an intensive level survey of rural Lincoln County.

- ✦ Devise ways to draw on the resources of special interest groups or adjoining municipalities to conduct multi-phase surveys of particular property types on a statewide level or comprehensive county-wide surveys (as has been done in cooperation with Maine Olmsted Alliance). The Comprehensive Growth Management program may be one way to institute such a survey among adjacent municipalities.
- ✦ University programs at both the under-graduate and graduate levels may be a further place to look for instituting surveys of particular resource types.

3.3 Review and Compliance (Above Ground Cultural Resources)

As a result of the National Historic Preservation Act of 1966, the Maine Historic Preservation Commission has the responsibility to review all federal, federally funded, or licensed projects to determine their effect on resources listed in, or eligible for listing in, the National Register of Historic Places. Known as the Section 106 Review, this federal level process results in a submission for review whenever there is direct federal participation in a project that may effect a significant cultural resource. Examples include construction projects undertaken by the Maine Department of Transportation with federal highway and/or bridge funds, work in communities where federal grants are used for the rehabilitation of potentially historic properties, and Department of Defense base closure or military construction projects.

Significant protection of cultural resources through review and compliance on the state level is achieved under the Maine Department of Environmental Protection (MDEP) Site Location Law which requires the review of any development over 20 acres or subdivisions of over five lots if under twenty acres. The Commission also reviews all construction projects in the organized territories as

permitted by the Land Use Regulation Commission (LURC). MDEP and LURC site location permits routinely include subdivisions for residential or industrial use, shopping mall construction, and some industrial development projects. While the Commission's role in the MDEP and LURC review processes is only an advisory one, it has proven to be an effective mechanism by which to protect the state's historic resources.

In terms of resource protection, review and compliance represents one of the Commission's most important responsibilities. Since 1971, the number of these reviews has increased steadily as the state has grown and government funding has expanded. The Commission has reviewed nearly 29,000 projects in its twenty four year history and presently processes 2,000-2,200 such project reviews annually. Over the years, the Commission has established close working and co-operative relationships with many of the municipal, regional, and state agencies involved in the review and compliance process. This non-adversarial approach has resulted in consideration for the protection of historic resources being incorporated into the early planning process for local and state government projects in Maine.

Unlike most of the other Commission program areas, the review and compliance process is a reactive one and, as such, more difficult to plan for. However, in order to effectively deal with threats to particular resources in certain areas, the Commission must attempt to identify endangered resources by geographic area and plan accordingly. During the 1980s and 1990s, the majority of projects the agency reviewed were located in southern coastal and mid-coastal regions of the state. This trend appears to be continuing as the pressures of development remain concentrated in these areas. Over the next five years, the Commission sees a continuation of such project reviews, including Maine Department of Transportation planning studies for potential bypasses in Gorham

and Wiscasset, as well as the I-95's expansion study from Houlton to Fort Kent.

The review and compliance process proceeds most effectively when the funding agency (such as a Community Action Program) is aware of the applicable requirements and has an established relationship with Commission. Where such a relationship has not been established, project review can become an exercise in preservation education for the Commission as it assists sponsoring agencies to understand and interpret the various aspects of the process from start to finish. To better respond to such situations, the Commission review staff needs to provide targeted educational material and technical support for the staff members of sponsoring agencies. As such, this activity can be considered a function of public education. In addition, review and compliance program results should be analyzed on an annual basis to assist in the development of survey and National Register priorities.

3.3.1 REVIEW & COMPLIANCE PRIORITIES

SHORT TERM

- ✦ Continue to foster cooperative relationships with sponsoring agencies and applicants.
- ✦ Continue to strengthen the link between the review and compliance process and survey program by having relevant compliance projects contribute to the survey database.
- ✦ Improve understanding of the review process to sponsoring agencies and the general public by providing technical information, presentations and utilizing the world wide web.

LONG TERM

- ✦ Examine the development of historical contexts to assist in evaluating nineteenth century agricultural resources.

- ✦ Complete survey of Cumberland County and coastal areas experiencing rapid development.
- ✦ Expand the survey program to improve the effectiveness of the review process.
- ✦ Explore the development of a GIS-based database which identifies surveyed areas, individual properties, and sensitive areas.

3.4 Acquisition, Development, and Covenants

The Commission presently holds covenants on 90 historic properties in Maine. The Commission has acquired these covenants through Federal and State funded grant programs, the Federal Surplus Property Program, Section 106 project mitigation, and the Maine Lights Program. The Commission has acquired 65 of the covenants in the past two years through a combination of the New Century Grant program and the Maine Lights Program. The Commission does not accept preservation easements for private properties outside of the programs listed above. However, Maine Preservation, the statewide non-profit preservation organization, Greater Portland Landmarks, and the Society for the Preservation of New England Antiquities do administer preservation easements for private properties.

Federal funding for restoration projects stopped in the early 1980s as a result of budget reductions. In 1999 the *119th* Maine Legislature approved funding for one state fiscal year for the New Century Community Program. The Commission was one of seven cultural agencies to receive grant funding through this program. The Commission awarded thirty-eight matching preservation grants totaling $440,000 to properties listed in or eligible for listing in the National Register. As with federal restoration grants, the property owners who participated in the New Century grant program were required to enter into a term preservation agreement or easement with the Commission which

stated that the property owner may not alter the designated characteristics of the property without the Commission's prior approval. Currently the Commission has no grant funds available for restoration projects. However, the Maine Cultural Affairs Council will be requesting $750,000 in the next legislative session to continue the restoration component of the New Century Community program.

Twenty nine coastal Maine light stations were transferred from the U. S. Coast Guard to private non-profit, municipal, or state ownership in 1998 through the Maine Lights Program. Each light station was transferred with a preservation covenant held by the Commission in perpetuity. The annual monitoring and review program which the Commission has established to enforce the easements has been structured so that the commission is also a clearinghouse for technical assistance for the new owners of these special cultural resources. Access to the offshore light stations for inspections are arranged individually through each owner.

3.4.1 Acquisition, Development and Covenants - Priorities

SHORT TERM

- Continue to expand the network of technical assistance via the covenant monitoring program to the Maine Lights Program light stations.
- Better promote the benefits of donating easements to organizations like Maine Preservation, Greater Portland Landmarks, and Society for the Preservation of New England Antiquities.

LONG TERM

- Increase awareness of the National Trust's Gifts of Heritage program as a means of preserving significantly privately owned historic properties.

- ✦ Develop a summer internship program to assist with the monitoring of preservation covenants if State and/or Federal preservation grant funds become available annually.
- ✦ Promote the benefits of restoration grant programs to the public at large.

3.5 Historic Preservation Tax Credits

The Maine Historic Preservation Commission participates in the Historic Preservation Tax incentives Program administered by the National Park Service, which provides a 20 percent tax credit for certified rehabilitation projects of certified historic structures. In order to qualify to participate in the Federal tax credit program, a building must be income-producing and listed in or eligible for listing in the National Register of Historic Places. The Commission provides technical assistance in developing rehabilitation plans and monitors each tax-credit project throughout the application process.

Since the establishment of the Historic Preservation Tax Incentives in 1976, over two-hundred buildings in fifty Maine communities have been rehabilitated utilizing this program representing a capitol investment of more than $100 million. Many commercial buildings in historic downtowns have been rehabilitated, and the historic preservation tax credit has proved to be a major downtown economic revitalization tool. In the early years of the program, primarily professional development utilized the tax credit. Through the program a great deal of office space was created in addition to large scale, low income and elderly housing. Following the Tax Reform Act of 1986, which resulted in a reduction in the credit from 25 percent to 20 percent and the adaption of passive-loss provisions, Certified Rehabilitation feel off dramatically. Instead of applications from professional developers, the Commission began to see an increase in owner-occupied business

applications including Bed and Breakfasts. Since its establishment in the early 1990s, a number of applicants have taken advantage of the low-income housing tax-credit.

Starting tax year 2000, a Maine state taxpayer is allowed a State Rehabilitation Tax Credit equal to the amount of the federal credit allowed by the IRS for a certified rehabilitation of a certified historic structure located in Maine. The credit is non-refundable and is limited to $100,000 annually per taxpayer. The credit is subject to the same recapture provisions as apply under the IRS code and to any available federal carry-back or carry-forward provisions. Although tax credit activity has declined as a result of the Tax Reform Act of 1986, the increase in submitted tax credit applications since the State Rehabilitation Tax Credit became available in tax year 2000 would suggest that this additional incentive is having a positive impact on rehabilitation activity.

The Commission promotes the Federal and State Rehabilitation Tax Credit programs continually by participating in workshops, sending out information packets to interested parties, and by maintaining information on the programs with links to the National Park Service on the Commission's web site. The Commission recognizes that in addition to the economic benefits of rehabilitation projects for community revitalization, tax credit projects also serve an educational role in demonstrating recommended historic preservation techniques. As such, the Commission places a high priority on providing technical assistance to applicants on a one-to-one basis in order to ensure the best possible rehabilitation work.

3.5.1 Rehabilitation Tax Credit Program Priorities

SHORT TERM

- ✦ Continue to promote the availability of both the Federal and State Rehabilitation Tax Credit programs to the general public and municipal planning and economic development

departments.

- ✦ Raise the visibility of model tax credit projects to encourage use of the Tax Credit programs and to encourage a high standard of preservation work.

LONG TERM

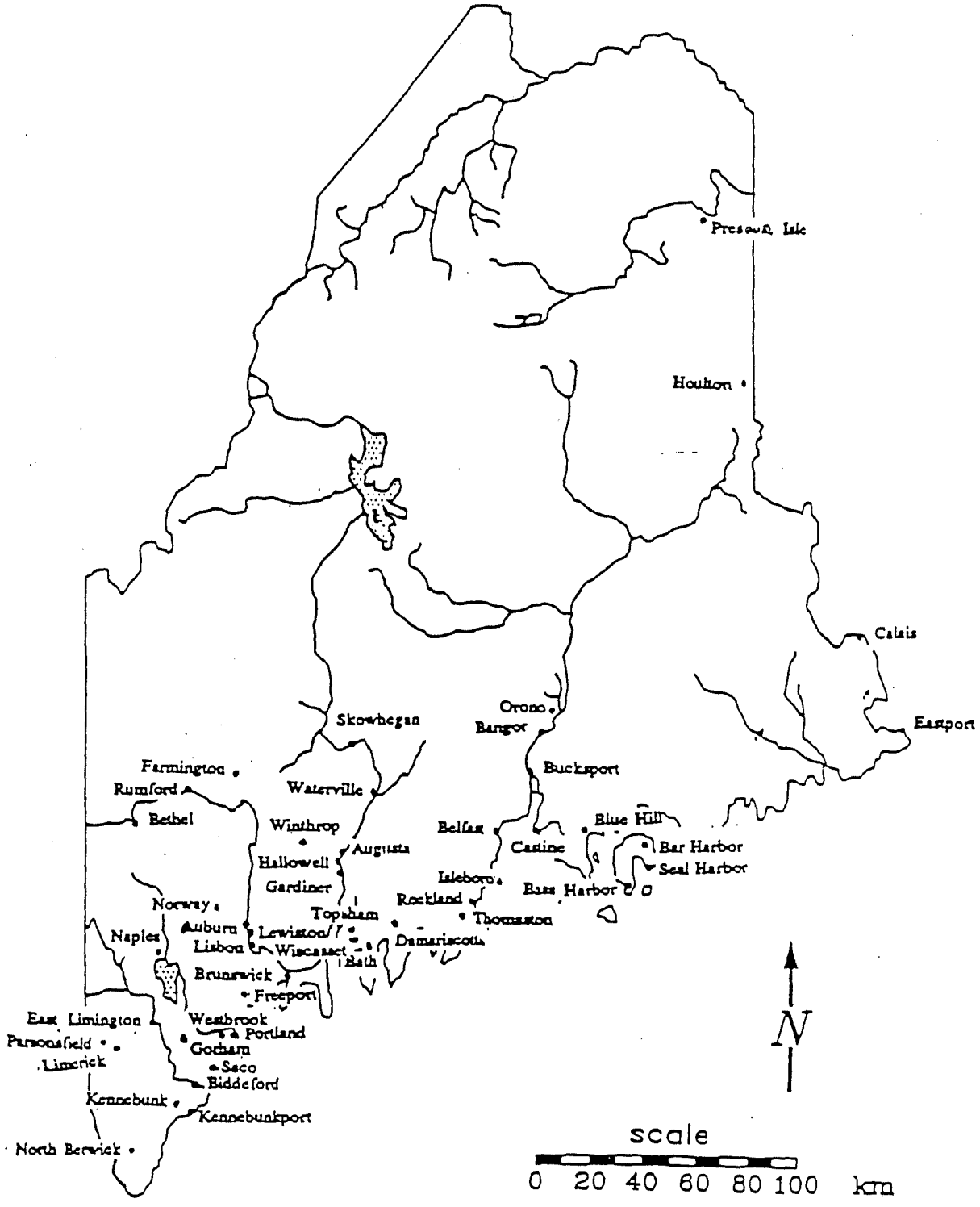
- ✦ Work with Maine Preservation and the Maine Association for Planners on the passage of the federal homeowners tax credit.

3.6 Certified Local Government Program

The Certified Local Government Program (CLG) was created in the early 1980s by an amendment to the *National Historic Preservation Act*. It is designed to provide financial and technical assistance to municipalities in order to encourage and support preservation planning efforts. The *Act* requires that at least 10 percent of the Commission's federal appropriation be dedicated to the program. Municipalities with an historic district ordinance and an historic district commission that are in accordance with federal and state guidelines are eligible to apply for CLG status. CLGs are eligible to apply to the Commission for annual grant funds specifically dedicated to the program.

Eligible activities include architectural and archaeological survey projects, preparation of National Register nominations, public education programs, development projects, activities related to comprehensive planning, and the development of community specific design manuals.

Tax Incentive Projects in Maine.



The Commission has initiated and sponsored, along with host CLGs and Maine Preservation, annual training workshops for CLGs, historic preservation commissions, planners, elected officials and preservationists. Over ninety individuals attended each training session sponsored in 1999 and 2000, a marked increase over previous years. Annual workshops will continue to be developed based upon the needs of the CLG program and commission members. The Commission also provides special training to individual CLGs on relevant topics as requested.

Currently there are eight Certified Local Governments in Maine: Bangor (12/02/85), York (01/07/86),Topsham (06/22/88),Kennebunk (02/09/90),Hampden (08/28/90), Lewiston (02/04/91), Saco (10/23/91), Castine (11/24/94). In addition to these Certified Local Governments, the Commission is aware of numerous other local historic district commissions.

3.6.1 CLG Program Priorities

SHORT TERM

- Continue to encourage more communities with local historic districts to participate in the Maine CLG program.
- Encourage CLGs to prepare National Register nominations and up-date older National Register district nominations.
- Continue to educate CLGs and local historic preservation commissions on the importance of identifying and protecting significant archaeological resources.
- Continue to work with municipalities to develop preservation planning, identification, and protection strategies.
- Promote information exchange among local historic preservation commissions and interested

parties to encourage their collaboration on specific preservation issues.

- ✦ Continue to develop and participate in historic preservation commission training sessions with supporting program sponsors.

LONG TERM

- ✦ Educate business development organizations, chambers of commerces, and realtors to increase their awareness of the economic benefits of preservation planning and heritage tourism.

3.7 Planning.

The Commission has a demonstrated record of working closely with local governments on issues related to preservation planning. Local governments in Maine have always been highly instrumental in the development and implementation of a wide range of preservation activities from individual property listings in the National Register to comprehensive preservation plans. The local citizenry is highly active in matters relating to local government in Maine. This tradition of involvement at the town level, matched with the state's small population and accessible public officials, has resulted in many individuals being involved in preservation planning issues to some extent. Results from the Commission's 1995 planning questionnaire indicate that over sixty percent of the respondents had familiarity with preservation planning in Maine.

The most recent and comprehensive effort to promote preservation at the local level began in 1988 with a state mandate which required each town in Maine to develop a comprehensive plan. Of the ten planning goals in the comprehensive plan, goal 9 broadly stated that its purpose was, "To preserve the state's historic and archaeological resources," while goal 1 (rural character), goal 4

(affordable housing), and goal 8 (preserving agricultural resources) had direct applicability to preservation planning.

In anticipation of municipal appeals for existing archaeological, historic archaeological, and architectural inventory data, the Commission developed forms for responding to such requests. The Commission staff also played an active role in the Office of Comprehensive Planning program development workshops focusing on historic and archaeological resources. In addition, the staff has provided information and training workshops to several regional planning commissions throughout the state. In 1990 the Commission began to review and comment on comprehensive plans. This review process is useful for communities which require feedback on cultural resource protection as well as for the Commission as it strives to improve the quality of local preservation initiatives. Each plan is assessed by Commission staff according to a minimum criteria established by Commission. Once plans have been approved and adopted by the town or city, they are codified as each community writes or rewrites its zoning ordinance to conform to its plan. Maintaining contact with local code enforcement officials after the adoption of an ordinance is key to successful implementation. Due to state budget reductions, the mandated requirement for communities to complete a comprehensive plan was eliminated in 1992. To date 209 plans have been reviewed and commented on by the Commission. Over half of the state's 400 municipalities have or are currently drafting plans. Of those, approximately 110 have been found to be consistent with the state's Growth Management Act by the Growth Management Program in the state Planning Office. The Commission continues to review and assist communities to develop preservation strategies and priorities as the comprehensive planning process evolves.

In many areas of the state, rural historic landscapes are under pressure from residential, commercial, and industrial development and a contracting agricultural base. The development of a strategy for the successful preservation of these historic landscapes will require a concerted effort on the part of a variety of preservation organizations and land use management advocates. The Commission plans to assist in the development of strategies which will provide incentives to protect significant rural historic landscapes.

The Commission continues to be a representative on an interagency working group ("Downtown Initiatives Group") initially formed by the Cabinet Subcommittee on Economic Development (CSED) for the "Downtown Maine Initiative." The initial objective was "to craft an interagency package of resources, regulatory changes and refinements, and policies to encourage the revitalization of Downtown Maine." The group identified existing programs with potential downtown impacts and, going forward, identified gaps in service, and program revisions, that could assist downtown revitalization. Working with, and incorporating advice from a wide range of constituents, many of the group's recommendations were incorporated in the 2000 State Legislature's approved S. P. 1027 - L. D. 2600: *An Act to Implement the Land Use Recommendations of the Task Force on State Office Building Location, Other State Growth-related Capitol Investments and Patterns of Development.* In summary, this omnibus sprawl-related bill does the following: directs State agencies to strongly consider either locating or remaining in downtowns; targets growth-related capital investments; charges the Department of Economic and Community Development to develop investment policy that will provide further means to improve the condition of downtowns, including a review of codes and rules which restrict the reuse of existing downtown

buildings; partially funded and established the Maine Downtown Center; and, provided a mechanism for Downtown Improvements and Municipal Investment Loan Funds.

The Commission contributes financially with state funding and through staff-time to the development of Maine's Downtown Center which is managed by the Maine Development Foundation (MDF). Maine's Downtown Center is based on the concept that making downtowns more attractive and more competitive is an effective economic development approach and an antidote to sprawl. Recognizing the economic and social benefits, many Maine towns are currently working to revitalize their downtowns. Many have asked for help. MDF will work with a number of state agencies and non-profits to establish a Center that serves towns by acting as a downtown resource hub, offering training and workshops, convening an annual statewide conference, and offering technical assistance. In addition to serving as a resource for all downtown development efforts, it is planned that two or three towns will be selected each year to received focused attention from the Downtown Center. Such towns will demonstrate willingness and ability to improve their downtowns by raising local funds and hiring a downtown manager. The Center will work with these towns on design issues, organizational development downtown promotion, and economic restructuring. These are the tenets of the National Main Street Center which have served to guide hundreds of Maine Street programs throughout the country.

The 2000 legislative year also saw L. D. 2537: *An Act to Promote Historic and Scenic Preservation* become adopted in a state-wide referendum. This *Act* amends the State Constitution, empowering the Legislature to enact a statutory provision (exemption to the general rule) authorizing, not requiring, municipalities to adopt ordinances to provide reimbursement for property

taxes on real property if the owner agrees to maintain the historic integrity of an important historic structure or provide a protected scenic view. This non-regulatory bill allows communities to decide for themselves how best to structure their own historic preservation incentive program. The Commission will work with interested communities to help craft sample ordinances to take advantage of this incentive program.

Tourism continues to be one of the most vital sectors of the Maine economy. Numerous studies have shown the attractiveness of the state as a tourist destination is due in large part to its historic character and rich heritage. Maine's diverse built environment and traditional rural landscapes are a tangible aspect of its past. Heritage tourism plays an important role in preserving these authentic places while at the same time stimulating local economics of villages, towns, and cities throughout the state. The Commission recognizes the importance of heritage tourism as an integral component of this sector of the economy and supports efforts to improve the interpretation of historic and cultural sites throughout the state. The Commission continues to sponsor and participate in cultural tourism workshops and has been involved in recent years with the Maine Arts and Heritage Tourism Partnership. Collaborating with the Department of Tourism and other state agencies, the Partnership promotes art and heritage tourism in the state by providing technical assistance and select grants to those projects which support the goals of the partnership.

3.7.1 Disaster Planning.

Discussion between the Commission, the Federal Emergency Management Administration (FEMA), and the Maine Emergency Administration (MEMA) is ongoing regarding disaster planning

in Maine. Maine's many rivers pose a particular threat to archaeological and historic sites, many of which are located within flood plains. These rivers are particularly prone to flooding during the spring thaw in March and April. In addition, many historic and archaeological sites are located in exposed coastal areas and are subject to damage as a result of storms and hurricanes. Priority should be given to developing a disaster plan which identifies the most vulnerable areas and, in consultation with appropriate federal, state, and local agencies, develops strategies for coping with natural disasters that damage significant historic and archaeological resources.

3.7.2 Planning Priorities

SHORT TERM

- ✦ Continue to assist communities in the development of preservation planning and the development of zoning ordinances.
- ✦ Educate regional planning commissions on the benefits of historic preservation planning as a tool to maintain community character and preventing sprawl.
- ✦ Continue efforts to preserve rural historic landscapes in Maine.
- ✦ Continued involvement with the interagency "Downtown Initiatives Group" to seek collaborative programs and projects which facilitate historic building rehabilitation and downtown revitalization.
- ✦ Support the formation and development of "Maine's Downtown Center" to promote preservation and economic growth through a private-public partnership.

- ✦ Continued involvement with the Maine Office of Tourism and the Maine Arts and Heritage Tourism Partnership to enhance heritage tourism in the state.

LONG TERM

- ✦ Support heritage tourism throughout the state by assisting in the establishment of a data base which identifies and locates historic and cultural sites.
- ✦ Aid in the establishment of "heritage corridors" throughout the state.
- ✦ Develop a disaster planning document for archaeological/historic resources in consultation with FEMA, MEMA, and local agencies.

3.8 Public Education &Technical Assistance.

Public education and technical assistance have been vital components of the Commission's programming since its inception in 1971. The premise under which the Commission has operated assumes that the dissemination of information about the cultural resources of the state is a foremost priority in the effort to identify, evaluate, and protect significant historic and archaeological sites. As a result, staff members deliver more than one hundred lectures annually on topics relating to archaeology, architectural history, and historic preservation to diverse audiences throughout the state. In addition, the Commission co-sponsors a number of statewide workshops, walking tours, and conferences on all aspects of preservation ranging from materials conservation to Certified Local Governments. The Commission also co-sponsors and frequently contributes to the quarterly, statewide Maine Preservation newsletter in addition to frequently contributing to the Greater Portland Landmarks and Maine Olmsted Alliance newsletters. Over the years, the Commission has

published or co-sponsored numerous books and publications.

The Commission provides technical assistance to the public on a range of specialized topics. These include architectural history, archaeology, preservation law, Americans with Disabilities Act, materials conservation, and building restoration and maintenance. In addition, the Commission maintains a wealth of written and visual material pertaining to the state's cultural resources which is available to the public by appointment. Long range plans call for the computerized cataloging of these materials that would make them available to the public on an electronic bulletin board over the Internet.

The Commission's commitment to historic preservation education has been highly successful. A number of factors indicate that this program area should be continued and, if staffing permits, expanded. Such increased educational initiatives might include programs designed for the public schools which introduce students to historic building types and explain why significant cultural resources should be preserved. Greater Portland Landmarks is presently embarking on an educational initiative to develop preservation education in the Portland area school system. The Commission coordinated with Landmarks in this program and encourages the expansion of such an initiative statewide. In addition, the statewide non-profit Maine Preservation annual awards Jane Carpenter Poliquin Education Grants, providing funding for teachers to develop heritage education programs in their schools.

In terms of technical assistance, the Commission has discussed producing a expanded cyclical maintenance manual for historic buildings in Maine. The planning survey indicated that there is much interest in the publication of a statewide inventory of National Register sites in the

state. In general, the Commission plans to continue to raise the awareness of preservation issues through pro-active preservation efforts that will appeal to the broadest audience possible. For example, the co-sponsorship of a statewide "preservation week" by the Commission is one possible way to increase interest in preservation issues in Maine.

Recently, governor Angus King designated October each year as Archaeology Month. The staff, working with the Maine Archaeological Society and numerous other institutions and agencies, brings the latest research in both prehistoric and historic archaeology to the attention of schools and the general public.

3.8.1 Public Education and Technical Assistance Priorities

SHORT TERM

- Continue public lecture and workshop activities. Focus on specific audiences and address their particular needs for information on specialized topics.
- Coordinate with preservation organizations and public schools in the development of a preservation education program as part of the state's educational curriculum.
- Explore the various way in which local preservation commissions and CLG's can assist in providing more preservation education at the local level.
- Encourage greater cooperation and coordination of preservation efforts between public and private advocates.

LONG TERM

- ✦ Establish a computerized cataloging system for the Commission's holdings that can be electronically accessed by the public.
- ✦ Produce a statewide inventory of National Register listings that is available to the public.
- ✦ Explore the possibility of co-sponsoring a "preservation week" as a way to raise the public's awareness of historic preservation.

4.0 PREHISTORIC ARCHAEOLOGY

Maine's Native Americans left no written records, indeed few surviving ideographic records of any kind, before the arrival of Europeans. The first historic record was written by European explorers in the *16th* century, so we refer to the archaeology of Maine's Native American inhabitants as "prehistoric" archaeology. The methods of prehistoric archaeologists differ from those of historians. Rather than studying primarily written documents, prehistoric archaeologists examine the material remains of past cultures.

Archaeological remains, found in archaeological sites, were not created with the intent of communicating anything to future generations, so we must leave some of the most basic questions about prehistoric people unanswered. We shall never know their names for themselves or the details of their religious beliefs, for example. We can infer some aspects of their lives from anthropological accounts of similar cultures elsewhere in the world and from the early Europeans' sketchy and biased written descriptions. Mostly we are reliant on the archaeological record, which can be shockingly honest and unmistakable or frustratingly obscure.

4.1 Prehistoric Archaeology and the National Register.

Prehistoric archaeological sites can be as complex and laden with data as a 5,000 year old stratified shell midden on the Maine coast or as simple as an eroded scatter of stone tool manufacture debris (flakes) on the shore of an inland lake. National Register of Historic Places eligibility (or "significance") is used to decide which sites require protection and/or excavation and which do not. Prehistoric archaeological sites are nominated to the National Register under Criterion D, "potential to provide important information about prehistory or history." A special category of site, a

"traditional cultural property," could conceivably be used to nominate some late prehistoric and Contact period Native American sites in Maine, ones at which a traditional activity continues into the present, but no such sites have yet been identified to us by Maine's tribes.

We have subdivided prehistoric or Native American archaeology into eleven time periods and named cultural units. Because the complexity, state of preservation, and number of archaeological sites varies greatly from one time period or cultural group to the next, we feel that the precise attributes which allow a site to contribute significant information to the study of history or prehistory varies from one time period or cultural group to another. These time periods or cultural groups have been assigned to eleven named contexts as shown in Table 1.

For each context it is our ultimate goal to produce a written summary of what data are known, and what the current research trends are, and to use that information to list archaeological site preservation attributes which are to be applied in judging prehistoric archaeological site eligibility or significance. As of this writing, seven of these eleven contexts have been written. The contexts that have been drafted will be reviewed for currency at a minimum of every five years and updated accordingly as new sites and new information are developed.

The heart of each context is a discussion of existing archaeological knowledge about the time period or cultural group, organized around twelve research significance themes as listed in Table 2. These twelve research significance themes allow organized discussion of on-going research trends and make clear which areas have been under-researched or have little applicable data. Furthermore, they help to clarify the site preservation attributes which can be used to judge what sites might "provide important information about prehistory or history" and, therefore, separate eligible from non-eligible sites or components.

Table 1. Comprehensive Planning Archaeological Study Units

Time Period	Study Unit
11,500 - 10,200 B.P.	Fluted Point Paleoindian Tradition
10,200 - 9,500 B.P.	Late Paleoindian Tradition
10,500 - 6,000 B.P.	Early and Middle Archaic Traditions
6,000 - 4,200 B.P.	Late Archaic: Laurentian Tradition
6,000 - 4,200 B.P.	Late Archaic: Small-stemmed Point Tradition
4,000 - 3,700 B.P.	Late Archaic: Moorehead Phase
3,900 - 2,800 B.P.	Late Archaic: Susquehanna Tradition
2,800 B.P. - A.D. 1500	Ceramic Period
1500 - AD 1675	Early Contact
1675 - A.D. 1760	Late Contact
1760 - A.D. 1940	Integration with Euro-American Life

Note: B.P. equals years Before Present; A.D. equals calendar years. All dates are estimates.
Source: Spiess (1990:104).

Table 2. Archaeological Research Significance Themes

Research Significance Theme	Description
1. Cultural History	Elucidating archaeological cultural chronologies and tracing ethnohistory and ancestry of Native American groups
2. Settlement Patterns	Studying distribution of sites across state, in relation to specific land forms, and with respect to intrasite patterning
3. Subsistence Patterns	Studying faunal and floral remains for interpreting intrasite and intersite variation in food acquisition and use
4. Mortuary Practices	Studying burial remains including single graves and cemeteries to develop interpretations of various aspects of social organization and religious beliefs.
5. Transportation, Travel, Trade, and Commerce	Investigating quarrying activities and movement of lithic materials and other goods across the landscape. It also includes studying the scale of regional cultural contacts that occurred among people and the identification of reasons for such contacts
6. Social and Political Organization	Examining sites or groups of sites to investigate sociopolitical organization, especially of groups organized into units larger than the band
7. Laboratory and Field Techniques	Investigating sites where the situation allows for the application of field and laboratory techniques not currently used or the testing of new techniques
8. Anthropological Archaeology	Investigating anthropological issues that are associated with the study of "New Archaeology"
9. Human Biology	Studying human skeletal remains for the purpose of learning about demographics, general health, disease, and diet of prehistoric peoples
10. Environmental Studies	Covering topics directly related to understanding the paleoenvironmental contexts of sites that have significance in relation to other themes
11. Non-Mortuary Practices	Including the study of special purpose sites such as petroglyphs that can contribute to understanding non - material aspects of past cultures
12. Cultural Boundaries	Studying sites that contribute information on location and changes in location of cultural boundaries through time and across state

It is a policy of the Commission that any site which contains an eligible component is eligible in its entirety with the exception that some physical portion of that site (e.g., plowzone, or a heavily disturbed portion) might be specifically excluded as non-contributing in the National Register nomination document. Many well preserved, multi-component sites have more than one prehistoric component which meets the eligibility criteria of one or more research significance themes.

As stated above, the number of known sites and their general quality and content may vary substantially from one time period or context to another. For example, Paleoindian sites rarely contain more than a stone tool assemblage, whereas Ceramic Period sites often contain an artifact assemblage plus features which may preserve fauna and floral remains. In some cases, such as the Early and Middle Archaic Periods, the standard use of diagnostic point types (or later pottery or trade goods) to identify the time period of a site does not work, because diagnostic life uses were rarely manufactured.

4.2 Pre-Historic Archaeological Survey Program

Archaeological survey (broadly defined) in Maine is funded by multiple sources. By far the largest funding source is corporations proposing major developments or needing permits for major facilities as part of the Review and Compliance process. Another source of funds are the Federal grant funds provided by the Historic Preservation Fund and state survey funds provided by the Legislature (often used as match for the HPF funds). The remaining sources of archaeological survey funds may be termed "other," including private cash donations, donation of college or University-paid time, land assessment funds from the Land for Maine's Future Board purchase program, and

the important contribution of time donated by Maine's responsible amateur archaeologists.

At present, there are about 5,705 prehistoric sites in the Maine Archaeological Survey records. Since October 1, 1995 (beginning of the Federal 1996 fiscal year) 505 sites have been located and added to the records. In FY 99 a total of 53 sites were added, and 83 have been added since October 1, 1999. The recent annual average rate of discovery had been about 100 new sites per year. This moderate rate of newly discovered sites reflects a shift from large scale hydroelectric relicensing surveys to site intensive level survey or excavation from site discovery.

Of the 180 sites added to the inventory since October 1, 1994, 63 sites have been identified by Review and Compliance projects, 91 by "other" funds sources, and 8 by HPF surveys, with the remainder indeterminant.

MAINE HISTORIC PRESERVATION COMMISSION GRANTS FOR PREHISTORIC ARCHAEOLOGY, 1976-2000

SURVEY TITLE	YEAR(S)	COMMENT
Fox Islands (North Haven, Vinalhaven)	1976, 1977	Turner Farm, other shell middens
Blue Hill Bay	1980, 1981, 1982	Goddard site, Flye Point, other sites
Casco Bay	1980, 1981, 1982	Shell midden location and inventory
Cathance River	1980	Topsham
Munsungun Lake	1980, 1981	Paleoindian and other sites
Lower Penobscot Bay	1980	
Sheepscot River	1980	Boothbay area shell midden
Upper Androscoggin River	1980	
Agry's Point	1981	
Boothbay Area Text Excavations	1981	Continued Sheepscot River
Penobscot Bay	1981, 1983, 1986	
St. George River	1981, 1982	Shell midden location and testing
Washington County	1982, 1983	
Upper Penobscot Bay	1982	
Kennebec Valley	1983, 1984	
Maine Aboriginal Ceramics	1983, 1986	State wide systematic Ceramic survey
Muscongus Bay	1983, 1984	Shell midden location

FOR PREHISTORIC ARCHAEOLOGY, 1976-2000

SURVEY TITLE	YEAR(S)	COMMENT
Frenchman's Bay and Area	1984, 1985, 1987, 1988, 1999	Abbe Museum, in part reassess old records
	1988, 1990, 1994	
Allen's Island	1984	Continued St. George River
Moosehead-Milo-Brownville	1984, 1985	Beginning work in the Piscataquis Valley
Penobscot Bay Submerged Prehistoric Site	1984, 1985	6,000 B.P., underwater
St. Croix River/Spednik Lakes	1984	
Vail Site/Ledge Ridge Quarry	1984, 1995	Paleoindian, Aziscohos Lake
Willard Brook Quarry	1984	Munsungun quarry
Atkinson Site/Steuben Area	1985	
Mattawamkeag/Chandler	1985	Collection and site assessment
York County	1985, 1986	
Cobscook Bay Area	1986	
Freeport	1986, 1987	
Lithic Source	1986	Statewide review
St. George Islands	1986	
Piscataquis	1986	Brigham and Sharrow sites begun
Castine	1987	
Casco Bay	1987, 1988, 1992	Complete Casco Bay shell middens survey
Mooseleuk Lake	1988	Northern interior lake sites
Hilton Site	1988, 1990	Contact Period sites,
Dennison Hatchery	1988	
East Penobscot Bay	1988	
Site 95.18, Princeton Area	1990	
Downeast Coastal	1990	
Site 29.178, Vinalhaven	1990	
Topsham Prehistoric Archaeological (CLG)	1990, 1993, 1995	Rosie, Mugford, other sites
Petroglyphs-Pictographs	1991	
Maine Archaeology Records	1991	R. S. Peabody/Moorehead's survey
Deer Isle	1991	
Site 95.18	1991, 1992	
Orono Island	1991	
Kennebunk Plains (CLG)	1991	Paleoindian, Hedden sites
Fox Islands/Muscle ridge	1992	
Ruth Moore Site	1992	
Fish Point Analysis	1992	Pemaquid area prehistoric sites
Fryeburg Area, II	1993	National Register testing several sites
Sebasticook Weir	1993	
Varney Farm Site	1994	Late Paleoindian site
Monhegan	1994, 1995	
Old Point	1994	Norridgewock settlement
Moorehead Burials	1995	Collections and site relocation
Tracy Farm	1995	Non-NHL area Phase I survey
Indiantown Island	1996	Prehistoric Site
Boothbay Region	1997	Prehistoric Sites
Paleoindian Publication	1998	Public Education

MAINE HISTORIC PRESERVATION COMMISSION GRANTS FOR PREHISTORIC ARCHAEOLOGY, 1976-2000

SURVEY TITLE	YEAR(S)	COMMENT
Chase-Churchill Lakes	1998	Paleoindian Sites
Chouacoit Site	1999	Contact Period Site
Archaeology Week	1999, 2000	Public Education
Pemaquid	1999	Prehistoric Site
Northern Maine Woods	1999	Paleoindian Sites
Glidden Midden	1999	Prehistoric Shell Heap
Allagash	1999	Prehistoric Sites
Frenchman Bay Area	1999	Prehistoric Sites

HPF funded surveys have for the last five years concentrated on areas of the state under particular development pressure and/or specific site types which are especially at risk. In particular, HPF funds have been used to survey coastal shoreline to provide a complete reconnaissance survey of major areas of the marine coastal shoreline and lower estuaries of the state, work mostly completed before 1994. Other HPF surveys have concentrated on portions of rivers. Much of the coast and sections of specific river valleys in southern and central Maine are under particular development pressure. Some of this survey information has included intensive-level survey.

Focussed on one site, intensive-level survey information is used to make determinations of National Register eligibility at the state level, based on the eligibility criteria listed in the applicable State Plan context. When a determination is made that a site is, in fact, eligible under one or more contexts, that information is entered in the MESITES database. Production of National Register nomination papers from HPF survey material reports is done when a request is made by a landowner or a site seems to be under particular threat. By their nature, however, Review and Compliance generated sites are often under greater threat than HPF survey sites, so much of the National Register nomination effort is focussed on Review and Compliance generated sites.

Although HPF-funded survey has necessarily taken a "back seat" to other funding sources in terms of numbers of sites identified, and numbers of sites listed on the National Register in recent years because of the relative amounts of money available, HPF-funded intensive level survey work has produced highly important and exciting results which would otherwise not have been obtainable. We shall give four examples. HPF survey funds partially have paid for test excavation of site 17.76 on Allen's Island, a shell midden with Middle Ceramic and Contact Period components. This site may have been the location of George Waymouth's 1605 first encounter with Maine's central coast Native Americans, and it documents continuation of the prehistoric settlement and summer subsistence economy into the 1670s or up to 1700 A.D. HPF survey funds and state funds used as match have partially paid for work on two major Paleoindian (circa 10,500 year old) sites: the Hedden site (4.10) and site 39.1, which have yielded much information about the stone tools and environment of Maine's first inhabitants. Perhaps most important, HPF funds have been used in part to map and test the oldest known fish weir in eastern North America (site 71.19), yielding stone-tool-cut wooden stakes, stone tools associated with weir construction, and a birch-bark container fragment. This fish weir was reutilized many times between about 3000 B.C. and 300 A.D.

4.3 Review and Compliance and Prehistoric Archaeology

Review and Compliance archaeology in Maine operates within three different levels of legal mandate: federal, state, and local. The federal level Review and Compliance is based on Section 106 of the National Historic Preservation Act in collaboration with myriad federal agencies either financing construction or issuing permits in Maine. Examples of Section 106 federal agency involvement include the Maine Department of Transportation for federal highway construction, the

Federal Energy Regulatory Commission relicensing of hydroelectric facilities and licensing of new dams, Community Development Block Grants and other funding sources for sewer and water line construction, Department of Defense base closure or military construction projects, and Army Corps of Engineers wetlands alteration permits for construction of everything from roads to cranberry bogs.

Maine also has strong state level archaeological review and compliance. Primarily this review operates under the Maine Department of Environmental Protection (MDEP) Site Location Law which requires archaeological and historic properties review of any development over 20 acres or subdivisions of a certain number of lots if less than 20 acres. The Commission also reviews all construction projects in the organized territories as permitted by the Land Use Regulation Commission (LURC). MDEP and LURC site location permits routinely include subdivisions for residential or industrial use, shopping mall construction, and some industrial development projects. At the municipal government level, the Commission also has some Review and Compliance responsibilities. Many towns have adopted shore land zoning ordinances and subdivision ordinances which require consultation with the Commission in certain circumstances if archaeological sites may be present. These reviews are in addition to or separate from historic ordinances in towns with Certified Local Governments. LURC reviews in the unorganized territories (undeveloped northern Maine for the most part) also involve municipal-level functions, including review of individual camp construction, septic system construction, campground construction by the State Department of Conservation on public lands, and major wood road and bridge construction involved with wood harvesting operations.

4.3.1 Predictive Model for Prehistoric Site Location

The vast majority (greater than 95 percent) of archaeological sites in Maine are habitation/workshop sites at which Native Americans with a generalized hunter/gatherer or hunter/gatherer-horticultural economy both lived and worked. Much rarer site types include cemetery sites, pictographs from petroglyphs, and quarry related workshop sites. The latter site type, quarry/workshop sites, are predictable from bedrock outcrop maps. The rare cemetery and pictograph/petroglyph sites tend to occur within the shoreland zone near habitation workshop sites, so their presence is covered by the other predictive model for habitation/workshop sites.

The predictive model for habitation/workshop sites (most often referred to as the predictive model for "sites" in general) is based on the fact that over 98 percent of habitation/workshop sites are located adjacent to a body of water that is navigable by canoe. For most of Maine prehistory, except the Paleoindian period, Maine was covered by a dense forest, and people tended to live and travel along waterways. They camped for a season or built their villages on areas of low slope adjacent to water shorelines, usually on the best drained area of low slope within a stretch of several hundred yards of shoreline. Thus, any canoe navigable water body shoreline is considered a potential area for a prehistoric archaeological site.

This predictive model is complicated by the fact that water body shorelines have changed in some cases in the last 11,000 or 12,000 years. Such changes include abandonment of river channels, post-glacial uplift of the interior causing lake levels to change, or down-cutting and abandonment of river banks. Thus, not only must we consider the banks and flood plains of existing canoe navigable bodies of water, but we must also consider fossil shorelines as areas of archaeological potential. The coast of Maine has been sinking, and the coastline therefore has been progressively

inundated, beginning about the time of initial Paleoindian habitation. Therefore, "fossil" marine coastal shorelines formed since Native Americans have been in Maine are all now underwater. A few archaeological sites, composed of scattered and damaged large stone tools, have been found offshore, primarily by scallop draggers. For the most part, however, we consider the "offshore" prehistoric archaeological resource to be heavily damaged, until proven otherwise.

Approximately 2 percent (101 of 5141) of sites are located away from water shorelines, either fossil or existing. These sites almost uniformly are located on well drained glacial outwash sand or slightly gravelly sand soils. They are often near a small upland stream, a rise in the landscape providing a good view, a large marsh complex, or a sand dune field providing some topographic variation. The majority of the habitation/workshop sites located away from water on sandy soils are Paleoindian in age. However, there are also a few Late Archaic (particularly Susquehanna Tradition) and Ceramic Period sites on this type of soil.

Enough survey of Maine has been accomplished to assert that habitation workshop sites are rarely or never found on till based soil or other poorly drained soils away from water body shorelines. Thus, the predictive model for prehistoric habitation workshop sites in Maine is essentially bi-partite, with one being focussed on water shorelines and the other being focussed on well drained sandy glacial outwash soils with some sort of an additional factor such as topographic relief or upland stream presence.

This predictive model is used virtually every day in Review and Compliance project review, with the decision of whether or not to require archaeological fieldwork being made on the basis of topography, surficial geography, and water body shoreline presence.

4.3.2 Review and Compliance Results

The Commission staff reviewed 2,126 projects in calendar year 1999, including reviews for archaeological sites on over 90 percent of these. The vast majority of these projects were reviewed by applying our predictive model of site locations if the area had not been previously surveyed, or by noting the presence or absence of archaeological sites if it had been previously surveyed.

We responded by requiring an archaeological survey in 89 cases (4.2 percent of the total) in 1999. In our experience, approximately half of these "survey required" findings do not result in archaeological survey, at least immediately. Sometimes the project is canceled for reasons unknown to us (unrelated to archaeology); sometimes a large project is canceled for highly public reasons such as changes in economics or financial backing (i.e., "it was a bad idea"); or the project is redesigned to avoid the archaeologically sensitive area, or the project is postponed for years to resurface later.

Three of the 1993 projects which yielded archaeological sites have proceeded through intensive level survey or further, such that we can report highly significant results. All of these sites would have been destroyed without the review and compliance legislation and review system. One site containing Ceramic Period features such as hearths, ceramics, and stone tools was found adjacent to a Department of Transportation bridge project near Sebago Lake. It is scheduled for major excavation before bridge construction. Another site was located on a sandy knoll which was designated for use as a sand borrow source for a cranberry bog in York County. The site contains a Late Archaic component and a Ceramic period village with fire-hearth features. If the cranberry bog development proceeds, the developers will sign a conservation easement to guarantee that archaeological excavation will remove the archaeological material from any portion of the sandy knoll before it is used as borrow. Finally, survey in advance of construction of a WAL☆MART in

Oxford located an extremely rare Late Paleoindian site dating about 10,000 years old, consisting of four discrete, undisturbed stone tool concentrations. Presumably these were four work areas in/around four tents, probably all occupied at the same time. Extensive survey around the property indicated that the entire site was contained within the area proposed for construction of the WAL☆MART loading dock and associated parking area. Rather than redesigning or relocating their store, which was one option presented to them, WAL☆MART made the decision to pay for the complete, careful excavation of all four concentrations, as well as their analysis and reporting.

4.4 Prehistoric Archaeology Priorities

SHORT TERM

- ✦ Expand the archaeological site monitoring program based on the successful model of the joint program with the Maine Archaeological Society.
- ✦ Continue the joint public education efforts with the Maine Archaeological Society, publishing books and a semi-annual journal.
- ✦ Continue integration of survey and Review and Compliance results into databases and into predictive model of site locations. Most of this information will be utilized by municipalities and the Maine Department of Transportation for planning purposes.
- ✦ Continue to monitor, guide and encourage FERC hydroelectric relicensing archaeological survey and data recovery work.
- ✦ Continue to educate CLGs, local historic preservation commissions, and the public on the importance of identifying and protecting significant prehistoric archaeological resources.

- ✦ Improve understanding of the Review and Compliance process to sponsoring agencies, applicants and the general public by providing technical information, presentations and utilizing the world wide web.

LONG TERM

- ✦ Finish four remaining historic contexts: Late Archaic Small Stemmed Point, Late Archaic Moorehead phase, Late Contact, and Integration with Euro-American Life.
- ✦ Complete coastal zone survey, primarily portions of York, Sagadahoc, and Hancock Counties.
- ✦ Continue Paleoindian site identification, survey, and data recovery if threatened.

5.0 HISTORICAL ARCHAEOLOGY

In 1976, having hired an historical archaeologist, the Commission began to address archaeological sites of the historic period, complementing survey programs for prehistoric sites and architectural resources. Thus was born the tripartite definition of Maine's historic resources, a structure continuing to the present which ensures that the most significant sites and buildings of all periods are addressed annually. This division also recognizes the very different professional disciplines - prehistoric archaeology, historical archaeology, history, and architectural history - which must address these various resources, disciplines not coincidentally required on the Commission's review board.

Maine historical archaeology was not born overnight. When, in 1978 (with substantial assistance from the Commission), the University of Maine at Orono hired an historical archaeologist, the number of such professionals in the state doubled. Since then, partly due to trained individuals moving into the state and partly due to "home-grown" talent, the number of historical archaeologists who have worked or are working in Maine has grown to twenty one.

One of the first actions in 1976 was to establish survey priorities for the new science of historical archaeology in Maine. The cornerstone of this initiative was the decision that sites of the early colonial period should be the primary focus for identification, evaluation, and protection. This period is subdivided into three phases: Early Settlement (1604-1675), Indian Wars (1676 to early 18th century), and Resettlement Period (early to mid-*18th*-century). Simply stated, these sites were recognized as the scarcest, least well documented, and most prone to destruction by vandalism, development, and erosion in that they are almost exclusively found on navigable water, either estuarine or marine.

On a secondary level, other sites were also recognized as deserving attention. The Commission determined that sites representing the earliest penetration of Euro-Americans into a given area, regardless of period, are worthy of attention, given their poor documentation, their vulnerability to subsequent expansion of communities, and their data regarding adaptation of new populations to wilderness areas. In addition, sites relating to important Maine events or industries are recognized, hence the surveys of sites such as Fort Edgecomb and Fort Sullivan, as well as reconnaissance-level projects in the areas of Baxter State park and the White Mountain National Forest respectively focussing on *19th*-century logging industry sites and extinct agricultural neighborhoods.

But by and large the Commission's principal efforts, both in-house and via grants to other agencies/institutions, have addressed the traces of earliest European impact on our landscape. The accompanying map outlines the structural framework of the program, which breaks down into eight coastal/estuarine regions. Following is a summary of past work in each of these regions, with an assessment in each case of what remains to be done.

5.1 Region I: York County

Primary sources make clear that coastal and riverine areas of York County were not only some of the earliest targets of Anglo-American settlement, but that in the *17th* century the majority of the English population was concentrated there. In the late 1970s were culled from the York Deeds on a town-by-town basis all *17th* -century references to physical plant of any kind, ranging from mansion houses to stages and flakes. Subsequently their locations were plotted as precisely as possible on 7.5' topographic maps. This time-consuming work comprised an ideal documentary data

base for fieldwork which had to be undertaken as a matter of urgency. By 1985 funding and personnel came together when the Commission co-sponsored the long-term York County Archaeological Survey, first with the Old York Historical Society and more recently with the York Institute. This survey, concentrating on the towns of Kittery and, especially, York, identified dozens of *17th*- and early *18th*-century sites, many of them far more distant from navigable water than had been thought likely. The predictive model for early colonial sites had to be adjusted for towns like York which were intensively populated before 1700. Another project which the Commission co-sponsored was reconnaissance-level survey of the Isles of Shoals (Appledore) for early codfishery sites.

More recently, Commission funding has supported survey for maritime-related sites, including shipwrecks in the intertidal zone, in Cape Neddick (York), Wells, and Kennebunk. Important *17th*-century sites in the Salmon Falls area (South Berwick) are now also being identified.

Although a spectacular start has been made in York County, a lifetime's work remains to be done. While parts of Kittery and much of York have been looked at, it has been mostly on a purely reconnaissance basis. For example, the rediscovery of Sir Ferdinando Gorges' Point Christian Manor (ca. 1634) in York is exciting, but more intensive-level fieldwork will be necessary before it can be nominated to the National Register. Meanwhile, most of the county's coastal towns and the sensitive river valleys of the Saco and Piscataqua/Salmon Falls have yet to be examined. Clearly, given the heavy development pressures on the region, York County surveys demand major and continuing support.

MAINE HISTORIC PRESERVATION SUBGRANTS FOR HISTORICAL ARCHAEOLOGY, 1975-2000

Location	Year(s)	Focus
1. Stockton Springs Harbor	1975	18th-C Shipwrecks
2. Pemaquid Harbor	1980, 1981, 1982	17th-C Shipwrecks
3. Baxter State Park Area	1979, 1980, 1981	19th-C Industrial
4. Damariscove Island	1979, 1980	17th-19th-C Anglo-American Sites
5. Piscataqua Region	1980	17th-C Shipwrecks
6. Richmond Island	1979	17th-C Anglo-American Sites
7. Castine	1981	17th-C French (Acadian) Sites
8. Naskeag Point	1981	17th-C French (Acadian) Sites
9. Agry's Point	1982	17th-C Anglo-American Sites
10. Bagaduce River	1983, 1984, 1990	17th-C French (Acadian) Sites
11. Eastport	1983	19th-C Anglo-American Sites
12. Lower Kennebec	1983, 1984, 1993, 1994	17th-C Anglo-American Sites
13. Norlands	1983	19th-C Anglo-American Sites
14. Stroudwater Area	1983, 1984	18th-C Anglo-American Sites
15. Portland Waterfront	1983, 1984, 1985-1987	17th-19th-C Anglo-American Sites
16. Upper Kennebec	1984, 1985-1995	17th-18th-C Anglo-American Sites
17. Pemaquid River	1984-1994	17th-C Anglo-American Sites
18. Wells Area	1984	18th-C Anglo-American Sites
19. Ballast Survey	1985	17th-C Anglo-American Sites
20. Edgecomb Area	1985	18th-19th-C Anglo-American Sites
21. Northern Casco Bay	1985, 1994	17th-C Anglo-American Sites
22. York County	1985-1987, 1989-1994	17th-C Anglo-American Sites
23. Veazie Area	1988	18th-C Anglo-American Sites
24. Isles of Shoals	1988-1992	17th-C Anglo-American Sites
25. Factory Island, Saco	1989	18th-19th-C Industrial
26. York	1989-1995	17th-18th-C Anglo-American Sites
27. Lincoln County Coastal	1988-1992	17th-19th-C Anglo-American Sites
28. Fort Halifax	1989, 1991	18th-C Anglo-American Sites
29. Malaga Island	1991	18th-20th-C African-American
30. Topsham	1992	17th-18th-C Anglo-American Sites
31. Damariscotta River	1993, 1995	17th-18th-C Anglo-American Sites
32. Canada Road	1994	19th-C Anglo-American Sites
33. Yarmouth	1995	18th-C Anglo-American Sites
34. Cape Neddick	1996	17th-18th-C Anglo-American Shipwrecks
35. St. George River	1997, 1999	17th-18th-C Anglo-American Sites
36. Cape Neddick	1998	17th-19th-C Anglo-American Sites
37. Popham Colony	1998, 1999	17th-C Anglo-American Sites
38. Wells Intertidal	1999	17th-19th-C Anglo-American Sites
39. Penobscot Expedition	1999	18th-C Anglo-American Sites
40. Salmon Falls Area	1999	17th-C Anglo-American Sites
41. Kennebunk Tidal Sites	2000	17th-20th-C Anglo-American Sites
42. Pemaquid	2000	17th-C Anglo-American Sites
43. Upper Damariscotta	2000	17th-C Anglo-American Sites
44. Popham Colony	2000	17th-C Anglo-American Sites
45. Frenchman's Bay Area	2000	17th-19th-C Anglo-American Sites

5.2 Region II: Portland Area

Two projects have focussed on this region, the Stroudwater Area Survey (1983-84) and the Portland Waterfront (1983-87). The former examined sites in Portland's oldest surviving village, dating from the resettlement period, while the latter for the first time in Maine addressed the problems of urban archaeology in the context of the state's largest city. A 1979 project collected and analyzed all primary sources and aerial photographs relating to Richmond's Island (1631-45), a fishing station site of probable national significance.

It goes without saying that this region deserves continued survey support for research in the vicinity of Maine's largest city, whether it amounts to examining urban lots for traces of *17th*-century Casco Neck or undertaking intensive-level survey on Richmond's Island. One hardly needs to note the development pressures facing this region.

5.3 Region III: Northern Casco Bay

Three surveys have targeted this area, known to have been lightly settled in the pre-1676 period and much more intensively by the early *18th*-century. As with other parts of southern Maine, development pressure is intense in this region, coupled with serious coastal erosion.

5.4 Region IV: Upper Kennebec River Valley

Begun in 1984, the Upper Kennebec Archaeological Survey has been funded on an annual basis ever since by the Commission. Initially this long-term project focussed on the military sites which made Anglo-American resettlement of the region possible in the early to mid-18*th*-century: Forts Richmond (1719), Shirley (1752), and Halifax (1755). Subsequently, the Cushnoc Trading

Post in Augusta (ca. 1649-76) was surveyed and the results published by the Commission, leading to the site's designation as a National Historic Landmark in 1993. Cushnoc, it was learned, was of post-in-ground ("earthfast") construction, a building technique long known to be typical of the Chesapeake region in the *17th*-century, but unheard of in New England. More recently, the site of the 1649 trading post "Nehumkeag" in Pittston has been surveyed, another such structure. The latest focus is on the mid-*17th*-and early *18th*-century use of Swan Island.

5.5 Region V: Mid-Coast

For nearly a century, the Mid-Coast Region has been synonymous with historical archaeology in Maine, due to the early and intensive antiquarian interest in the extinct fortified village of Pemaquid (ca. 1625 on). This activity, intensively pursued from the mid-1960s on, has and continues to showcase the value of historical archaeology for the general public, as each year more than 60,000 students and tourists visit Pemaquid's on-site museum and walk among the excavated remains. But this region, constituting the *17th*century English frontier facing Acadia, contains a multitude of other significant sites. In addition to work at Pemaquid, all through the 1970s the Clarke and Lake Company Site in Arrowsic (1654-76) was investigated, leading to a master's thesis and a Commission publication. The Commission's interest in the region has indeed extended well beyond Pemaquid, with 1979-80 surveys on Damariscove Island (1622 on), Sagadahoc Island (1677-89), on the Pemaquid Estuary from 1984 to the present at the Montouri Site (ca. 1650-76), and in the Edgecomb area in 1985, especially at Fort Edgecomb (1808), another highly visible public education vehicle. In addition, small-scale excavations on the James Phips Site (1648-76) in Woolwich have been undertaken, revealing another post-in-ground building. Funding for survey has

identified Walter Philips' house site from the 1660s in Newcastle on the Upper Damariscotta Estuary, while the site of the 1607-08 Popham Colony has finally also been located in Phippsburg on the lower Kennebec River. In Cushing, on the St. George River, the Richard Foxwell trading post of the 1630s has also been surveyed.

While development is rampant, erosion is a particularly severe problem in this region. Much of Pemaquid has been lost, the fortified fishing station on Sagadahoc Island is directly threatened, and huge chunks of riverbank, 100 feet long and 50 feet wide, have been observed falling into the lower Kennebec. Numerous *17th*-century sites have yet to be located, much less tested. It is certain that survey activity in this highly-sensitive region must be intensified in the near future if at all possible.

5.6 Region VI: Penobscot Valley

The Penobscot River, from Penobscot Bay to the vicinity of Old Town, was an early and important artery for French Acadian activity beginning before 1614. Subsequently, during the Resettlement Period, it became a prime focus of Anglo-Americans which led to the establishment of Bangor. Work in this region is embryonic, but an important start has been made. Early documents relating to French activity have been located, and a beginning has been made to look at sensitive sites, starting with the Fort Hill area of Veazie, known to contain ethnohistoric Native American deposits and the site of an Anglo-American fortified trading post probably immediately post-dating 1759. Continuing survey to identify 1779 Penobscot Expedition shipwrecks on the Bangor and Brewer shores is noted below under Underwater Archaeology.

Although development is not yet a serious problem in this region, it almost certainly will be

at some point, and in any case the Penobscot River, like the Kennebec, always has the potential to damage early historic sites.

5.7 Region VII: Penobscot Bay

The eastern side of Penobscot Bay was the premier focus of *17th*-century French Acadian settlement in Maine, centered around Fort Pentagoet in Castine (1635-74). In 1981 the Commission provided seed money which led to major NEH-funded excavations on the eroding but fortunately mostly intact fort, with spectacular results. The site report, internationally published in part by the Commission, is like the site itself, of international significance and as with the Cushnoc project, led to National Historic Landmark designation in 1993. Other Commission-sponsored surveys have looked at sites on Naskeag Point (Brooklin) in 1981 and the Bagaduce River (Castine, Brooksville, Penobscot) in 1983 and 1984. The latter work has focussed on the very important site of Baron Castine's Habitation and associated Indian village (ca. 1675 on). It was from this place that devastating military expeditions against Pemaquid were launched in 1689 and 1696. The Habitation was likewise designated a National Historic Landmark in 1993.

Development and erosion are horrendously threatening in this region. Historical research has pinpointed areas sensitive for very early Acadian settlements in half a dozen diverse locations which should be surveyed as soon as possible. In 2000, funding was secured to mount a reconnaissance-level survey for these sites in the Frenchman Bay area.

5.8 Region VIII: Machias Area

Predicting the importance of this region as a base of Anglo-American logging operations in the late Resettlement Period, this area was the site of a ca. 1629 Plymouth Colony trading post

known simply as "Beyond Penobscot." Later in the 17*th*-century a French settlement known as "Magies" sprang up.

No survey work of any kind has been conducted here, save for test excavations at Fort O'Brien (1775, 1808, 1863) in the early 1960s. Coastal erosion is severe, and development is now finding Maine's remotest section of coast, so at some point soon at least a small-scale reconnaissance-level survey should be mounted.

5.9.1 Underwater Archaeology

An ancillary, but important, class of historic archaeological sites is that of the countless shipwrecks which litter the Maine coast. Despite slender resources, the Commission early made a start at addressing this resource. In 1975 co-sponsorship of underwater survey in Stockton Springs harbor confirmed the presence of the "Defence" (1779), which was subsequently excavated, largely thanks to Commission development grants. Small survey grants from 1980 to 1982 focussed on the waters of Pemaquid Harbor and around Damariscove Island, while a larger grant enabled survey from the mouth of the Piscataqua to the Isles of Shoals. In 1999, with Commission support, the University of Maine and the U. S. Navy began a survey to study several shipwrecks in the Penobscot River which were lost in the disastrous 1779 expedition to dislodge the British from their Fort George in Castine. Since forty or more Massachusetts and U. S. Navy vessels were lost in this operation, this research is probably only a small-scale continuation of a long-term priority.

Meanwhile, recognizing the need to have at least a minimal data base for reviewing proposed dredging and related activities, in 1981 the Commission began to develop the Maine Shipwrecks Inventory. Most of the entries (numbering around 1,000 at this time) are based solely on primary

or secondary references to ship losses, although some are supplemented by on-site observations of sport divers, reported in the press or directly to the Commission. The wrecks have been plotted geographically by region and chronologically by century onto a composite map, which is updated whenever new entries are added to the inventory. In all this, the Commission is far better off than it was before 1981, but over the coming decades modest survey grants for remote sensing and reconnaissance-level diving observations should be made, perhaps focussing on the waters around the score or so of ledges and promontories which have wreaked the most havoc on shipping over the past 350 years. Management of this resource, which the State of Maine claims as its own, ultimately requires that we understand what is physically out there deserving of protection. In 1990 the Commission issued its draft Shipwrecks Management Plan which, among other issues, wrestled with the complex question of National Register eligibility for such sites, recognized the importance of the sport diving community to the resource and, pending funding from whatever sources, established a multi-agency/institution mechanism for the long-term identification, evaluation, and protection of the state's submerged maritime heritage. A minimum of annual funding for the Maine Shipwrecks Survey remains one of the Commission's most important unfunded priorities.

5.9.2 Maine Historic Archaeological Survey Program

Beginning in 1976, the Commission undertook to develop site data on a town-by-town basis. Two years later the Maine Historic Archaeological Sites Inventory was formally established. Over the past two decades this computerized card file has grown from several hundred to several thousand entries, and it continues to expand on an annual basis.

5.9.3 Planning and Historic Archaeology

In 1976 the staff produced a paper entitled, "Approaches to Historical Archaeology in Maine." This was an early effort to establish survey and protection priorities for historic-period archaeological sites, and it set the tone for many years. Maine's military sites were assessed in the publication, *The Forts of Maine, 1607-1945: An Archaeological and Historical Survey.* This fully-illustrated 40-page booklet focussed primarily on those sites in state ownership, but cited many others besides on a chronological basis. In the wake of passage of the federal Abandoned Shipwreck Act of 1987, the Commission prepared its Maine Shipwrecks Management Plan. This document, which has been widely disseminated for comment to the full range of professional and avocational parties, considered the history of underwater archaeology in Maine, the state and federal laws, the various interest groups and concerned agencies and institutions, and the current status of the Maine Shipwrecks Inventory. It also grappled with the challenging issue of criteria of significance for wrecks. Key members of the sport diving community have embraced the plan, as it stresses the essential roles all interested parties must play in identifying and protecting this particularly vulnerable resource. Indeed, a sport diver was a recipient of one of the Commission's Annual Preservation Awards in 1997 for his valuable sharing of wrecks documentary information.

The phenomenon of suddenly encountering Chesapeake-like earthfast architecture on mid-17*th*-century Anglo-American sites in Maine (beginning in the mid-1980s) has been noted. This has resulted in a multiple-author study unit on the subject which was presented at a vernacular architecture conference and which is planned for publication in an archaeological journal. A multiple property documentation form on this resource is also being prepared for the National Register. This revelation has utterly changed our perception of the earliest English architecture in

Maine as presented in the 1978 Commission publication, *Maine's First Buildings: The Architecture of Settlement, 1604-1700*; it may also require revisiting areas previously dismissed as not containing surviving sites, since no stone footings or cellars were visible as anomalous contours or floral patterns, or detected by metal probes. Identifying earthfast architecture sites requires the excavation of many shovel test pits and larger units.

Recognizing the dramatic growth of historical archaeology in Maine since 1976, in 1987 the Commission compiled the Maine Historic Archaeology Bibliography, a computerized list which contains everything, published or unpublished, that has been written since the turn of the century relating to the subject. During 1987 alone it went through three editions, and the eighth edition was released in 2000.

5.9.4 Historic Archaeological National Register Nominations

The first Maine nominations of 1969 included historic archaeological sites, such as Pemaquid and the Popham Colony, or properties with important historic archaeological components, namely, most of the state-owned forts. It was not, however, until the Commission acquired staff expertise in this discipline in 1976 that additional historic archaeological sites could begin to be identified and evaluated for nomination. At that point Maine's earliest fishing station sites became the focus, including Damariscove and Richmond's Islands, as well as an amendment to the previously-nominated Isles of Shoals Historic District. Subsequently, in the late 1970s important fur trading centers were addressed, including the Clarke and Lake Site and the Colonial Pemaquid Archaeological District (replacing and expanding the geographical coverage of two outdated 1969 nominations). In due course the Cushnoc Trading Post site was nominated, the first of the very early

earthfast sites to be identified.

Working closely with the staff of the National Park Service's Mid-Atlantic Region, the Commission staff sponsored two sites, Colonial Pemaquid and Cushnoc, for National Historic Landmark designation. Two other sites identified with Commission support, Fort Pentagoet and Castine's Habitation, were also subjects of this initiative. All four became NHLs in 1993.

The Commission has nominated many more historic archaeological sites, including some which are very complex. Currently a nomination is being prepared for the Swan Island Historic District with its important archaeological components dating from at least the mid-*18th* century (potentially ca. 1650) to the early *20th*.

Future historic archaeological site nomination priorities will certainly continue to include the highly vulnerable sites of the early colonial period; but as the focus of surveys broadens, an ever-increasing range of site types from subsequent periods will also take their place on the National Register.

5.9.5 The Future

As with prehistoric archaeological and architectural surveys, the key to progress in identifying, evaluating, and protecting Maine's historic archaeological sites is funding. This being so, a look at the Commission's funding in this area over the years is in order:

Historic Archaeological Survey Funding

Year	Amount	Year	Amount
1979	$25,000	1990	$32,500
1980	$64,000	1991	$47,388
1981	$36,000	1992	$41,185
1982	$55,500	1993	$20,225
1983	$60,500	1994	$25,936
1984	$60,100	1995	$15,190
1985	$42,500	1996	$ 8,000
1986	$ 9,500	1997	$ 7,500
1987	$10,500	1998	$17,600
1988	$42,333	1999	$48,287
1989	$31,333	2000	$43,662

As can be seen, funding for historical archaeology surveys has fluctuated over the past decade and a half. In recent years it has minimally met the needs of terrestrial priorities, but, as noted above, the resources have not been available since 1980 to fund underwater archaeological surveys, let alone implement the public education program about shipwrecks encouraged by the federal Abandoned Shipwreck Act.

Historical archaeology in Maine has come a long way since 1976, with a huge increase in the number of professionals, a statewide network of concerned institutions and agencies, an ever-growing sites inventory, impressive publications, and almost annual breakthroughs in our understanding of the early English and French settlement of Maine. In all of this the Commission is recognized as having played the lead role as planned and hoped for nearly two decades ago.

5.9.6 Historic Archaeology Priorities

SHORT TERM

- ✦ Tie nominations to survey results.
- ✦ Continue to identify and evaluate English and French sites from the early colonial period, particularly in areas experiencing severe coastal erosion.
- ✦ Continue to expand the Maine Shipwrecks Inventory based on documentary sources.
- ✦ Continue to strengthen the link between the review and compliance process and the historic archaeological survey program by having relevant compliance projects contribute to the survey database.
- ✦ Continue to educate CLGs, local historic preservation commissions, and the public on the importance of identifying and protecting significant archaeological resources.
- ✦ Improve understanding of the review process to sponsoring agencies, applicants and the general public by providing technical information, presentations and utilizing the world wide web.

LONG TERM

- ✦ Revisit sites such as Sheepscot, Richmond's Island, nominated years ago based on limited data.
- ✦ In coordination with other interested parties, establish an initiative to secure annual funding for the Maine Shipwrecks Survey as intended in the Maine Shipwrecks (Management) Plan.
- ✦ Explore mechanisms for erecting erosion control devices at severely threatened sites, based on erosion control study at Colonial Pemaquid State Historic Site.
- ✦ In cooperation with the state university and the Maine Archaeological Society, establish a Maine archaeological trust which would be an endowment to assist in the protection of endangered archaeological sites.

- Examine the development of historical contexts to assist in evaluating nineteenth century agricultural resources.
- Continue the development of a GIS-based database which identifies surveyed areas, individual properties, and sensitive areas.

6.0 INFORMATION MANAGEMENT

The ability to efficiently store and retrieve the vast amount of information the Commission holds is critical to the effective management of the state's cultural resources. It is for this reason that the Commission has put an increasing emphasis on the development of electronic data storage systems by which to better organize and store this information.

Currently the Commission uses two GIS programs, ESRI's ArcCAD and Arcview, along with Borland's Visual dBASE to produce planning and research documentation combining site attribute data and locational data from several of the Commission's databases. The GIS programs are being run on a Pentium II personal computer with 128 megabytes of DRAM and 13 gigabytes of hard drive storage. MHPC staff participates, with other state agencies utilizing GIS, in technical meetings guided by the Maine Office of GIS (MEGIS). MEGIS provides the Commission with statewide GIS data as well as some software support.

UTM coordinates are entered for all of the prehistoric sites in the MESITES database; in a few cases these coordinates have been derived with GPS equipment and are accurate to within 10 meters or so. Most of the Commission's National Register properties and districts are available digitally, and almost half of the historic archaeological sites entered on the historic site database maintained by MHPC and Alaric Faulkner of the University of Maine, have been assigned specific UTM coordinates as well. Any of these sites can be sorted and mapped with a variety of attributes such as town, time period, site type, proximity to roads or bodies of water, etc. Maps produced with our GIS software are regularly provided to agencies and business to aid them in planning for our Review and Compliance requirements as well as to professional archaeologists and historians for research purposes.

All survey data on standing structures collected since 1987 (when the state survey form was revised) has been entered into a dBASE program which is updated by the Commission on a weekly basis. Information stored on the dBASE includes both reconnaissance and intensive level survey information. Survey data collected prior to 1987 is filed on paper forms and stored in filing cabinets. All survey sites are numerically organized by town according to designated survey inventory log numbers. Surveyed sites are plotted on 7.5 minute USGS maps and can be visually referenced on these maps. The Commission is presently considering storing pre-1987 survey data electronically and/or copying the survey forms on microfilm.

National Register sites and districts in Maine are listed on the dBASE program and can be referenced according to name, location, building type, area of significance, and/or National Register Inventory number. National Register nominations themselves are stored in a paper file and organized by county. Approximately 40 percent of registered sites in Maine are plotted on paper USGS maps held by the Commission. As mentioned above, UTM coordinates for the majority of the Commission's National Register properties have been entered into MHPC's National Register database and Historic District boundaries have been digitally plotted. Both UTMS and district boundaries were derived from xeroxed paper maps on file. Using the commission's GIS programs, ArcView and ArcCAD, these point locations and districts can be automatically mapped on numerous backgrounds for various uses and presentations. Tax Credit project documentation, grants, easements, and planning information are presently filed on paper. Future plans call for the transfer of much of this information onto microfilm and/or an electronic storage system such as GIS. A computer consultant will assist in developing a system for the storage of this documentation.

The Commission's inventory of prehistoric archaeological sites consists of information stored

in several data bases, map sets, and files. Each prehistoric archaeological site is given a two-part number wherein the first number (1 to 199) refers to a USGS map (actually a group of four 7.5 minute USGS quadrangles). This numbered mapping system began in 1969 when Maine was mapped as a series of 15 minute maps. All sites on the group of four 7.5 minute maps (derived from the original 15 minute map) are numbered sequentially as discovered, and there is no sub-heading for which of the 7.5 minute quadrangles they fall on.

Until recently all incoming reports of new archaeological sites were filed on paper forms. The Commission has also been able to accept some information as dBASE computer files, but in these cases a paper record is generated as well. All paper site files are filed sequentially by quadrangle and site number in a locked file drawer where they are accessible to Commission staff and qualified research personnel. These archaeological site forms have been scanned to digital images and written to CD-ROM as .pdf files by Commission staff and are stored at MHPC. Updated and new site forms are added to the digital files annually with new CDs written each year.

Information from the paper site forms is coded and entered into the Visual dBASE computer database called MESITES. The MESITES database is maintained on a weekly basis, including updated information as well as new site reports. It can be searched for information on any one of two dozen or more data fields, including Museum, Town, County, Map, Owner, Reporter, Cultural Content Information, Cultural Content Information, Site Information Attributes, and Location Attributes. Recently, MHPC staff have developed a Visual dBASE program linking the MESITES database to the bibliographic database for relevant prehistoric literature, MPREHIST. Utilizing this program's link to MPREHIST, one could readily query MESITES for all sites with a particular cultural phase present, then see all the document entries from MPREHIST which refer to each of

these sites.

Site locations are currently entered onto paper copies of USGS topographic maps (all 7.5 minute quadrangles for the State of Maine) and are kept in a locked map file storage cabinet. These maps also contain highlighted areas showing shoreline or areas of the state which have received archaeological reconnaissance survey. These maps are used on a daily basis by Commission staff. To protect and archive the information on these maps they will be electronically scanned and the images stored on CD-ROM.

Information about prehistoric archaeological sites in Maine of more detail than can be found on the site forms are maintained in three different types of files. The most publicly accessible, of course, is published information. The Commission maintains a library of all published articles on Maine's historic, historic archaeological, and prehistoric archaeological resources. In addition, the agency maintains a set of all archaeological survey documents generated by either contract archaeology or HPF funded surveys (a.k.a., the "grey" literature), including graduate theses done at the State University System and elsewhere.

For prehistoric archaeological CRM/HPF surveys, the reports are filed in a sequentially numbered document series. In the case of either survey reports or published accounts and graduate theses filed in the Commission's numbered document series, some information is extracted and listed in a Visual dBASE computer data base named MEPREHIST. MEPREHIST files list the first and second author, date, title, quadrangle number, and an archaeological site number if available for any published or unpublished report on Maine prehistory. An annual printed version of MPREHIST, ordered by first author, quad and sites listed is distributed to state approved archaeologists, enabling literature searches for a geographic area and specific sites to be accomplished conveniently. In

addition, MHPC staff can use the computerized program linking MPREHIST and MESITES to provide a list of pertinent details for all sites discussed within each document. In this manner site-specific data such as cultural affiliation or National Register status can be derived for sites listed for a given report.

Prior to 1998 these prehistoric survey reports were microfilmed periodically for archival storage. Since then, the Commission has archived many of these documents as computerized images (.pdf files) stored on CD-ROM discs at MHPC. These discs are available for research to interested individuals approved by the Commission.

6.1 Information Management Priorities

SHORT TERM

- ✦ Complete the electronic storage of pre-1987 survey data.
- ✦ Complete the plotting of National Register sites and districts on USGS base maps.
- ✦ Begin the transference of survey and National Register information to the GIS system.

LONG TERM

- ✦ With a computer consultant develop a central system for the Commission.

7.0 OPPORTUNITIES AND CHALLENGES IDENTIFIED

The National Historic Preservation Act of 1966 became a law because of the American people's concern for the future of their heritage. As has been noted above, prominent individuals and non-profit organizations had, beginning in the late nineteenth century, undertaken the preservation and restoration of important historic sites and buildings. Early in Franklin D. Roosevelt's presidency the Federal Government embraced the preservation of highly significant properties by creating the designation of National Historic Landmark. Both the public and private sectors had for many years been concerned about heritage preservation.

In fact, the 1966 law was driven by the extensive, if unintentional, loss of prehistoric and historic resources caused by the major federal post-war programs of urban renewal and the interstate highway system. It was felt then, as it continues to be felt today, that a comprehensive program to identify, evaluate, and protect the resource was essential, if additional massive and irretrievable losses were to be avoided. Thus was born the National Register of Historic Places, designed to be an inventory of the full range of prehistoric and historic sites, buildings, districts, and structures of local, state, and national significance. From then on, federal, federally-funded, and federally-licensed activities have been reviewed by the State Historic Preservation Officers, advised by their professional, multi-disciplinary staffs, to determine the effects of such activities upon our physical heritage. And the states have been given the tools to begin the long process of identifying all types of significant resources, assessing the vulnerability of the various property types, and devising legal and physical means for their preservation.

By all accounts the program begun in 1966 has been and continues to be an unqualified success, as the lead taken by the Federal Government has been followed by the states, creating a

model partnership between these two levels of government. Since then, a third partner has come to play an ever-increasingly vital role in the program: local governments, which have the capability of complementing the protective mechanisms of the federal law with their own locally-designed ordinances. Today, more and more Maine municipalities are strengthening their partnerships with the Commission, recognizing that an understanding of the evolution of a town from prehistory to the present is essential to both community identity and economic vitality.

In 1996 the Commission will mark its *29th* anniversary, recognizing that the achievements of the past quarter century could not have been accomplished without the joint efforts of all levels of government and a broad range of participants from the private sector. As in the past, the challenges to historic preservation in Maine over the next quarter century will be great, ranging from prehistoric and early colonial sites falling prey to coastal erosion to an ever-aging housing stock. But if the public-private partnerships work together as effectively as they have in the past, as laid out in this comprehensive plan, these challenges will be mastered, and future generations of Mainers will salute all of the participants who were guardians of the non-renewable resource which is Maine's historic places.

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Appendices

Appendix 1

Contexts for the Study of Historic Period Resources in the State of Maine

The Commission staff has developed an outline to guide the preparation of theme based historic contexts that will in turn facilitate the identification, evaluation, and registration of properties. This outline is organized in a way which mirrors the broadly defined areas of significance as established in National Register Bulletin 16A as well as those found on the form used to conduct architectural surveys in Maine. It is expected that the process of preparing the written context narratives will be a long term one. Furthermore, it seems likely that more narrowly defined subsets of the broader themes will be developed before any one or more of the broad categories is prepared. This scenario is based on the Commission's previous experience with the Multiple Property Documentation format, the extent to which sufficient information is known about a particular theme and its associated properties, and the registration priorities at any given time. To illustrate this point, the Commission staff has prepared Multiple Property nominations for specific types of properties, including public libraries, lifesaving stations, and light stations. In each of these examples, historic context statements were prepared to define their individual significance, but the overarching theme or themes in which they are a subset was not developed.

1. Agriculture
2. Architecture
3. Archaeology
4. Art
5. Commerce
6. Communications

7. Community Planning and Development
8. Conservation
9. Economics
10. Education
11. Engineering
12. Entertainment/Recreation
13. Ethnic Heritage
14. Exploration/Heritage
15. Health/Medicine
16. Industry
17. Invention
18. Landscape Architecture
19. Law
20. Literature
21. Maritime History
22. Military
23. Performing Arts
24. Philosophy
25. Politics/Government
26. Religion
27. Science
28. Social History
29. Transportation

30. Other

The following historic contexts have been prepared to date for the nomination of properties to the National Register of Historic Places:

Maine Public Libraries: c. 1750-1938

U.S. Lifesaving Service: 1848-c.1975

Maritime Transportation in Maine: c.1600-1917

Federal Lighthouse Management: 1789-1939

In addition to these contexts, several other comprehensive studies of specific property types have led to the development of associated context narratives. They include:

Historic Textile Mills in Maine

Factories and Housing Associated With Maine's Shoe Industry

Maine Sporting Camps

Appendix 2

Overview of Pre-Historic Archaeological Contexts

Fluted Point Evaluation

While all Palaeoindian materials of known provenance are deemed valuable to a comprehensive understanding of Palaeoindian use of the state, not all sites are considered worthy of National Register listing. The following criteria delineate the minimum requirements for National Register listing of Palaeoindian sites:

- The site will be firmly identified as Palaeoindian by the presence of at least one morphologically diagnostic artifact or by a suite of high quality lithic materials that were not utilized by later inhabitants of Maine.
- There must be evidence that the site was utilized either for habitation or for specialized activity. Findspots of isolated tools are not eligible unless there is unequivocal evidence that the locality was more than the site of random discard or loss of a tool.
- The site will display integrity of the Palaeoindian assemblage. The site will lack contamination of the lithic assemblage by later habitation, or the materials of later habitation must be easily segregated on the basis of vertical or horizontal separation of components or, at the least, by raw material.

Although not minimally necessary criteria for eligibility, the following factors will enhance the significance of a site:

- The presence of intact features such as hearths, post molds, and caches;
- The presence of preserved organic remains, including bone, plant remains and charcoal; and/or

- ✦ The presence of meaningful horizontal or vertical distribution patterns.

Laurentian Late Archaic Evaluation

National Register eligibility criteria based upon Laurentian Tradition components are as follows:

One site with a demonstrable Laurentian Tradition component in a given management unit is significant if it will likely yield a large sample of Laurentian Tradition artifacts. Other sites in a given management unit must exhibit the following criteria for significance based upon a Laurentian Tradition component: the component must be separable from other prehistoric artifactual material on the basis of horizontal and/or vertical stratigraphic separation or clustering, and diagnostic lithic tools must be associated with one or more of the following types of data: 1) features, 2) calcined or non-calcined vertebrate faunal remains and/or invertebrate faunal remains, 3) charred plant remains, and/or 4) human biological remains. The association of Laurentian Tradition material with features may be assumed if the site yields a reasonable density of Laurentian Tradition lithic material separable from other prehistoric material, if the context of preservation is not disturbed extensively, and if features are present and spatially congruent with the Laurentian Tradition component and/or are radiocarbon dated between 6000 B.P. and 4500 B.P.

Ceramic Period Evaluation

For a Maine site to be eligible for National Register listing because of one (or more) Ceramic Period component(s), that (those) component(s) must: (a) be clearly separable from other components on the basis of horizontal distribution or vertical stratigraphy, or some combination of the above and topological or raw material analysis; and (b) contain ceramics, lithic and/or bone tools

which are diagnostic and can be assigned to some subdivision of the Ceramic Period, either one or several of CP1-7 (of Petersen and Sanger 1989) or an Early/Middle/Late division of the Ceramic Period as commonly understood; and (c) at least in part remain in intact context or site matrix, mostly undisturbed by manmade or natural forces such that there is a close association between diagnostic elements of material culture and one of the following: one or more features such as a fire hearth, a living floor or major portion thereof, a fossil soil surface, and/or a refuse deposit. The feature, living floor, soil surface or refuse deposit must contain one or more of the following in addition to stone tools: charcoal suitable for radiocarbon dating the occupation, charred plant food remains, faunal remains, human remains, and/or mortuary goods or personal adornment. Moreover, any site with a Ceramic Period component that can make an extraordinary contribution to any of the Research Significance Themes presented above is significant.

Contact Period Evaluation

To be eligible for National Register listing under the Early Contact context, a Maine site must contain a component clearly datable to the Early Contact Period. Such dating is most easy to demonstrate by the presence of certain types of European-manufactured goods (certain bead types, clay tobacco pipe types, European ceramics). Early Contact period sites also are apparently marked by evidence of Native American remanufacture of European materials (such as copper, brass, glass, or ballast flint) into Native American cognate items (such as endscrapers made of bottle glass or flint, or copper triangular points). These "remanufactured" items should exist without evidence that the site dates from after 1676, if they are to be used to date the site to the Early Contact Period. Therefore, National Register eligibility of a site, based upon its Early Contact component, is minimally dependent only upon the archaeologist's ability to demonstrate that some or all of the

Early Contact component is either a "pure" component or that it can be clearly separated (material culture assemblage) from preceding or later admixture. National Register eligibility is enhanced by the presence of features, house or village plans, and/or floral or faunal remains that can be securely associated with the Early Contact component. A plausible association of the archaeological site with a site mentioned in an ethnohistoric text also enhances National Register eligibility, but a textual association cannot by itself be used to "prove" an Early Contact date for a site in the absence of material culture or other confirmation. Moreover, any site with an Early Contact period component that can make an extraordinary contribution to any of the Research Significance Themes presented above is also eligible.

Discussion

The Fluted Point Palaeoindian context, in recognizing that fluted point components are rare and that they can be distinguished on the basis of tool typology and raw material usage even in a shallow site, notes that multi-artifact fluted point components are eligible. The Laurentian context eligibility criteria state that the site may be recognized as belonging to the Laurentian context on the basis of significant radiocarbon dates, not just diagnostic artifacts, because diagnostic artifacts are so rare during this time period. The Ceramic Period context recognizes eligibility only for components which contain artifacts diagnostic of some subdivision of the Ceramic Period in good archaeological association with "ecofacts" such as faunal or floral remains. Because Ceramic Period components are themes common in Maine, an undifferentiated (and/and mixed) Ceramic Period component does not contribute much to the current research examining trends within the Ceramic Period over time. Early Contact Period eligibility criteria recognize that Early Contact Period components are relatively rare and can often be differentiated in shallowly buried or mixed sites by

artifact type.

At present 134 prehistoric archaeological sites have been listed in the National Register of Historic Places (or as National Historic Landmarks), judged eligible, or have been nominated and are awaiting action. Ten sites had been listed by 1978 when Arthur Spiess joined the Commission as its staff archaeologist. In the 16 years since, an average of 7.5 sites per year have been listed or nominated, with 62 since 1990.

Priorities for prehistoric archaeological site nomination are currently driven by development pressure. A few nominated sites have been located by HPF-funded surveys within areas of development pressure and then nominated at the request of the landowner or upon agreement of the landowner when Commission staff explain the advantages of nomination. However, the vast majority of sites are nominated based on information development by non-HPF funded surveys in response to development. In Maine that development has taken two primary forms: one is subdivision and infra-structure development, and the other is hydroelectric licensing. Hydroelectric relicensing surveys, in fact, have accounted for 41 of the sites nominated since 1990.

Appendix 3

Tabulation of Results from Planning Questionnaire

PUBLIC QUESTIONNAIRE

1. **The Commission annually comments on the potential effects of over 1,000 federally-funded or licensed projects, as well as a similar number of state-related projects. Are you aware of the role this review process plays in the preservation of Maine's cultural resources?**

   40 Yes 32 No

2. **The Commission annually nominates properties to the National Register of Historic Places. Are you aware of specific properties in your community that have been listed in the National Register?**

   55 Yes 18 No

   Learned through:

   9 PC Lectures 25 Local Historical Societies 15 Press 12 Signage

   Other:
   Word of Mouth
   Town Meeting
   SHPO Web Site (2)
   Maine Preservation *Newsletter*
   SHPO Correspondence

3. **In your experience, how has National Register designation helped to promote preservation awareness locally or statewide?**

   More value to a property, worthier of protection
   Saved a town hall
   Promotes local awareness (15) and can lead to local government action
   Signage encourages a closer look (2)
   Implies protection, which may or may not be good; can also scare owners
   Increase appreciation of local heritage (3)
   No, and most people think that listing is restrictive to owner
   Minimally
   Not much locally
   Attracts sensitive buyers
   Honor for property to be designated
   Maine Department of Transportation sensitive to preservation of covered bridges

Articles in the local press
Increase publicity when properties are listed in NR
Generation of interest in specific sites

4. **The Commission awards survey and planning projects that seek to identify, evaluate, or protect Maine's cultural resources. Do you know if a survey has been carried out in your area?**

22 Yes 8 For Research? 3 For Growth Management Planning? 48 No

If yes, who conducted the project?

historical society (6)
architectural historian (6)
underwater archaeologist (2)
local committee/planning board
prehistoric archaeologist (2)
historical archaeologist

If so, is the data being used locally?

not enough
on file at historical society
to expand local district
not much, if at all
only a little
yes (9)
no (2)
somewhat -- survey outdated, done in 1970s

5. **The Commission's staff members are actively engaged in a number of activities intended to raise the public's awareness of Maine's archaeological and historic resources including lectures and publications. Can you suggest ways in which the Commission could improve its efforts to bring this information to the public?**

40 Yes 23 No

How?

Promotional literature at tourist centers
Newsletter to town officials (2)
Speak to local governments (2)
Through local historical society newsletters (3)
Signage
Television (5)
Radio (4)

More press coverage downeast
Lectures to local groups (3)
Posters
More press articles (3)
Summer lectures in resort communities (2)
Local public education grants
Promotion of heritage tourism
Keep NR property owners aware of Secretary's *Standards*
Publications on NR historic districts statewide
Publications on preservation issues facing various building types and styles
Expand web site (2)
Promote growth management through land trusts
Organize a Maine Historic Week to complement Maine Archaeology Week
Promotion in the schools

6. **Over nearly the last two decades, the Commission has administered many state and federal matching restoration grants for National Register buildings and sites. In 1999, under the New Century Program, the Legislature appropriated on a one-time basis $440,000 for such matching grants. Do you support the notion of an expanded and long-term state or federally-funded restoration grant program?**

71 Yes 1 No

7. **The federal Tax Reform Act of 1986 included a Historic Preservation Tax Incentive which allows owners of depreciable properties listed in the National Register a 20 percent income tax credit on the cost of rehabilitation, provided federal guidelines are followed. Are you aware of this revitalization tool?**

54 Yes 19 No

9. **In an effort to encourage preservation planning at the local level, the Commission sets aside 10 percent of its federal funding for financial and technical assistance grants to Certified Local Governments (CLGs) for historic preservation activities. CLGs are municipalities that have passed local preservation ordinances , established historic preservation review boards, and have been certified by the Department of the Interior through the Commission. Are you aware of this program?**

30 Yes 42 No

10. **In November, 1999, the Maine electorate approved an amendment to the state Constitution which authorizes municipalities to reduce taxes on historic properties in exchange for increased protection. Are you aware of this preservation mechanism?**

55 Yes 16 No

11. **Are you familiar with the State municipal growth management law which encourages communities to adopt comprehensive plans addressing, among many other things, the protection of historic and archaeological resources?**

44 Yes 28 No

If yes, do you feel that your community's comprehensive plan adequately addresses these resources?

12 Yes 32 No

12. **Are you aware of instances where implementation of a preservation plan at the local level has been beneficial?**

16 Yes 42 No

If so, where and how?

Portland revises districts
preservation of town house
Kennebunk expanded district
Castine
Chicago (Illinois)
New Gloucester
Natick (Massachusetts)
St. Louis (Missouri)

13. **What preservation issues should the Commission take into consideration when setting its priorities?**

Smaller towns with no financial ability to preserve
Continue along current priorities
Assist communities, particularly funding to private property owners (3)
Impact of highways on historic buildings and districts
Inappropriate modifications to rural residential buildings
Threats to properties due to the elements or development
Large number of historic buildings across the state
Closer co-ordination of cultural and natural resources preservation
Adaptive re-uses for historic buildings (2)
Identifying and protecting agricultural buildings and landscapes (4)
Technical assistance to property owners
Increased energy efficiency without destroying historical integrity
Promotion of local historic districts (4)
Urban sprawl (2)
Encourage local preservation trusts

Increase promotion of CLGs (3)
Target vulnerable resources which are under-represented in inventories (2)
Continue and expand barn preservation and the publications program (2)
Long-term protection of maritime cultural resources
Historic vessels
Post-Contact Native American sites and sites relating to other minorities and women
Publicize the economic benefits of historic preservation

14. Are you associated with a preservation organization?

45 Historical Society 6 Archaeological Society 28 Maine Preservation

Other:

Local commission (3)
Greater Portland Landmarks
Library
National Trust (4)
SPNEA
Society for Architectural History (3)
Historic house museum (2)
Maine Olmsted Alliance

15. What aspects of preservation are of interest to you?

19 Historic Archaeology 36 Historic Archaeology 60 Historic Architecture
45 Historic Landscapes 34 Planning

Other:

sidewalks and street furniture
restoration technology
urban design
historic vessels
preservation education

16. What is your occupation?

Carpenter
Marketing (development research)
Chair, town planning board
Retired RN and founding member/officer of historical society
Doctoral candidate, historic preservation
Attorney
Homemaker (4)
Restoration consultant and contractor

Retired (Library President)
Professor of History and Archaeology
Historian (2)
Music Teacher
Librarian
Director, non-profit organization (3)
Museum Curator
Real Estate/Historic and Architectural Consultant (3)
Photographer
Historical society volunteer
Town Manager
Conservator (2)
Lawyer (3)
Pediatric Nurse practitioner
Archaeologist (2)
Medical Technician
Architectural Historian (2)
Secretary
Restoration Carpenter
Writer
Public Health Official
Owner, Architectural Millwork
Business Manager
Yacht Salesman
Research Assistant (2)
Stenciler
Physician
Biologist
bookseller
Preservationist
Sea Captain
Historic Preservation and Museum Consultant
Unemployed
School Secretary

17. Would you like more information on any of the Commission's programs?

17 Yes 19 No

Would you like a copy of the revised comprehensive plan when it becomes available in 2001?

47 Yes 7 No