
Part One: Introduction

1. PROJECT OVERVIEW

It was 52 years ago the people of Maine created the Allagash Wilderness Waterway, in 1966. Four years later, the Waterway joined the National Wild and Scenic River System. Today, “the Allagash” remains a singular national treasure—a 92-mile river and lake system winding northward through a working spruce-fir, northern-hardwood forest.

The Allagash Wilderness Waterway Foundation and Maine Bureau of Parks and Lands (BPL) are collaborating to understand the condition of cultural sites and objects associated with the Waterway. Concern for these resources prompted the heritage resource assessment in **Part Two** of this report, which contains recommendations for future management. The identified heritage resources offer pathways for personal connections with the Waterway.

An interpretive plan composes **Part Three**. The plan proposes ways to communicate with identified audiences using a core message held within Allagash lands and waters, as well as information about enjoying and protecting Waterway resources. It proposes a communication network to foster transformative visitor experiences. The key parts of the plan are goals, themes, and delivery strategies.

PROJECT STUDY AREA

The geographic focus for the Storied Lands & Waters project is the watershed drained by the Allagash River in 1840. Allagash waters played a pivotal role in the history of Maine’s logging industry. The waters delivered logs to northern mills of all kinds within the St. John River basin, which drains to the Bay of Fundy at St. John, New Brunswick. In the adjacent Penobscot basin, waters flowing to Maine’s Penobscot Bay delivered logs as far south as Bangor. Understanding these two watersheds is essential in considering the stories of the Allagash where, in 1841, lumbermen made big changes. They constructed dams to direct water from the southern lakes and ponds in the Allagash system into the Penobscot River. This allowed them to drive white pine cut around Chamberlain, Telos, and Allagash lakes south to Bangor, rather than following the natural flow north to the St. John River. The drainages where loggers cut trees, and the watercourses along which they moved logs, are part of the history of the Allagash.

The watershed concept aids understanding of natural systems, too. The flow of water is essential in the life of Allagash plants and animals, including humans. Furthermore, water enables human enjoyment of the Waterway through recreation and appreciation.

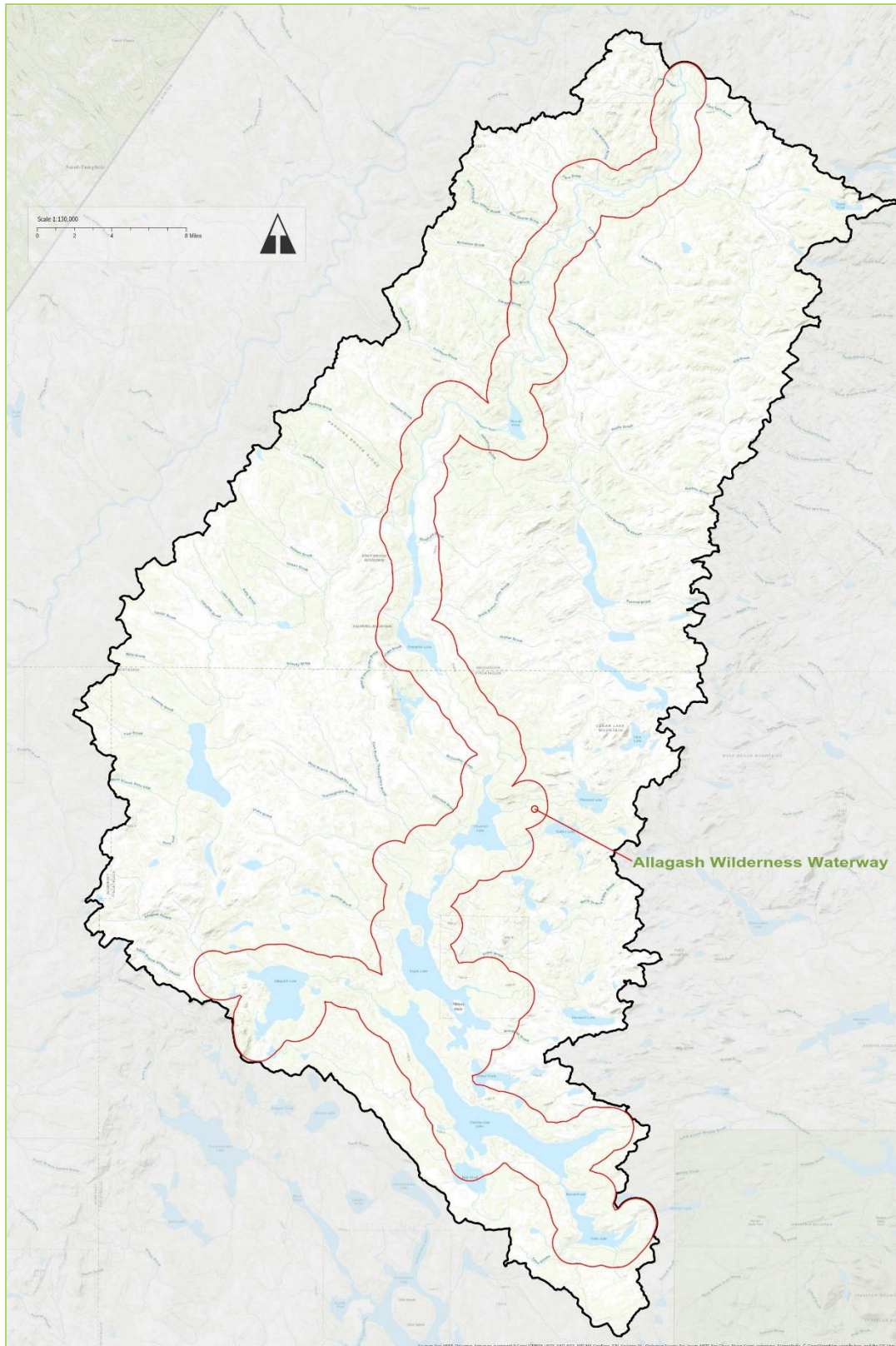


Figure 1. Heritage resource study area and Waterway One-Mile Zone (2017, produced by James W. Sewall Company).

When used in this document, the term Allagash watershed (see Terminology, page 9) refers to its 1840 configuration. The plan for interpretation, **Part Three**, deals with this 948,000-acre watershed over time (Figure 96).

Historic and cultural resources follow patterns derived from the interaction of humans with the watercourse and the surrounding land. Thus, BPL collaborates with other landowners in the area to manage historic and cultural resources in ways that complement Waterway management objectives (BPL, 2012, p. 150). The heritage assessment includes known resources in State ownership and on private forestland within 1 mile of the Allagash watercourse, which are subject to the statute that created the Waterway. The State of Maine property includes Public Reserved Lands, and a few Inland Fisheries and Wildlife properties. Timberland management companies control most private land.

To provide context for evaluating heritage resources, the **Part Two** study area (Figure 1) is larger than the 1-mile area of the Waterway. One example: the boarding house and office built for lumberman Édouard Lacroix at Clayton Lake (which continue to be occupied) are similar to ones built for him at the Waterway's Churchill Depot. The study area is mostly circumscribed by ridgelines that directed surface waters to the Allagash River prior to dam construction, i.e. the 1840 watershed. However, the watershed north of West Twin Brook is excluded from the resource study and, at Telos dam, the Waterway and study area extend 1 mile outside the historical watershed, along Webster Stream. There are 940,900 acres in the heritage resource study area (7,100 acres fewer than in the 1840 Allagash watershed considered for interpretation; see **Part Three**).

METHODOLOGY

The Allagash Wilderness Waterway Foundation initiated the historic and cultural resource assessment and interpretive plan for the Allagash, in keeping with its mission. I, Bruce Jacobson, led the project as a consultant to the Foundation. A cadre of professionals and Waterway enthusiasts, including Maine Bureau of Parks and Lands staff, aided the effort.

I prepared two reference lists for *Storied Lands & Waters*. The one included herein presents published and unpublished documents and websites cited in the body of this report. The other is an annotated bibliography listing sources I encountered while preparing the resource assessment and interpretive plan. While far from comprehensive, it and other background material is available to assist in interpretive media development or future research. For educators, sample Waterway lesson plans supplement this report.

Resource Assessment

I relied on existing documentation and conversations with people familiar with the Waterway to identify potential historic and cultural resources, and to state their condition. In July 2016, I began reviewing documents about the Waterway, which totaled

- 2,500 electronic documents plus paper files in the Augusta offices of Maine Bureau of Parks and Lands (BPL)
- 525 documents at libraries, archives, and historical societies, and on the internet.

Additional Bureau files, which I did not review, are stored in the Churchill Depot Waterway Headquarters and BPL's Ashland and Greenville offices. The Waterway superintendent and chief ranger supplied relevant documentation in those locations.

I visited the following locations to peruse documents or view collections.

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| • Abbe Museum (Bar Harbor) | • Maine Historic Preservation Commission (Augusta) |
| • Acadian Archives acadienne (Fort Kent) | • Maine State Archives (Augusta) |
| • Allagash Historical Society (Allagash) | • Maine State Museum (Augusta) |
| • Ashland Logging Museum (Ashland) | • Maine Historical Society (Portland) |
| • Ashland Library and Historical Society (Ashland) | • Mark and Emily Turner Memorial Library (Presque Isle) |
| • Bangor Public Library (Bangor) | • Patten Lumbermen's Museum (Patten) |
| • Boston Athenaeum (Boston, MA) | • Penobscot Marine Museum (Searsport) |
| • Jessup Memorial Library (Bar Harbor) | • St. Francis Historical Society (St. Francis) |

It was easy to assemble a list of individuals with vast knowledge about places and resources associated with the Waterway: people are passionate about the Allagash. Some represented organizations with official responsibilities connected to the resources of the Waterway, such as BPL staff, adjacent landowners and land managers, archaeologists, and museum curators. Others had intimate knowledge gained through repeated visits, one individual having made 56 trips down the Waterway. I interacted with more than 50 individuals for the resource assessment (see Acknowledgments) and formally documented conversations with half. Discussions covered the existence, condition, and significance of historical and cultural resources of the Allagash.

I contacted representatives of the Wabanaki nations—the Aroostook Band of Micmacs, Houlton Band of Maliseet Indians, Passamaquoddy–Pleasant Point Reservation, Passamaquoddy Tribe of Maine, and Penobscot Indian Nation—to identify any resources

with special meaning to Native people and to include a Native perspective in planned interpretation. (As is customary, information regarding any significant Native American resources is held in confidence if requested by the tribes.)

Twenty-five knowledgeable individuals, identified by the Foundation and BPL, reviewed a preliminary draft of the assessment to identify missing resources and update condition statements. I then assembled and facilitated a group of interdisciplinary resource professionals to discuss significance and treatment. Participating in the workshop were: Richard Barringer, Cindy Bastey, Thomas Desjardin, Paul Johnson, Sheila McDonald, David Putnam, and Arthur Spiess.

Meeting on March 17, 2017, the Allagash Wilderness Waterway Advisory Council began review of the penultimate draft of the heritage assessment. An assessment draft was broadly distributed in May 2017 (on Amazon.com), which incorporated review input from Council members and others. Further comment by Advisory Council and Allagash Wilderness Waterway Foundation members, Waterway visitors, and Bureau staff changed 70% of the draft pages in **Part Two**: The result is this 2018 final report.

Interpretive Planning

Historic and cultural resources are but one aspect of what constitutes the Allagash. The Waterway is composed, too, of plants, animals, water, soil, night sky, quiet, geologic formations, natural processes, and other natural resources. A second undertaking of the Storied Lands & Waters project was to plan an interpretive program that will communicate the meanings inherent in natural and heritage Allagash resources to targeted audiences.

A National Park Service description of comprehensive interpretive planning reflects several other common planning models and approaches, including the process utilized here.

Interpretive planning is a strategic process which, in its implementation, achieves management objectives for interpretation and education by facilitating meaningful connections between visitors and park resources. Interpretive planning comprehensively analyzes all interpretive needs and determines a wide array of interpretive services, facilities, and programs to communicate in the most efficient and effective way the park's purpose, significance, and themes. Interpretive planning is a goal driven process that determines appropriate means to achieve desired visitor experiences and provide opportunities for audiences to form their own intellectual and emotional connections with meanings/significance inherent in the resources while protecting and preserving those resources (U.S. Department of the Interior, National Park Service, 2000, p. 5).

Interpretive planning generally leads from larger scale to smaller. The long-range plan in **Part Three** deals with the entire Waterway, rather than an individual program or exhibit. The interpretive plan is one of two needed interpretive planning elements; the other is made up of implementation plans with details for wayside and orientation signs, electronic media, exhibits, and publications. Together they provide both large-

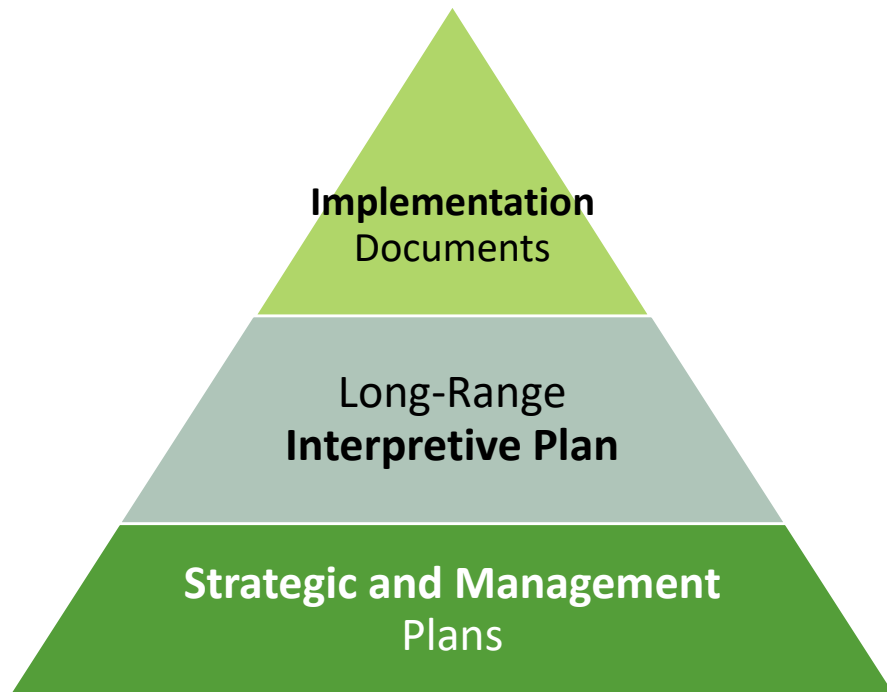


Figure 2. Model of interpretive planning.

scale/long-range and focused/short-range approaches; see Figure 2. The long-range interpretive plan is primary because it lays out a desired visitor experience for each target audience that addresses management objectives, and recommends broad implementation actions. The Waterway interpretive plan includes an education component to link Waterway information goals and objectives with compatible curricula of educators.

A core team convened in July 2017 to begin interpretive planning. The planning team was composed of individuals from Bureau of Parks and Lands, Allagash Wilderness Waterway Advisory Council, Allagash Wilderness Waterway Foundation, and Storied Lands & Waters project personnel. Their primary role was to help me generate and refine ideas regarding goals, themes, and delivery strategies. I am grateful to the following team members for their readiness to participate in the planning process. Members were Amanda Barker, Cindy Bastey, June Creelman, Brent Hardy, Don Hudson, and Matthew LaRoche.

We began by identifying how communication with Waterway audiences can support the Waterway’s strategic and management plans. The team developed information network goals to address identified management plan goals and objectives. Other planning activities involved building audience profiles and stating overarching themes or messages to be communicated about the Waterway. Sub-themes and storylines flowed from these “big picture” messages. An inventory of interpretive opportunities (features and objects that visitors see, hear, touch, or otherwise experience) informed creation of desired visitor experiences for the identified audiences. Those opportunities, i.e. prominent features, were revealed by asking questions of Waterway visitors and staff (including seasonal assistant rangers), reviewing BPL’s Waterway visitor guide and map (2016b), consulting other publications and websites, and considering results of a 2003 visitor survey (Daigle, 2005). Finally, Storied Lands & Waters project personnel recommended implementation actions, along with cost range estimates.

Julia Gray and Nancy Philbrick joined Amanda Baker and me to prepare the formal education component of the plan. We consulted with educators and aligned our work with relevant curricula in Maine. We then created lesson plans to illustrate how curricula intersects with Waterway interpretive themes and sub-themes.

A group of about a dozen individuals familiar with the Allagash, through both personal and professional connections, reviewed sections of the draft interpretive plan. Resulting modifications strengthened the planning framework and recommendations. The Allagash Wilderness Waterway Advisory Council received advance copies of the plan at their March 15, 2018, meeting.

TERMINOLOGY

The terms listed here have specific meaning as used in this document; their first instance in the text is underlined. Review prior to continuing will assist the reader.

Allagash watershed – land areas that drained into the Allagash River prior to construction of dams on Chamberlain and Telos lakes in 1841. The area includes the entire Allagash drainage and a small portion of the present-day East Branch Penobscot River drainage, as delineated in the Watershed Boundary Dataset used by the State of Maine (“Watershed boundary dataset,” 2016). See Figure 96.

Allagash Wilderness Waterway – the lakes, ponds, rivers and streams included in the watercourse and all land and waters within 1 mile of the high-water marks on the shorelines and banks of the watercourse (12 MRS §1873.1 and 12 MRS §1872.12).

archaeological property – “the place or places where the remnants of a past culture survive in a physical context that allows for the interpretation of these remains” (Little, B. & Knoerl, 2000, p. 7). An archaeological property may be pre-European contact (prehistoric), post-European contact (historic), or contain components from both periods.

artifact – a type of museum object. Maine archaeology law defines artifact as “a physical entity which has been worked or modified by human action” (27 MRS §373-A).

audience – “a person or group of persons for whom messages and/or services are designed or delivered. Synonymous terms might include: visitors, learners, customers, users, recreationists, stakeholders, guests, buyers, consumers, clients, patrons” (“The Definitions Project,” 2007).

bounds of the watercourse – the high-water marks on the shorelines and banks of the lakes, ponds, streams, and rivers of the watercourse (12 MRS §1872.1).

building – a type of structure created principally to shelter any form of human activity (U.S. Department of the Interior, National Park Service, 1997, p. 4).

candidate heritage resource – a Waterway resource that (a) is more than 50 years old, (b) has association with a historical event, activity, or person, (c) is representative of a type, (d) has other cultural and aesthetic values of note, or (e) possess information important in prehistory or history. These characteristics are consistent with Bureau of Parks and Lands criteria for identifying historic and cultural resources (BPL, 2000, p. 33).

communication – “a process by which information is exchanged through a common system of symbols, signs, language, or behavior” (“The Definitions Project,” 2007).

culture – a group of people “linked together by shared values, beliefs, and historical associations, together with the group's social institutions and physical objects necessary to the operation of the institution” (U.S. Department of the Interior, National Park Service, 1997, p. 53). “Culture [is] a system of behaviors, values, ideologies, and social arrangements. These features, in addition to tools and expressive elements such as graphic arts, help humans interpret their universe as well as deal with features of their environments, natural and social” (Parker & King, 1998, p. 26).

curriculum – a written plan outlining what students, rather than casual visitors, will be taught during a course of study (“The Definitions Project,” 2007).

education – “the process of developing an individual’s knowledge, values, and skills that encompasses both teaching and learning” (“The Definitions Project,” 2007).

educator – “anyone involved with the overall process or practice of facilitating learning. Educators often specialize in specific content areas or academic disciplines” (“The Definitions Project,” 2007).

ethnographic resource – basic expressions of human culture, both tangible and intangible, that form the basis for continuity of cultural systems. (U.S. Department of the Interior, National Park Service, 1998, p. 49531).

exhibit – “an organized arrangement of text, graphics, and objects that communicates a message or theme. Outside exhibits are often called waysides and may include interpretive signs, kiosks, or other presentation methods developed for use in the outdoors” (“The Definitions Project,” 2007).

historic and cultural landscape – a geographic area “including both cultural and natural resources and the wildlife and domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural and aesthetic values. Historic and cultural landscapes could include formally designed park spaces, as well as long-established trails, portages, and tote roads” (BPL, 2000, p. 36).

interpretation – a mission-based communication process that forges emotional and intellectual connections between the interests of the audience and the meanings inherent in the resource, rather than simply communicating factual information (BPL, 2000, p. 85; “The Definitions Project,” 2007). See *education*.

museum object – an object, document, or specimen in the disciplines of archaeology, ethnography, history, biology, geology, and paleontology which is collected, protected, preserved, and used to aid understanding among visitors and to preserve information about specific parks, historic sites, or public lands units (BPL, 2000, pp. 37–38).

natural resources – resources, processes, systems, and values that include

- physical resources such as water, air, soils, topographic features, geologic features, paleontological resources, and natural soundscapes and clear skies, both during the day and at night;
- physical processes such as weather, erosion, cave formation, and wildland fire;
- biological resources such as native plants, animals, and communities;
- biological processes such as photosynthesis, succession, and evolution ecosystems; and
- highly valued associated characteristics such as scenic views (U.S. Department of the Interior, National Park Service, 2006).

New Construction Area – a largely privately owned area defined in statute as the land within one-quarter mile of the outer boundary of the Restricted Zone; contained within the One-Mile Zone (BPL, 2012, p. 10). See Figure 6.

One-Mile Zone – the Waterway outside the restricted zone; in other words, all land and water in the area between about 800 feet and 1 mile from the bounds of the watercourse (BPL, 2012, p. 7). See Figure 6.

post-European contact/pre-European contact – periods of human history after (“post”) and prior to (“pre”) the arrival of Europeans in North America. The terms *precontact*, instead of “prehistoric,” and *post-contact*, instead of “historic,” are preferred in this project when referring to periods of human use or occupation.¹

prominent feature – an object or feature of the Allagash, something visitors see, hear, touch, or otherwise experience, that offers a place and time at which interpretation may occur.

Restricted Zone – a protection zone encompassing a strip of State-owned land from 400 feet to 800 feet wide extending in all directions from the bounds of the watercourse and all land areas within the bounds of the watercourse (12 MRS §1872.8). See Figure 6.

specimen – “any items, set of items or parts of items collected as representative samples of geological media or biological forms” found within Maine (27 MRS §373-A).

submerged cultural resources – any archaeological properties, historic and cultural landscapes, structures, ethnographic resources, or cemeteries and burial sites located in the watercourse below normal water level.

structure – a stationary functional construction. According to BPL policy (2000), structures include buildings, archaeological evidence of buildings (e.g., ruins), earthworks, sculpture, or other examples of the built environment such as fences, remains of transportation features, etc. The 1999 Waterway management plan enumerates buildings, mobile homes, piers, and floats as

¹ “The National Historic Preservation Act treats prehistory as a part of history for purposes of national policy; therefore the terms ‘historic,’ and, ‘historical,’ as used in this document, refer to both pre- and post-contact periods” (Little, B. & Knoerl, 2000). The 2016 Allagash Wilderness Waterway brochure includes Native American use of the Allagash region under the heading “early history” (BPL, 2016b), thus adopting a similar approach.

structures. Outhouses, signs, woodsheds, storage sheds, and generator sheds are considered in the 1999 plan to be accessory structures.²

traditional recreation – “activities that were occurring in the Allagash Waterway at the time of passage of the Allagash statute in 1966, including canoeing, primitive camping, stream and lake fishing from canoes and small boats, shoreline fishing, the use of small motors on canoes and boats, the use of large motors on boats on large lakes, hunting, hiking to nearby mountain summits, limited float plane access for canoeing and fishing parties, snowmobiling, and ice fishing” (BPL, 2012, p. 164).

universal design – “the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design” (“The principles of universal design, version 2.0,” 1997).

Visible Areas – “what a person at any point on the watercourse from Churchill Dam north can see without the aid of any magnifying device” (12 MRS §1872.12). See Figure 6.

watercourse – “the bodies of water consisting of lakes, river and streams extending from Telos Lake Dam northerly to the confluence of West Twin Brook and Allagash River, a distance of approximately 85 miles, and bodies of water consisting of lakes and streams extending from where Allagash Stream crosses the west boundary of T8 R14 easterly to the inlet of Allagash Stream with Chamberlain Lake, a distance of approximately 10 miles” (Waterway Rule 1.17).

² Unlike the National Register—which distinguishes between functional constructions built to shelter human activity, i.e. buildings, and those made for purposes other than creating human shelter, referred to as structures—BPL treats buildings as a subset of structures.

2. WATERWAY BACKGROUND

Allagash Wilderness Waterway is a complex of lands and waters in Maine's North Woods, administered by the State of Maine as part of the National Wild and Scenic Rivers System. The water route follows the Allagash River, and a dozen interconnecting lakes and ponds, for 92 miles. The designated Waterway is managed for its wilderness character and ecological integrity, as well as for optimum public use, ever mindful of the historical and modern context of the surrounding working forest.

Outward from a ribbon of land along the Allagash watercourse managed by the Waterway—composed of 22,900 acres—are vast woodlands utilized for commercial forestry, wildlife, and wildland recreation. By statute, the Waterway encompasses the land and water within 1 mile of the bounds of the watercourse (12 MRS §1873.1).

Within that zone, the State regulates use on private land, or roughly half the total acres within the Waterway. Harvest and herbicide restrictions apply to certain other private land visible from the watercourse. Of the 113,400 acres in private ownership, more than 90% is managed by four companies (Katahdin Timberlands—7%, Irving Woodlands—22%, Seven Islands Land Co.—29%, and Tall Timber Trust—36%). Overall, the State of Maine manages nearly 100,000 acres within the Waterway: 64,500 upland acres lying within 1 mile of the watercourse plus surface waters of approximately 35,000 acres (M. Curnan, pers. comm., May 5, 2017).



Figure 3. Waterway context map.

MAINE WOODS REGION

The Maine Woods is a thinly populated, sparsely developed geographic region of more than 3.5 million acres bordered by Canada on the west and north. Beginning in the 1800s, the Maine Woods industrial forest produced saw logs, pulpwood, and other forest products. Wildland recreational use grew through the 1900s. These uses continue today, with vacation home development added to the mix. Two generations of timber have been cut in most areas, with harvesting today being the third time this giant tree farm has been cropped (“North Maine Woods, Inc.,” 2016).

The State of Maine directly administers most of the territory of the Maine Woods, where there is no organized local government. The area was divided into townships in

the 1780s. The resulting 6-mile-square civil units have a nomenclature all their own. Some townships have names, but most are identified with a township and range designation.³ Vehicle access in the Maine Woods is largely on more than 3,000 miles of private, forest industry roads; state highways are at least 55 miles from launch points on the southern end of the Allagash. Six miles north of the Waterway boundary a state highway offers a convenient take-out in the town of Allagash for anyone who paddled the entire watercourse, a 7- to 10-day journey.

Four gateway communities offer retail and commercial services to Waterway visitors: Greenville and Millinocket in the south, Ashland in the east, and Fort Kent for visitors approaching from the north. Guide services and accommodations are available in these four, plus St. Francis, Allagash, and several other local communities.

Generally, the region has cold, snowy winters and warm, moist summers. The forests are typical of the dominant vegetation in the northern United States: boreal spruce-fir. Here it meets the northern hardwood transition forest, with pockets of bog, swamp, and floodplain forests. Within this mosaic are other organisms common to the northern temperate zone. Charismatic species of the region's ecosystems include moose, white-tailed deer, black bear, lynx, martin, beaver, red fox, river otter, common loon and merganser, great blue heron, osprey, bald eagle, gray jay, lake trout (togue), whitefish, brook trout, and wood turtles. Sheila and Dean Bennett prepared a concise natural history guide to the Waterway (1994), which BPL posted for visitors on the Waterway website.

The history of logging and forest-management related activities during the 19th and 20th centuries in the region is widely known. Hunting and fishing have long precedence in the Maine Woods, often associated with sporting camps.

Visitors can view the mountains of Baxter State Park from the Waterway, particularly across the large southern lakes. Baxter's 210,000 acres of wilderness and public forest reach within 1 mile of the Waterway's southern boundary. Baxter State Park is well known as the terminus of the Appalachian National Scenic Trail, at the summit of Mount Katahdin. Katahdin Woods and Waters National Monument (87,500 acres) is located east of Baxter State Park in the Penobscot River watershed, 14 miles from the Waterway. Some large commercial holdings in the region are subject to conservation

³ Townships are indicated primarily by the numbers 1 through 19 from south to north—for example, T3 R4 WELS where T stands for township, and R indicates a range. WELS is an abbreviation for West of the Easterly Line of the State, referring to the north-south line extending from Hamlin in the north to Amity in the south of Aroostook County. Ranges are counted from the easterly line toward the west, although no townships exist in the first range (Henderson, 2016).

easements that protect public values. Conservation groups hold significant additional protected lands in the region, about 5% of the total acreage.

North Maine Woods, Inc.

North Maine Woods, Inc. is a nonprofit organization composed of 35 landowners big and small—corporations, individuals, families—who have joined in partnership with state natural resource agencies to manage public use on forestlands in northwestern Maine. North Maine Woods monitors public access and manages checkpoints on roads where fees are charged to offset the cost of public use management. North Maine Woods also provides public information and keeps statistics about recreational use of the Maine Woods region (“North Maine Woods, Inc.,” 2016).

WATERWAY PURPOSE

In a 2016 resolution recognizing and celebrating the Waterway’s 50th anniversary, the Maine Legislature enumerates the virtues of the Allagash Wilderness Waterway (see Appendix A). The resolution provides insight into the more general statement of policy in the 1996 statute establishing the Waterway, which recognized that “the promotion of peace, health, morals and general welfare of the public are the concern of the people of this State.” The 1996 law declares it the policy of the State to

- preserve, protect, and develop the natural scenic beauty and the unique character of Maine’s waterways, wildlife habitats, and wilderness and recreation resources for this and all succeeding generations, and
- prevent erosion, droughts, freshets, and the filling up of waters (12 MRS §1872.12).

The 2016 resolution includes the following concepts related to purpose and significance.

- Maine residents and visitors enjoy paddling, camping and fishing in the Waterway.
- Many children from Maine, and across the country, completed their first long-distance canoe trip paddling the Allagash and thereby developed a lifelong love of the out-of-doors, the Maine Woods, and the State of Maine.
- Paddling the Allagash has resulted in positive life-changing experiences for many paddlers.
- The Waterway is rich in Native American history.
- Henry David Thoreau canoed the Allagash River in 1857 and wrote about it in *The Maine Woods*.
- The Waterway is prized for its brook trout fishery.
- The Allagash has played a vital historical role in Maine logging.
- The Waterway has attracted visitors from all over the world, resulting in economic benefits to Maine guides, outfitters, and other businesses that provide goods and services to these visitors (HP1174, 127th Maine State Legislature).

Mission and Guiding Principles

A 2010 strategic plan provides a framework for Waterway management and “is a source of broad guidance” (BPL, p.x). Thus, the strategic plan’s mission statement is a guiding concept for heritage resource management and interpretation.

Preserve, protect and develop the maximum wilderness character of the Allagash Wilderness Waterway by ensuring its ecological integrity and optimum public use through careful management as a wilderness area in the historic and modern context of a working forest (BPL, 2012, p. 195).

Five guiding principles support the mission and inform heritage resource management and interpretation. One principle is to place priority on “providing a memorable wilderness recreation experience” to the Waterway’s primary visitors, canoeists and anglers. A second is to preserve and interpret “the rich history, culture and traditions of the Allagash River. . . as an asset to the Waterway and its visitors.” Third, “the maximum wilderness character of the Watercourse and Restricted Zone is fundamental to the purposes of the Waterway.” The fourth principle states that “the Watercourse and Restricted Zone shall be managed in accordance with wilderness management principles and legislative mandates to facilitate preservation of historical features and traditions that enrich the Waterway and visitor experience.” Finally, “ecological integrity, viewsheds, fish and wildlife management, forest management and wilderness recreation and character” shall be pursued in partnership with landowners and appropriate agencies (BPL, 2012, p. 195).

The people of Maine are not alone in recognizing the Allagash for outstanding qualities attractive to canoeists, kayakers, anglers, hunters, and nature enthusiasts. People travel to its shores from around the country and many other places in the world. The lands and waters of the Waterway hold important resources, which carry both statewide and national designations.

OTHER DESIGNATIONS

National Wild and Scenic River System

The Waterway, with its collective features and values, possesses national significance. The Allagash Waterway was recognized in the 1968 Wild and Scenic Rivers Act as worthy of inclusion among “certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values” (16 USC §1271, note). The Secretary of the Interior affirmed the national significance of the Allagash by including the Waterway in the National Wild and Scenic Rivers System in 1970, to be administered by the State of Maine (35 FR 11525).

Designation of the Allagash culminated efforts begun in the early 1960s to protect the outstanding natural character, unique recreational opportunities, and historical significance of the Allagash River and its associated lakes and ponds (BPL, 2012, p. 1). The existence of bridges and dams on the Allagash when the segment joined the national system highlights a unique element of designation by the U.S. Department of Interior: the Waterway was deemed “wild” even with the structures. At the time, it was the only segment of the system where the federal government gave administrative authority to a state government. Rivers in the national system represent the diversity of waterways in the United States, from the remote rivers of Alaska, Idaho, and Oregon to rivers threading through rural countryside in New Hampshire, Ohio, and Massachusetts; rivers are designated in 40 states and the Commonwealth of Puerto Rico.

National Register of Historic Places

The National Register is the nation’s inventory of historic places and the repository of documentation about them. Districts, sites, buildings, structures, and objects are included. Listing identifies properties valued by the American people, and has implications for management. While several Waterway properties are likely eligible, only one is entered in the National Register of Historic Places: Tramway Historic District.

The keeper of the National Register listed the Tramway District on May 7, 1979. According to the nomination, the District consists of a strip of land 1,000 feet wide running 3,000 feet between Eagle and Chamberlain lakes (see Figure 71). It contains remains of a 1902 log-conveying tramway (the centerline of the district) along with the eastern terminus of an 18-mile railroad. Two railroad locomotives, a six- and an eight-wheeler, rest where they were parked upon the railroad’s demise in 1933.

In 2017, the State of Maine’s national register and survey coordinator deemed two Waterway structures eligible for nomination, due to association with the logging industry. The period of significance for the Boarding House and Storehouse at Churchill Depot begins at construction, circa 1926, and ends with their last use associated with logging. Additionally, the Boarding House “embodies the distinctive characteristics of its type” (M. Goebel-Bain, pers. comm. with T. Desjardin, December 11, 2017).

Maine Ecological Reserve System

Tramway National Register Historic District lies within a 2,890-acre ecological reserve: Chamberlain Lake Ecological Reserve, which is also known as Bear Mountain Reserve or sometimes Chamberlain/Lock Dam Ecoreserve (Figure 4). The Waterway Restricted Zone is excluded from the reserve. Ecological reserves are set aside to protect and monitor specific Maine ecosystems. They maintain biodiversity and act as benchmarks for measuring biological and environmental change, as sites for scientific research, and for education. Ecological reserves are managed by Maine Bureau of Parks and Lands,

with long-term ecological monitoring overseen by Maine Natural Areas Program. The Chamberlain Lake reserve is timberland (less than 5% wetland), which had been selectively harvested. However, cutting was apparently more than 50 years ago, before the Waterway was established.

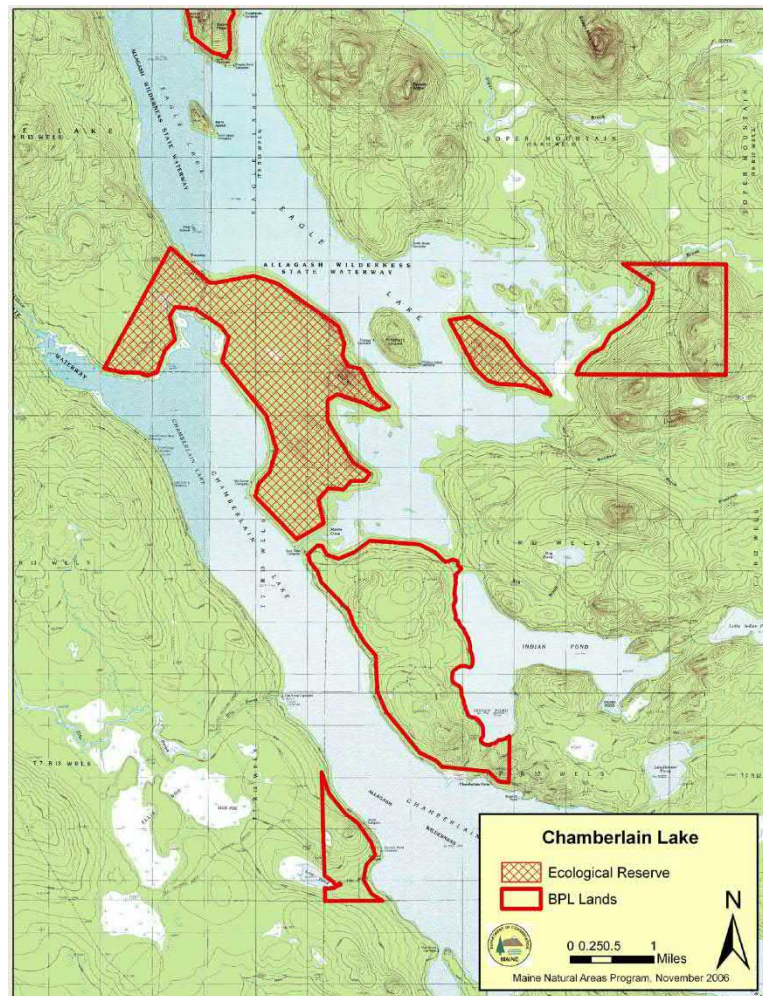


Figure 4. Chamberlain Lake Ecological Reserve (“Ecological reserve factsheet: Chamberlain Lake (Lock Dam),” 2009)

Maine Natural Areas Program reports

that several areas of matrix-forming natural communities are in outstanding condition. The most noteworthy stands are mixed hardwood-conifer stands, supporting trees over 200 years old. Interestingly, charcoal pellets were found in all stands sampled, although the dominance of mid- to late-successional stand types suggests that fires in most locations occurred long ago. Other intact forest types include a large black spruce bog and swamp just north of Lock Dam and a small, stunted spruce slope forest on top of Bear Mountain (“Ecological reserve factsheet: Chamberlain Lake (Lock Dam),” 2009).

Maine Heritage Fish Waters

Three waterbodies of the Allagash are Maine “heritage fish waters,” due to the presence of native eastern brook trout (*Salvelinus fontinalis*): Round Pond (T13 R12 WELS), Little Round Pond (Eagle Lake TWP), and Allagash Lake. The eastern brook trout is one of two species designated state “heritage fish” by the Maine legislature (1 MRS §212-A).⁴

State heritage fish waters, listed by the Commissioner of Inland Fisheries and Wildlife (DIFW Rules, Chapter 1-A), must include waters identified as eastern brook trout waters and arctic charr waters that have never been stocked or have not been stocked for at least 25 years. The commissioner may not stock or issue a permit to stock fish in state heritage fish water. Furthermore, it is illegal for anglers to use live fish as bait or possess live fish to be used as bait on a lake or pond listed as state heritage fish waters (12 MRS §12461)

WATERWAY ADMINISTRATION

Maine Bureau of Parks and Lands

Allagash Wilderness Waterway is managed by Maine Bureau of Parks and Lands, which stewards 1.7 million acres in the state for conservation, recreation, cultural and historic preservation, wildlife, and timber. The Bureau is one of four within the Department of Agriculture, Conservation and Forestry.

Waterway capital and operating expenditures from all sources were \$710,250 in fiscal year 2016. A full-time staff of three—supplemented with support from other Department staff and seasonal employees (around ten)—provides visitor services, resource management, and maintenance services (BPL, 2016a, 2017).⁵ The Bureau maintains authorized foot trails, boat and canoe launches, and parking areas. Maintained Waterway buildings include a Churchill Depot headquarters, staff residences, and utility buildings. In addition, BPL owns two sporting camps leased for management by private operators and maintains 81 authorized campsites. BPL and private landowners maintain six bridges and three functioning dams.

⁴ *Note:* Three Round Ponds are in the Waterway, one located in T13 R12 WELS, near Round Pond Mountain; one now joined with Eagle Lake in T9 R13 WELS; and another joined with Telos Lake in T6 R11 WELS. Plus, there’s Little Round Pond (Eagle Lake TWP) along Allagash Stream. An additional Round Pond is close by in T7 R14 WELS, south of Allagash Lake (an old carry trail leads to the pond).

⁵ *2016 staff, left to right in Figure 5:* Bob Johnston, Steve Day, Matt LaRoche, Kevin Brown, Evan Smith (volunteer), Josh Plourde, Barb Pineau, Lilly Tuell, Ed Palys, Trevor O’Leary, and Jessica Beckett. *Absent:* Ray Lewis, Jay Young, and Ruth LaRoche.

Support Groups

An active corps of volunteers supports the Waterway. During 2016, 128 individuals donated 585 hours (BPL, 2017). They assisted with general maintenance, trail work, and resource management. Other citizen groups advise and assist BPL regarding the



Figure 5. Allagash Wilderness Waterway 2016 staff with canoe donated by Rollin Thurlow to benefit AWW Endowment Fund. (photo by C. Day)

Waterway, Allagash Wilderness Waterway Advisory Council being prime among them. The Council was created by statute in 2007 to work with BPL on strategic planning, and to otherwise advance the Waterway’s mission and goals. Seven members comprise the Council: six appointed by the Governor and one, representing National Park Service, appointed by the Secretary of the Interior.

In response to a recommendation of the Advisory Council, Allagash Wilderness Waterway Foundation was created to “enhance the wilderness character of the Allagash Wilderness Waterway, protect its environment, preserve its historic and cultural values, and foster knowledge and understanding of the Waterway” (“About AWWF: Our mission,” 2016). As a nonprofit 501(c)(3) agency, AWWF fulfills its mission by raising funds to supplement state and federal Waterway funding.

This project is consistent with the Foundation’s mission, particularly its focus on

- natural, historical, and cultural interpretation and public educational programming
- youth access to the experience of this unique and remote public resource
- planning to strengthen the management, use, and visitor experience of the Waterway.

National Park Service

The National Park Service is one of four federal agencies managing the National Wild and Scenic Rivers System. However, as stated above, the Waterway is administered solely by the State of Maine; NPS holds one seat on the Waterway Advisory Council.

The U.S. Army Corps of Engineers consults NPS during federal review of activities in the main stem or tributaries of any designated Wild and Scenic River. The Bureau of Parks and Lands worked with NPS to implement provisions of a 2002 BPL-NPS agreement resulting from Army Corps review of the 1997–98 construction of Churchill dam (Rust & Lovaglio, 2002). Specified actions are substantially complete. For instance, in 2012 the Bureau adopted an update of the Allagash Wilderness Waterway Plan. Memorandum provisions most relevant to this proposal relate to historical resource planning and management. The Storied Lands & Waters project is intended to aid in this ongoing effort.