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A Heritage for the Future: A Plan for Preserving Maine's Historic and Archaeological Resources

Maine Historic Preservation Commission

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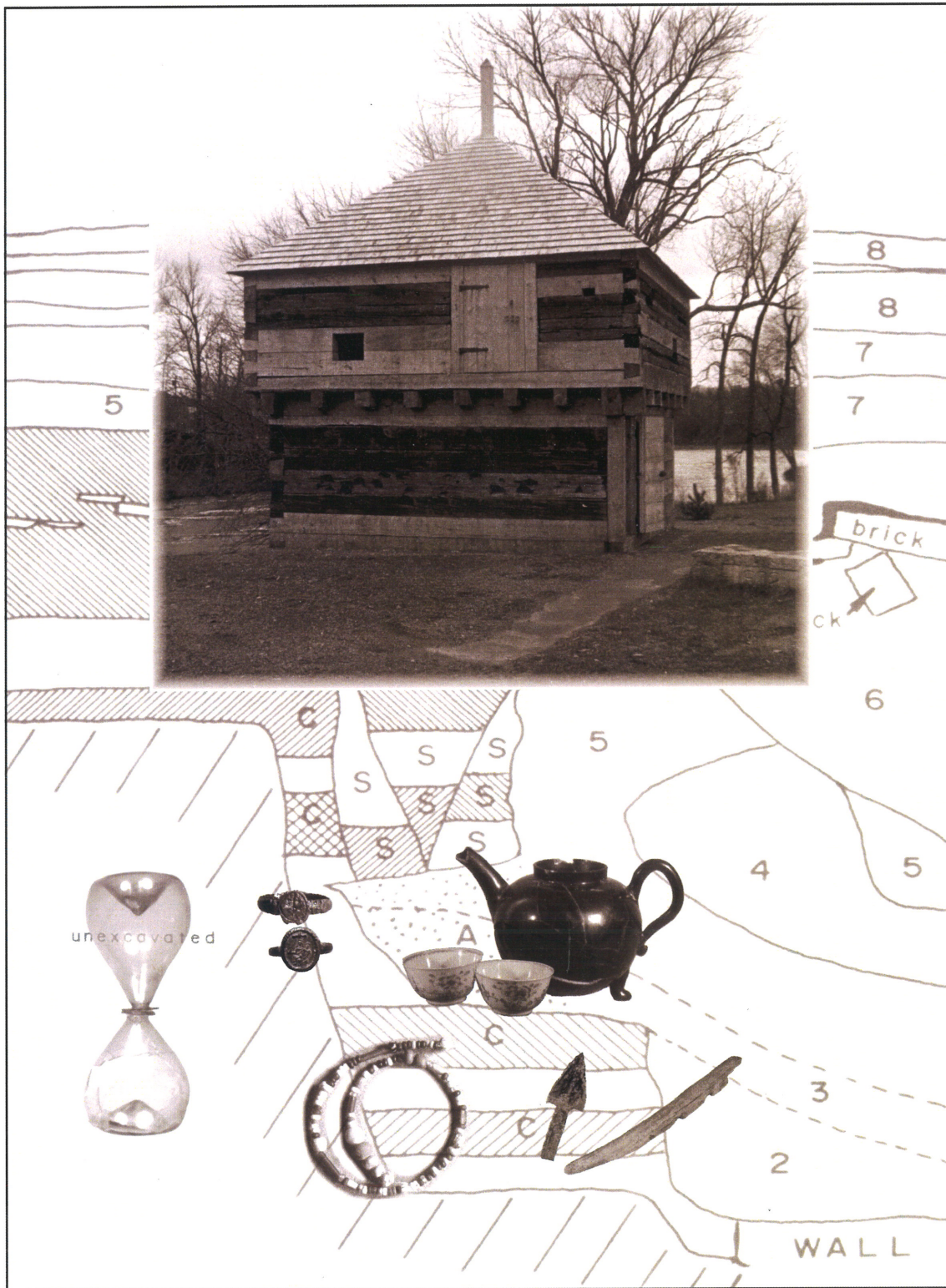
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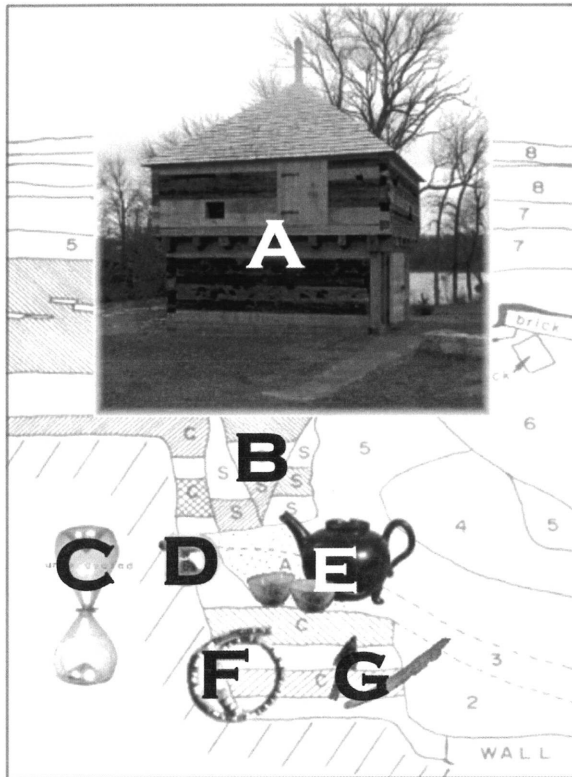
A Heritage for the Future:

A Plan for Preserving Maine's Historic and Archaeological Resources



Third Edition

Maine Historic Preservation Commission
November, 2005



Front Cover:

- A. Fort Halifax, Winslow. Constructed 1754; washed away in the flood of 1987; restored 1988.
- B. Hand drawn profile of wall of 1989 excavation unit.
- C. Sand glass (hour glass), c.1754.
- D. Jesuit rings from 17th century occupation of site.
- E. 18th century Chinese export tea bowls, and an English tea pot dating from 1740 to 1780.
- F. European glass trade beads from 17th century occupation of site.
- G. Copper arrow head on left, and carved, barbed bone projectile point on the right, both from 17th century occupation of site.

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TABLE OF CONTENTS

INTRODUCTION.....	2
CHAPTER I: CONTEXT FOR PRESERVATION.....	5
CHAPTER II: PARTNERS IN PRESERVATION.....	11
CHAPTER III: PROGRAM ACTIVITIES	17
A. NATIONAL REGISTER OF HISTORIC PLACES	17
B. ARCHITECTURAL SURVEY.....	21
C. REVIEW AND COMPLIANCE.....	27
D. ACQUISITION, DEVELOPMENT and COVENANTS	31
E. PRESERVATION TAX INCENTIVES.....	33
F. CERTIFIED LOCAL GOVERNMENT PROGRAM.....	34
G. PLANNING	36
H. PUBLIC EDUCATION and TECHNICAL ASSISTANCE.....	40
I. PREHISTORIC ARCHAEOLOGY.....	42
J. HISTORICAL ARCHAEOLOGY.....	55
K. INFORMATION MANAGEMENT	66
CHAPTER IV: OPPORTUNITIES AND CHALLENGES.....	72
BIBLIOGRAPHY	74
Appendices.....	
Appendix 1: Contexts for the Study of Historic Period Resources in the State of Maine.....	80
Appendix 2: National Register Eligibility Criteria in Prehistoric Archaeological Contexts	82
Appendix 3: Capital Needs of Maine's Historic Properties - Results of the 2004 Survey.....	86
Appendix 4: Public Questionnaire	90

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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 an 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. 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 not only for the Commission, but also for other organizations and individuals carrying out historic preservation work in the state.

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 2005. Advice and assistance was sought from a great many individuals and organizations, and comments received have helped shape the content of the plan. The current plan is intended to serve as a 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 and information about local preservation planning issues around the state. Material relating to archaeological and historic resources was derived 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 encouraged public participation in the preservation planning process. Over 1400 questionnaires were distributed throughout the state in 2005 through direct mailings and in response to an advertisement run in the five major daily newspapers that cover the state. In addition, an on-line submittable form was made available from the Commission's website. A link to this form was also posted on the front page of Maine Preservation's website. The results of this survey have been recorded, tabulated, and analyzed by Commission staff members, and information from it has been integrated into the planning document. Respondents to the questionnaire included architects, landscape architects, realtors, developers, planners, academics, state and federal officials, professionals, craftsmen, and educators.

Survey Results

A total of 226 responses to the Public Questionnaire were submitted. In general, the survey results reflect a high level of awareness about the Commission's core programs. For instance, over 75 percent of the respondents were aware of National Register listed properties in their area; a slightly smaller number had knowledge of the review and compliance program; and about 50 percent knew of the federal rehabilitation tax credit program. On the other hand, only about one-quarter of the respondents were aware of the state rehabilitation tax credit or the law that authorizes towns to develop local option tax reimbursement programs for historic and scenic preservation. However, an overwhelming 91 percent supported an expanded and long-term state or federally funded preservation grant program.

Written comments regarding the preparation of the state plan were similar in overall

content to those expressed during the development of the 2000 edition of the plan. Many respondents recommended that the Commission increase its efforts to educate the public regarding the importance of historic preservation. A number of suggestions were made as to how this might be accomplished, including presentations, more direct communication with town offices and historical societies, articles in the press, and programs broadcast on public access television. Many respondents expressed concern about threats to historic properties from commercial development, sprawl, and highway projects, as well as the impact that such activities have on the character of Maine's rural landscape. With regard to the specific types of information that should be accessible from the Commission's website, the most common request was for sources of grant funds. Others want to be able to locate the names of restoration craftsmen, information about their properties and historic architecture in general, or guidance on developing local comprehensive plans and municipal preservation ordinances. The short and long term goals that are contained in this plan address many of the concerns expressed by the public.

Updating the Plan

The 2005 version of the Comprehensive Preservation Plan is intended to guide the Commission until 2010. 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 2010.

CHAPTER I: CONTEXT FOR PRESERVATION

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 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 becomes markedly more rural. Most of the land in the southwestern and central part of the state is unproductive agriculturally, and as a result 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 to the south, the downeast region has seen little development and exists in relative isolation from the extensive tourist traffic farther 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 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 three 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 commercial, educational, and cultural center of the state. 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 been the site of the state capital since 1827. Located along the Androscoggin River, the cities of Lewiston-Auburn today comprise 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 functioned as the center of the logging industry in the state for much of the 19th and early 20th centuries.

Demographics

The U. S. Census Bureau estimated Maine's population in 2004 at 1,314,253 persons. Since about 1850, the population growth has been slow with a couple of periods even posting a net population loss. On the eve 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 300,000 in 1820 when the state entered the Union. The population of 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 increased by 3.8 percent in the 1990-2000 period, whereas nationwide the population grew by 13.1 percent. Maine's population is expected to continue to grow most quickly in the coastal areas of the south.

Maine is sparsely populated with nearly 60 percent of the state's residents living in rural areas (2000 Census). Geographically, the population of Maine is unevenly distributed. For instance, according to 2000 figures, the population density of Cumberland County was 317.9 persons per square mile while that of Piscataquis County was 4.3 persons per square mile. In 1997, 71 percent of Maine's population lived in communities of fewer than 10,000 people. The state contains 494 organized towns and 22 cities, although over 44 percent of the land area of Maine is not divided into townships but is organized into plantations. It is estimated that 65 percent of the state's population now lives along the 300 mile I-95 corridor.

Approximately 96.9 percent of Mainers are Caucasian, while 0.5 percent are Black; 0.7 percent Hispanic, 0.7 percent Asian/Pacific Islander, and 0.6 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. The Franco-Americans of Maine are in large part the descendants 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 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 phase 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 1999 figures, Maine's per-capita income was \$19,533, below the national average of \$21,587. Only Cumberland County exceeds the average national. The per-capita income in the southern and mid-coastal counties is greater than that of Downeast and inland Maine.

Economy and Transportation

In 1890, approximately 6.5 million acres of land were under cultivation in Maine, accounting for a major sector of the economy. According to the 2002 Agricultural Census, there are about 1.4 million farmland acres in Maine, of which 536,839 are cropland. Blueberries and potatoes are the only Maine crops of national importance. Although the fishery industry has contracted as the major fish species have declined in the Gulf of Maine, as a percentage of population, employment in the fishing industry is 17 times greater than the national norm.

In the past, 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. From an employment standpoint, natural resource based industries continue to employ a significant percentage of Maine's workforce. However, a study prepared in 2004 by the State Planning Office entitled "Maine's Biggest Industries: Structural Overview of the Maine Economy" concluded that tourism is Maine's largest industry. In 2000, tourist expenditures in Maine

amounted to about \$6.2 billion dollars and accounted for an estimated 58,000 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, Maine's commercial centers grew up along transportation corridors with corresponding residential areas built up around them. The emergence of "trolley-car suburbs" in the early twentieth century initiated a pattern of ex-urban growth that increased rapidly in the post-World War II decades, and included the development of commercial, industrial and office parks in outlying areas away from historic village centers. This has resulted in extensive suburbanization of the towns around Portland, and to a lesser extent in the communities adjacent to Bangor and Lewiston-Auburn. Although this pattern of development continues to threaten the viability of many downtowns in Maine, there are encouraging signs that the trend is being reversed. Portland led the way in this effort beginning in the 1980s, and now boasts of a thriving, diverse urban center comprised in large part of its two primary historic commercial areas. More recently, Bangor and a number of smaller cities and towns have followed Portland's lead.

The state's transportation system consists of a 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 1 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 New Hampshire west of the town of Rumford. In total, there are nearly 18,000 miles of paved road in Maine crossing over 4700 bridges, of which 43 percent are at least forty years old.

There are presently over 1,100 miles of active freight railway in the state connecting Maine with New Hampshire, Quebec, and New Brunswick. At its peak in 1924, Maine's railway system comprised of over 2,300 miles of standard and narrow gauge track. The major lines for domestic trade in the state at present are the St. Lawrence & Atlantic Railroad, the Guilford Rail System, and the Montreal, Maine & Atlantic Railroad. After a decades long hiatus, regularly scheduled passenger train service between Boston and Portland was reestablished by AMTRAK

on December 15, 2001. A number of 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 where crude oil is pumped through a pipeline to Montreal, Quebec. A high speed passenger ferry connects Bar Harbor to Yarmouth, Nova Scotia during the tourist season.

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 34,700 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, a number 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 93 percent of elementary and secondary school students are enrolled in the public system.

CHAPTER II: PARTNERS IN PRESERVATION

Historic 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 more than 200 member organizations of Maine Archives & 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 of historic preservation 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 Preservation is a statewide non-profit, membership organization actively engaged in preservation advocacy and education. Maine Preservation publishes *Maine Preservation News*, which keeps Maine residents abreast of preservation issues at the local, state, and national levels. Maine Preservation also organizes annual conferences and holds easements on historic properties. At the regional level, Greater Portland Landmarks 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 Historic New England (formerly the Society for the Preservation of New England Antiquities [SPNEA]) own a number of historic properties in the state and are directly involved in their management, maintenance, and interpretation. In the realm of historic landscapes, the Maine Olmsted Alliance for Parks & Landscapes (founded in 1990) is an advocate for the preservation of significant historic designed landscapes. The National Trust for Historic Preservation (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 Commission has worked closely with the Maine Archaeological Society (MAS) on prehistoric and historic archaeological survey and public education projects for over two decades. Founded in 1956 as a chapter of the Massachusetts Archaeological Society and incorporated under Maine law in 1974, the MAS is the statewide organization for anyone with an interest in Maine archaeology. 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 also two formal agreements between the Commission and the MAS: 1) a joint publication agreement, and 2) a site monitoring agreement. The *Occasional Publications in Maine Archaeology* monograph series, having produced its eleventh volume in 2002, is jointly published and widely distributed. In addition, Commission staff members routinely publish shorter articles for public education benefit in the *MAS Bulletin*.

The joint site monitoring program may be a unique one. Five sites are currently being monitored for vandalism and erosion by selected MAS 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 opportunities for the continuing development of historic preservation in Maine.

A 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 at 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 General Henry Knox Museum now owns the 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 the Secretary of War to repair the structure with private funds. A grassroots 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 Lands 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 over 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. The 1930s also witnessed the commencement of the Historic American Buildings Survey (HABS) in Maine, the first phase of which lasted from 1934-1941. 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 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. In addition, after a lapse of nearly two decades, HABS recording teams were again at work in the state during the summers of 1960, 1962 and 1965 (a fourth effort was organized in 1971). 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 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 in draft form to the Commission, where it is reviewed and commented on by staff members. To date, approximately 62 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.

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 examples of increasingly diverse local preservation efforts taking place throughout the state. Given the recent decrease in public funding, such organizations will play a vital role in the preservation of select historic properties for the foreseeable future. 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.

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 34 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. Subsequent editions of the Comprehensive Historic Preservation Plan 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.

CHAPTER III: PROGRAM ACTIVITIES

A. NATIONAL REGISTER OF HISTORIC PLACES

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, its 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 three 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 a number 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 in 1976 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. This process continues in the present with the preparation of the Camden Great Fire Commercial Historic District nomination.

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, Education, Commerce, and Archaeology with the categories of Politics/Government and Industry at a second tier, followed closely by Engineering and Maritime History. The categories with the fewest representatives are Communications, Invention, Performing Arts, and Conservation, whereas 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, most of 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 five years the frequency of nominations in the several areas have risen as a percentage of overall nominations: Social History (8% vs. 2%), Politics and Government (8% vs. 5%), Agriculture (6% vs. 1.7%) and Entertainment/Recreation (5% vs. 1.7%). Several factors account for this increase, including the recognition and nomination of entire farmsteads for their agricultural and oftentimes architectural significance; and the heightened awareness of the multi-faceted roles of community buildings including Grange Halls, Public Halls and Town Halls. During this period the area 'Communication' was represented in Maine's National Register listings for the first time.

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, five documents of this type have been prepared for above ground resources, and 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 ongoing survey of the state's cultural resources frequently results in the identification of properties which merit further study and evaluation for possible nomination. During the past decade, extensive prehistoric archaeological survey activity has occurred as a result of the re-licensing 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.

National Register Priorities

SHORT TERM

- ◆ Continue to prepare context based Multiple Property Submissions.
- ◆ Continue to strengthen the link between the survey and nomination process.
- ◆ Identify properties which represent areas of significance that are now under represented in the listings, or are identified as a threatened resource.

- ◆ Continue to work with local historical societies and 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.
- ◆ Explore the interest of the state's academic communities in developing Multiple Property Submissions, researching and writing draft nominations and conducting architectural surveys.
- ◆ Revise and update nominations with errors or omissions, including spatial descriptions, address changes, alteration of function, and dated or missing photographs.

B. ARCHITECTURAL SURVEY

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 human-made environment has continued to be a central goal of the Commission's mandate with more than 21,700 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, when available.

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 2005. An additional note indicates whether the survey was undertaken by a Certified Local Government (CLG), by staff, or by a volunteer group (V).

MAINE STATE ARCHITECTURAL SURVEY, 1972-2005

<u>COUNTY/TOWN</u>	<u>MHPC FUNDED</u>	<u>DATE</u>	<u>LEVEL</u>
<u>Androscoggin</u>			
Auburn	*	1973	Intensive
Lewiston	*	1975	Reconnaissance
		1985	Intensive
(CLG)	*	1993-95	Intensive
(CLG)	*	2003	Intensive
<u>Aroostook</u>			
Houlton		1987	Intensive
New Sweden (Staff)		1987	Intensive
St. John River Valley (Potato Houses)	*	1996	Reconnaissance
Southern and Central Aroostook (Farmsteads)	*	1999	Reconnaissance
Northern Aroostook County (Farmsteads)	*	2002-2004	Reconnaissance
<u>Cumberland</u>			
Portland	*	1975	Intensive
	*	1980-84	Reconnaissance
	*	1999	Intensive
	*	2002	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
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
	(V)		2001	Intensive
Southwest Harbor		*	1987	Reconnaissance/ Intensive
		*	1997-2000	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
	(CLG)	*	1999-2000	Intensive
	(CLG)	*	2004	Intensive
Bucksport		*	1999	Intensive

Kennebec

Augusta			1985	Intensive
		*	1991-98	Intensive
Gardiner		*	1983	Intensive
			1987	Intensive
Waterville	(Staff)	*	1985	
			1992	Intensive
Hallowell	(V)		1992	Intensive
Mount Vernon	(V)		2001	Reconnaissance

Knox

County-wide		*	1981-84	Reconnaissance
Rockland			1985-86	Intensive
Camden	(Staff)		1989	Intensive
Isle Au Haut		*	1990	Intensive
Camden			2001	Reconnaissance

Lincoln

County-wide		*	1980-81	Reconnaissance/ Intensive
Wiscasset		*	2000	Reconnaissance

Oxford

County-wide		*	1980-83	Reconnaissance/ Intensive
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Penobscot

Bangor		*	1973-75	Intensive
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	(CLG)	*	1986-89	Intensive
Orono		*	1972-75	Intensive
Hampden			1985	Reconnaissance
	(CLG)	*	1990-95	Intensive
Orono – UMO		*	2002	Intensive
<u>Piscataquis</u>				
None				
<u>Sagadahoc</u>				
Bath		*	1974	Reconnaissance
			1981	Intensive
		*	2000	Intensive
Topsham		*	1983-84	Reconnaissance
	(CLG)	*	1990	
Phippsburg		*	2003	Reconnaissance
<u>Somerset</u>				
Skowhegan			1984-85	Intensive
<u>Waldo</u>				
Belfast			1984	Intensive
Islesboro	(Staff)		1987-90	Intensive
Northport		*	1990	Reconnaissance
Winterport HD	(V)		2000	Intensive
<u>Washington</u>				
County-wide (Partial)		*	1980	Intensive
Eastport		*	1982	Intensive
		*	1998	Reconnaissance
<u>York</u>				
Biddeford (Pool)		*	1989	Intensive
(Fortunes Rock)		*	1989	Reconnaissance
		*	1997	Reconnaissance
Buxton		*	2003	Reconnaissance
Eliot		*	1991-94	Reconnaissance
Kennebunk	(CLG)	*	1991-93	Intensive
	(CLG)	*	1999-2000	Intensive

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 focused 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. Over the last five years the number of communities wishing to conduct an inventory of their architectural resources has far outweighed the availability of funding opportunities to support such surveys. As a result, several community groups are undertaking low-cost, volunteer based surveys in consultation with the Commission. Several of these groups have hired qualified architectural historians for training and limited project oversight purposes (Table 1.).

Table 1.				
<u>SURVEYS IN PROGRESS, 2005</u>			<u>DATE STARTED</u>	<u>LEVEL</u>
Piscataquis County:	Greenville Barns	(V)	2003	Reconnaissance
Kennebec County:	Litchfield	(V)	2003	Reconnaissance
	Waterville	(V)	2005	Reconnaissance
Lincoln County:	Bristol	(V)	2004	Reconnaissance
	Edgecomb		2005	Reconnaissance
Cumberland County:	Brunswick		2005	Reconnaissance

In addition to geographic based surveys, the Commission has also undertaken subject or theme based survey projects to identify specific property types on a state-wide or regional basis. (See Table 2.). 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. Additional theme-based projects have included an inventory of designed landscapes, railroad related buildings and historic highway bridges, the latter undertaken by the Maine Department of Transportation. Starting in 2002 additional MHPC survey forms were developed to specifically record agricultural outbuildings and historic farmsteads. This occurred because these resources, which are rapidly disappearing from Maine's landscape, were under-evaluated on the standard Historic Building and Structure Survey form. These new forms, which are required for grant funded and review and compliance projects, have resulted in a greater understanding of the state's specialized agricultural buildings and landscapes and will aid in the eventual development

of agricultural and rural district historic context statements. To date over 175 individual barn or farmstead surveys have been recorded in the MHPC database.

Survey activities are also undertaken in conjunction with federally funded, licensed or permitted activities. In these cases either corridors, neighborhoods or targeted project areas are surveyed by the petitioner in consultation with the MHPC. These surveys are also integrated into the MHPC database and information files. The Maine Department of Transportation annually contributes a large percentage of these surveys, which are undertaken by qualified architectural historians who work closely with MHPC staff. Additional agencies and developers are required to submit surveys in accordance with Section 106. In the recent past surveys undertaken by the Army Corps of Engineers, the Northeast and Maritimes pipeline project and the Aroostook Corridor Transportation Study have yielded a significant number of surveys. In recognition of the volume of survey activity generated by the Department of Transportation, the MDOT and MHPC began consultation in 2005 on developing a shared, web-based database, with GIS fields, to increase the efficiency of survey project management.

Table 2.		
<u>STATEWIDE SURVEY</u>	<u>DATE</u>	<u>LEVEL</u>
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

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 1) 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.

Architectural Survey Priorities

SHORT TERM

- ◆ Continue efforts to identify agricultural resources, especially barns and related outbuildings.
- ◆ Continue to identify and survey potential rural historic districts.
- ◆ Continue to foster relationships with volunteer groups interested in conducting architectural surveys.
- ◆ Improve data collection and management processes by appropriating new technological resources, such as remote-site information gathering and web-based end-user applications.

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 the 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 place to look for initiating surveys of particular resource types.
- ◆ Raise awareness of the need to identify and evaluate post World War II commercial and residential architecture, and start to collect materials to support survey and nominations of such resources.
- ◆ Consider undertaking statewide surveys of automobile related resources, and boys and girls summer camps.

C. REVIEW AND COMPLIANCE

Pursuant to Section 106 of the National Historic Preservation Act of 1966, Federal agencies are required to consult with the Maine Historic Preservation Commission to assess the

effects of any Federally funded, permitted or licensed undertakings on historic properties (defined as those cultural resources listed in, or eligible for listing in, the National Register of Historic Places). The goal of this consultation process is to identify the presence of historic properties in the project's area of effect, and take steps to avoid, minimize or mitigate adverse effects that may result from the proposed undertaking. The consultation process can last from a few days to several months depending on whether there are significant cultural resources in the project area, the scope of the project, the agency's or designee's efficiency in providing information to the Commission, and the Commission's work load. Examples of projects requiring consultation under the Act include, but are not limited to:

- Maine Department of Transportation projects funded by the US Federal Highway Administration;
- Community development and housing rehabilitation projects utilizing USDA Rural Development and/or US Housing and Urban Development (HUD) funds;
- Department of Defense base closures or military construction projects;
- Residential pier and dock projects requiring permits from the US Army Corps of Engineers;
- Projects undertaken by the National Park Service at Acadia National Park and elsewhere in the state; and
- Telecommunication tower and antennae installations.

Significant protection of cultural resources is also achieved at the state level under the Maine Department of Environmental Protection (MDEP) Site Location of Development 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 permits are routinely required for residential subdivisions, as well as commercial and industrial developments. The Commission's role in the MDEP and LURC review processes is an advisory one, and is carried out in the same way as Federal Section 106 reviews.

In addition to Federal and state level reviews, several municipalities in Maine require a review by the Commission prior to granting approval for building permits at the local level. This requirement is most often implemented as part of land use or zoning ordinances. The Commission reviews such projects and provides information regarding the presence of cultural resources within project areas, as well as recommendations as to how to avoid or minimize

impacts. It is ultimately the local planning or zoning board's decision as to whether the Commission's recommendations will be implemented or not.

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 developed and grown, government funding has expanded, and the citizenry has become more aware of threats to cultural resources. The Commission presently consults on, and formally responds to, 3,000 projects annually. Over the years, the Commission has established close working relationships with many of the municipal, regional, state, and Federal agencies, as well as with consultants, non-profit organizations, engineering firms, architects, developers, and contractors involved in the review and compliance process. These relationships have resulted in consideration for the protection of historic resources being incorporated into the early planning processes for private, local, state and Federal government projects in Maine.

The Commission also conducts review and compliance in accordance with Programmatic and State Level Agreements, which are developed in consultation with sponsoring agencies. Such consultation serves to identify project types that have little or no potential to affect historic properties, and to develop alternative, streamlined procedures for high-volume project types while retaining historic property protection as the primary goal. When possible, the Commission enters such agreements to exempt projects that fall under the former description, and to provide procedures tailored to specific project types for the latter. The goals of such agreements are to retain a high level of protection for historic properties, to reduce the Commission's work load and response time when appropriate, and to enable Federal agencies to release funds, licenses, and approvals to applicants as quickly as possible. Among the Federal and state agencies that the Commission currently conducts reviews for under Nationwide Programmatic and State Level Agreements are the Federal Highway Administration, Federal Transit Authority, Maine Department of Transportation, the Federal Emergency Management Agency, the Federal Communications Commission, and USDA Natural Resources Conservation Service.

While the Commission strives to ensure that the review and compliance program is efficient and structured, it is a program designed to react to imminent projects. However, in order to effectively deal with threats to historic properties, the Commission attempts to proactively identify endangered resources by geographic area and plan accordingly. With development pressures in the southern and mid-coastal regions drastically intensifying in the last

ten to twenty years, the state and local governments, and their regional partners in the commercial and non-profit sectors, have focused energy into community preservation initiatives by encouraging the redevelopment of downtowns, supporting efforts to rehabilitate existing housing stock, and increasing density in existing residential and commercial zones. Meanwhile, in the central, western and northern regions, many municipalities have struggled to retain residents and jobs. These regions have endeavored to attract new recreational, industrial, technological and residential development, while working to increase the appeal of historic resources in their communities.

As a result of these factors, the Commission has seen vast increases in downtown revitalization projects, housing rehabilitation, new development within or adjacent to historic residential neighborhoods, coastal and inland waterfront development, infrastructure improvements, and new development and building rehabilitation in the organized territories. As most of these initiatives are supported by Federal funds, and/or require state or Federal permitting, the Commission continues to work with all of the key parties to guide these efforts in a manner that will preserve the fabric of Maine's history and prehistory for future generations.

The review and compliance process proceeds most effectively when the agent or applicant undertaking consultation is aware of the applicable requirements, and has an established relationship with the Commission. Where such a relationship has not been established, project review can become an exercise in preservation education in order for the consulting party to understand and interpret the various aspects of the process from start to finish. To better respond to such situations, the Commission review staff provides 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 are analyzed on an annual basis to assist in the development of survey and National Register priorities.

Review and Compliance Priorities

SHORT TERM

- ◆ Maintain open communication with the public, applicants, and state and Federal agencies to foster understanding of historic preservation laws and the review process.
- ◆ Incorporate information gained through review and compliance into general survey database.

- ◆ Work with other state agencies to continue developing a GIS-based database identifying surveyed areas, individual historic properties, and archaeologically sensitive areas.
- ◆ Consult with Federal and state agencies to effectively protect historic properties while streamlining the review process.
- ◆ Utilize the Commission's website to provide forms, links, guidelines and information for consultants, applicants and sponsoring agencies to gather and prepare materials for review.

LONG TERM

- ◆ Provide survey information (such as maps of surveyed areas, National Register status of individual properties, etc.) on the Commission's website for applicants and sponsoring agencies to use when preparing materials for review.
- ◆ Focus survey efforts on areas experiencing, or projected to experience, rapid development.
- ◆ Examine the development of historical contexts to assist in evaluating nineteenth century agricultural resources.
- ◆ Establish internet accessible library of municipal historic preservation ordinances in Maine, as well as national and state level review and compliance agreements.

D. ACQUISITION, DEVELOPMENT and COVENANTS

Grant Funding

The Commission has two sources of grant funding; the federal Historic Preservation Fund (HPF) and state funded New Century Community Program (New Century). Since FY 2000, limited HPF funding has resulted in grant funds only being available to the nine communities who participate in the Certified Local Government Program. See Section F. for more information on the Certified Local Government Program. These communities annually have the opportunity to submit applications for grant funding to support acquisition, development and planning activities. The one exception was FY 2002, when HPF funds were awarded to two National Historic Landmarks, the Morse-Libby House in Portland and the First Parish Church in Brunswick. Over the past five years, the Commission has awarded about \$660,000 for development projects and approximately \$28,000 for planning projects.

Funding for the New Century program comes from the Maine Legislature and is distributed between seven cultural agencies. In fiscal years 1999, 2001 and 2002 the Commission

received enough funding from this program to award \$572,500 in matching grants for development and planning projects. The Cultural Affairs Council continues to promote the wide reaching benefits of this program to the Legislature, and the Commission supported these efforts in 2003-2004 by circulating a Historic Property Capital Needs Survey and by generating a report of the survey results. A \$20 million economic development bond package which includes \$1 million for the seven cultural agencies under the New Century Program was approved in the November 2005 referendum. Of this amount, \$175,000 will be available in FY 2006 for historic preservation planning and development grants.

Preservation Easements and Covenants

The Commission presently holds preservation easements and covenants on 74 historic properties and 23 archaeological sites (see pp. 54-56) in Maine. The Commission has acquired the easements and covenants on these historic properties through Federal and State funded development grant programs, including most recently the Save America's Treasures Program, through federal and state surplus property transfers, Section 106 project mitigation, and the 1998 Maine Lights Program. The Commission does not accept preservation easements for privately owned properties outside of the programs listed above. However, Maine Preservation, Greater Portland Landmarks, and Historic New England, do administer preservation easements for private properties. The intent of the easements and covenants is to ensure that alterations to the properties meet the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and maintain the qualities of the property that make it eligible for listing in the National Register of Historic Places.

Of the 74 preservation easements on historic properties, 37 are easements in perpetuity and 29 of these are former U.S. Coast Guard light stations. These coastal Maine light stations were transferred to private non-profit, municipal, or state ownership through the federal surplus property program or the 1998 Maine Lights Program. The Commission has established an annual monitoring and review program to remind the light station owners of their preservation easement responsibilities and to provide technical assistance to the owners as they are planning and implementing their annual maintenance and repair projects. On site inspections are arranged as necessary for project review and to update condition assessment reports of the light stations. In August 2002, an intern was hired to update condition assessment reports for non-light station properties the Commission holds preservation easements and covenants on.

Acquisition, Development and Covenants – Priorities

SHORT TERM

- ◆ Continue to promote and collect data from the Historic Property Capital Needs Survey.
- ◆ Revise the condition assessment documentation forms for the light stations.
- ◆ 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 preservation grant programs to the public at large.

E. PRESERVATION TAX INCENTIVES

The Maine Historic Preservation Commission participates in the Federal 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, some 250 buildings in fifty Maine communities have been rehabilitated utilizing this program representing a capitol investment of more than \$140 million. In the past five years, thirteen rehabilitation projects have been certified by the National Park Service with project investment totaling over \$20.6 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 adoption of passive-loss provisions, Certified Rehabilitation fell 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. Unfortunately, because the state credit directly piggy-backs onto the federal credit, the limitations on the federal credit are directly transferred to use of the state credit as well. This has resulted in the state credit not proving to be a significant additional incentive to increase rehabilitation tax credit activity. However, efforts are being made in the legislature to address this problem.

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.

Preservation Tax Incentives 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 to amend the State Rehabilitation Tax Credit so that the credit can be bifurcated and disproportionately allocated.

F. CERTIFIED LOCAL GOVERNMENT PROGRAM

The Certified Local Government Program (CLG) was created in 1980 by an amendment to the *National Historic Preservation Act*. The program is designed to promote preservation planning and cultural resource protection efforts at the local level that are consistent with state

and Federal standards and guidelines. A fundamental requirement for participation is the adoption of a historic preservation ordinance that, in accordance with the program's guidelines, creates a local historic preservation commission and implements a formal review process. A local government becomes certified when it meets state and Federal program requirements, formally applies to the Commission for participation, signs a Certification Agreement, and is approved by the Commission and the National Park Service.

Certified Local Governments are eligible to apply to the Commission for annual grant funds that are specifically dedicated to the program. Grant applications are reviewed by the Commission and awarded on a competitive basis. Projects that are eligible for funding include, but are not limited to, architectural and archaeological surveys, preparation of National Register nominations, public education programs, preservation, rehabilitation and restoration projects, activities related to comprehensive planning, and the development of community specific design review manuals.

Additionally, the Commission has initiated, sponsored, and presented, along with host CLGs, Maine Preservation, and the National Alliance of Preservation Commissions, annual training workshops for CLGs, historic preservation commission members, planners, elected officials, and other preservationists. Annual workshops continue to be developed based upon the needs of the CLG program and local commission members. The Commission also provides assistance to individual CLGs on relevant topics and issues as requested.

There are currently nine 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), and Portland (01/10/05). In addition to the Certified Local Governments, the Commission is aware of several other municipalities with historic preservation ordinances and commissions.

CLG Program Priorities

SHORT TERM

- ◆ Continue to encourage municipalities to participate in the Maine CLG program.
- ◆ Encourage CLGs to survey cultural resources within their jurisdictions, to prepare National Register nominations, and up-date older National Register district nominations.
- ◆ Continue to foster among commission members and local officials an understanding of how to apply the Secretary of the Interior's Standards to project reviews.

- ◆ 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

- ◆ Work with local, state and national organizations to provide expanded training opportunities for local commission members.

G. 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 2005 planning questionnaire indicate that nearly sixty-eight percent of the respondents had familiarity with preservation planning in Maine, primarily at the local level.

The most recent and comprehensive effort to promote preservation at the local level began in 1988 with the enactment of the Comprehensive Planning and Land Use Regulation Act (the Act) requiring each town in Maine to develop a comprehensive plan that addresses ten statewide goals. One of the goals is "To preserve the state's historic and archaeological resources," while goal 1 (rural character), goal 4 (affordable housing), and goal 8 (preserving agricultural resources) may also have 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's 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 Commission staff 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. 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 over 300 plans have been reviewed and commented on by the Commission. Of those, approximately 190 have been found by the State Planning Office to be consistent with the Act. The Commission continues to review and assist communities to develop preservation strategies and priorities as the comprehensive planning process evolves.

Often, a significant part of the overall preservation strategy is the drafting and implementation of a historic preservation ordinance. When requested, the Commission works with municipalities to assist in drafting historic preservation ordinances that will meet the goals of their comprehensive plans and the needs of the community. The Commission's involvement in this process is entirely advisory, and may range from sending basic information to interested community members, to reviewing and commenting on draft language and procedures. Whereas Federal and state laws can only protect cultural resources from projects that are funded or permitted by Federal or state agencies, these laws have no jurisdiction where a property owner (individual, corporation, bank, etc.) uses private funds for a project that requires no state or Federal permit. As such, the Commission encourages communities to adopt local historic preservation ordinances as the only way to ensure the full protection their cultural resources.

In addition to the provisions of the Act, municipalities are empowered 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.

In many areas of the state, rural historic landscapes are under pressure from residential, commercial, and industrial development and a shrinking 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. Changing the momentum of sprawl and its impact on the character of the state is the focus of the non-profit organization GrowSmart Maine. Its goals are to improve our understanding of the consequences of sprawl on Maine's communities, environment, taxes and economy; revitalize Maine's unique and important town centers through improved planning, lower taxes and more effective regulations; protect critical forests, farms, and open spaces; reduce government subsidies that promote sprawl; promote the development of traditional walkable neighborhoods; and help citizens and towns explore more efficient ways to grow. The historic preservation community has an important role to play in this effort, and the Commission's staff as well as its survey and National Register files can make a valuable contribution to it.

The Community Preservation Advisory Committee (CPAC) was established by the Legislature in 2002 and is charged with advising the Governor, the Legislature, state agencies, and other entities on matters relating to community preservation. Committee members include six legislators, five representatives of key interests, the Director of the State Planning Office and the Director of the Maine Historic Preservation Commission, or their designees. The CPAC is authorized for a five-year lifecycle, through June 2008.

The Commission continues to be represented on the Advisory Board to the Maine Downtown Center, a program of the Maine Development Foundation. The Downtown Center is modeled on the National Trust for Historic Preservation's Main Street program, and 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. The Downtown Center serves towns by acting as a downtown resource hub, it offers training and workshops, and it convenes an annual statewide conference. At this time, eight towns (Bath, Eastport, Gardiner, Norway, Saco, Skowhegan, VanBuren, and Waterville) have been designated Main Street Maine communities. These towns have demonstrated a willingness and ability to improve their downtowns by raising local funds to hire a downtown manager, and adopting the National Main Street Center's four-point approach to downtown

revitalization. The Downtown Center assists these towns on design issues, organizational development, downtown promotion, and economic restructuring.

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 participates in cultural tourism workshops and has collaborated with the Office of Tourism to develop the *Maine Architecture Trail*, a sixteen page brochure that guides residents and visitors alike to the diversity of the state's architectural heritage.

Planning Priorities

SHORT TERM

- ◆ Continue to assist communities in the development of preservation planning and the development of zoning ordinances.
- ◆ Educate regional planning commissions about the benefits of historic preservation planning as a tool to maintain community character.
- ◆ Remain involved with the Community Preservation Advisory Committee and, as opportunities exist, GroSmart Maine to ensure that historic preservation is a component of the initiatives and programs that are advanced or developed by them.
- ◆ Continue to be represented on the Advisory Board to the Maine Downtown Center as a means to assist in the preservation of historic downtowns.

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.

H. PUBLIC EDUCATION and TECHNICAL ASSISTANCE

Public education and technical assistance are important components of the Commission's programming. 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 scores of presentations annually on topics relating to archaeology, architectural history, and historic preservation to diverse audiences throughout the state. In addition, the Commission co-sponsors workshops, walking tours, and conferences on all aspects of preservation ranging from materials conservation to Certified Local Governments. The Commission also co-sponsors and contributes to Maine Preservation's newsletter, and from time to time contributes 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, 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. In the near future some of these materials (including the *Biographical Dictionary of Architects in Maine* and the complete National Register nominations) will be digitized and made available to the public at the Commission's website.

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 funding and 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. Presently, Greater Portland Landmarks sponsors annual for-credit collaborative workshops by teachers for teachers, and offers a number of other programs for students and teachers including "The City is a Classroom Student Workbook." In addition, Maine Preservation's Heritage Education Program includes the annual Jane Carpenter Poliquin Education Grants that provide funding for teachers to develop heritage education programs in their schools.

In terms of technical assistance, the Commission has discussed producing an 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 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.

In 1999, Governor Angus King proclaimed October of 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.

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. Target Aroostook and Washington counties.
- ◆ Provide the *Biographical Dictionary of Architects in Maine* in an electronic format from the Commission's website..
- ◆ Provide a list, as well as the full text of National Register nominations in electronic format from the Commission's website.
- ◆ Explore ways in which local preservation commissions and CLG's can provide more preservation education at the local level.
- ◆ Develop a news page on the Commission's website that summarizes current preservation related topics in the state, and provides full text copies of newspaper articles or links to media websites.

LONG TERM

- ◆ Explore the possibility of co-sponsoring a "preservation week" as a way to raise the public's awareness of historic preservation.
- ◆ Assist preservation organizations and public schools in the development of a preservation education program as part of the state's educational curriculum.

- ◆ Encourage greater cooperation and coordination of preservation efforts between public and private advocates.
- ◆ Develop a means of distributing information about historic preservation to municipalities and historical societies on a regular basis.

I. 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 surviving Native American cultural tradition, 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.

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 3.

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 4. 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 3. Comprehensive Planning Archaeological Contexts	
Time Period	Study Unit
11,500 – 10,000 B.P.	Fluted Point Paleoindian
10,000 – 8,000 B.P.	Late Paleoindian
10,500 – 6,000 B.P.	Early and Middle Archaic
6,000 – 4,200 B.P.	Late Archaic: Laurentian Tradition
6,000 – 4,200 B.P.	Late Archaic: Small-stemmed Point
4,200 – 3,800 B.P.	Late Archaic: Moorehead Phase
3,800 – 3,000 B.P.	Late Archaic: Susquehanna Tradition
3,000 B.P. – A.D. 1500	Ceramic Period
1500 – A.D. 1675	Early Contact
1675 – A.D. 1760	Later Contact and Colonization
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).

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.

Table 4. Archaeological Research Significance Theme	
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

At present 110 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. By the year 2001, 134 sites were listed, judged eligible, or had been nominated. In the 16 years from 1978 to 1995, an average of 7.5 sites per year were listed or nominated, and 62 sites were listed or nominated in the decade between 1990 and 2000. Many of these sites were nominated as multiple property nominations in response to major surveys, often generated by hydroelectric relicensing (Spiess 1994). Since the mid-1990s, archaeological surveys have shifted in part to other types of projects, for example conservation land purchases. More nominations of archaeological sites have been done at landowners' request for management purposes or in association with conservation easements, often single sites or small numbers of sites on smaller pieces of land.

Priorities for prehistoric archaeological site nomination are currently driven by development pressure. A few nominated sites have been located by Historic Preservation Fund (HPF) supported 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 majority of sites are nominated based on information developed by non-HPF funded surveys in response to development projects, or as part of conservation land purchase assessment, which is a proactive approach to protecting land against development pressure.

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. Thus, A Paleoindian site with a partially disturbed scatter of

stone tools will still contribute significant information to ongoing research questions about the Paleoindian period, but a Ceramic period site with the same level of preservation might not.

Thus, the details of archaeological site preservation that make a site eligible under Criterion D ("contributing information to the study of history or prehistory") vary between time period (or archaeological "context"). The eligibility criteria for specific Contexts are presented in Appendix 2. For example, 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 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/or 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.

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 HPF 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 (LMFB) purchase program, and the important contribution of time donated by Maine's responsible amateur archaeologists.

At present, there are about 6,000 prehistoric sites in the Maine Archaeological Survey records. Between January 1, 2000 and August, 2005, 244 new sites have been located and added to the records. This compares with 505 sites added during FY 1995 through 1999, a five year period also. The recent annual average rate of discovery had been about 100 new sites per year

for the 1995-1999 period, and has dropped to about 50 sites/year for the latest 5-year period. This moderate rate of newly discovered sites reflects several effects: decreasing support available for survey grants from the HPF, a shift from hydroelectric relicensing surveys to site intensive level survey or excavation from site discovery, and a general shift toward many smaller surveys from large-scale hydroelectric survey. On a positive note, systematic survey of conservation land purchased with access and assessment funds by the LMFB have resulted in a number of important sites discovered on lands that will not be developed, where they can be preserved intact for the future. HPF reported sites are now found mostly by MHPC staff on HPF-salary, visiting with landowners or reacting to amateur archaeologists' reports. Many site reports have been generated by work funded by private funds, university, or field school funding ("other" in the list below).

Of the 244 sites added to the inventory from January 1, 2000, to June 30, 2005, 59 sites have been identified by Review and Compliance projects, 133 by "other" funds sources, 22 by LMFB (Maine) funded surveys, 16 by HPF surveys, and 14 by HPF-paid staff work.

**MAINE HISTORIC PRESERVATION COMMISSION GRANTS
FOR PREHISTORIC ARCHAEOLOGY, 2000-2005**

<u>SURVEY TITLE</u>	<u>YEARS</u>	<u>COMMENT</u>
Frenchman's Bay Survey	2000	Abbe Museum, site locations
Conant Site Field School	2001	Canton, intensive testing
Washington Co. Coastal	2001	Site assessment
Six Ponds	2001	Penobscot River headwaters
Farmington Falls Survey	2002	Sandy River area
N. G. C. Lautman Site	2002	Paleoindian site, intensive

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.

Focused 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 focused 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.

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, in 1993) 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. This predictive model for habitation/workshop sites has been tested numerous times

in recent years with "cross country" surveys for gas pipelines, power lines, and fiber-optic cable lines. A small amount of "random" testing, and testing of low or medium-probability landforms, is included in some of these surveys, and all surveys include walking the line route inspecting soil exposures, in addition to intensive testing of "high" probability land forms near water. Of 22 sites found on the Maritimes and Northeast Pipeline survey, 19 (86%) were located in areas judged by the predictive model, in advance, to have high archaeological potential, 3 (14%) in areas judged to have medium archaeological potential, and none (0%) in low potential areas (Will 2000).

Thus, the predictive model for prehistoric habitation workshop sites in Maine is essentially bi-partite, with one being focused on water shorelines or "fossil" water shores, and the other being focused 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.

Review and Compliance Results

We present the results of archaeological survey for Review and Compliance projects for two periods of time that we have examined.

Results – 1999 Surveys

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 1999 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.

Results – 2000-04 Surveys

In the survey section above, we indicated that 59 archaeological sites were added to our records because of Review and Compliance projects from January 1, 2000 to June 30, 2005. Several sites have been added since, from projects required during 2004, with reports delivered recently. These numbers may be offset by the sites reported in early 2000, from surveys required during 1999. So, we can base the effectiveness of Review and Compliance required survey on a figure of about 60 sites added from surveys required during 2000 through 2004.

During this period, MHPC staff reviewed 13,200 total projects (total database entries). Archaeological survey was required for about 400 projects, from which we have received 110 Phase I (initial) reports for Review and Compliance projects (reports logged in MPREHIST database). (In all, about 260 reports were logged from January, 2000 through the first half of 2005, but many of these were follow-up Phase II and III reports, surveys of conservation land

purchases, and publications.) Thus, approximately 30 % of required surveys are completed, probably as we discussed above because of delays in project initiation, or changes in financing or plans. A total of 88 sites were located by these 110 surveys, an average of 0.8 sites per survey.

There have been some notable successes, resulting in the location of sites that are probably significant that would otherwise have been bulldozed. For example, the Dow site (38.11) is a late prehistoric site on a small tributary stream of the Kennebec River that would have been disturbed by installation of a fish-restriction dam. Two sites were found in the planning areas for a new international bridge near Calais, and avoided. A small Ceramic period site in Newport (71.30) was found to contain Ceramic period fire hearth remnants loaded with fish bone, in advance of the site being covered with fill to protect it. Four or five major stratified sites in the Kennebec River bank were discovered during planning for a new bridge near Skowhegan, and several sites were found on small subdivision projects, and protected from damage by construction.

Covenants and Easements

Archaeological easements or conservation easements including reference to archaeological values on a property have become more commonplace in the last decade than they were before. The Commission has accepted conservation easements from Federal agencies and national organizations before property is turned over to the private sector or other owners, such as the easement on sites 69.8 and other sites on the Tracy Farm in Starks, or the easement on the Father Rasle Mission site (69.2) and the Big Pine site in Madison. Both the Tracy Farm site and the Father Rasle Mission site are contributing sites within a National Historic Landmark district.

Table 5. Prehistoric sites with conservation easements held by the Maine Historic Preservation Commission

Site Number	Town	Site Name/Comment
007.037-	Waterboro	CMP Right-of-Way
008.028-	Scarborough	Red Brook Site
017.076-	St. George	Allen Island
028.008-	Warren	
028.049-	Warren	
035.019-	North Turner	Bear Pond Village
043.108-	Lamoine	
059.021-	Sullivan	
069.002	Madison	Old Point Mission

069.048	Madison	The Pines
069.004	Embden	Hodgdon Site
069.011	Starks	Tracy Farm
069-023, 024, 027, 040	Starks	Also Tracy Farm
069-8, 031	Norridgewock	Flamm
074.019	Bradley	
090.002, 003	Milo	Brigham Site
107.004	Medford	
ME 161-006	Freeport	16 Lambert Road Development

In addition to protecting such nationally-important sites, the Commission accepts archaeological conservation easements on National Register eligible sites of local and state significance as well. Maine is, perhaps, unique in having a state statute (27 MRSA 371-378) that extends state responsibility for protecting archaeological sites from looting to sites on private property if they are listed on the National Register, posted, and subject to a conservation easement between the owner and the Commission. Oftentimes, therefore, the Commission accepts a conservation easement on a site that is discovered during planning for a subdivision or other construction project, in an effort to provide permanent protection for the site from an authorized excavation as well as construction. The Commission currently holds conservation easements on 23 different sites, as listed in the table below. (ME 16-163 is an historic, 18th century Euro-American site. The rest are Native American.)

Tribal Historic Preservation Offices

Revisions to the National Historic Preservation Act have formalized a role for Tribes in archaeology and historic preservation. These revisions require consultation by Federal agencies with tribes under Section 106 of the National Historic Preservation Act, and encourage consultation and co-operation between SHPO and tribes on many issues. If a tribe can meet Department of the Interior standards for staff expertise or access to expertise through consultants, and formal recognition of the importance of historic preservation (often archaeology) within tribal government with an appropriate tribal government function, then the Department of the Interior and other Federal agencies recognize a designated Tribal Historic Preservation Officer (THPO) for the tribe. The THPO fulfills some or all of the functions of the SHPO on Reservation and Trust lands. Some tribes may wish to leave some historic preservation functions with the SHPO, even for tribal lands. The responsibilities assumed by the THPO, and/or left with the SHPO, are referenced in an application document made to the Department of the

Interior prior to THPO status confirmation, plus additional agreements (if any) between the SHPO and the Tribe.

There are three tribes with THPO status in Maine: the two Passamaquoddy tribes (with one, joint THPO, currently Donald Soctomah), and the Penobscot Nation (THPO currently Bonnie Newsom). The Maine Historic Preservation Commission is pleased to have a close working relationship with both THPO offices, and to have supported the applications for both THPO offices.

The Penobscot THPO has assumed all duties on Penobscot tribal lands. In fact, Ms. Newsom is a professional archaeologist, with a Master's degree in archaeology (technically, Quaternary Studies) from the University of Maine. The Passamaquoddy THPO has assumed all functions for archaeology on tribal land, but has left the responsibility for assessment of National Register eligibility and effect on structures (buildings) with the SHPO under a joint agreement. The Passamaquoddy THPO is an historian, currently compiling place names, place-based legends, and other geographic information retained by members of the tribe.

Prehistoric Archaeology Priorities

SHORT TERM

- ◆ Continue the joint public education efforts with the Maine Archaeological Society, publishing books and a semi-annual journal, and bringing archaeological activities to the public through the Archaeology Month program, and a day at the Common Ground Fair.
- ◆ 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 land trusts for planning purposes.
- ◆ Continue to educate municipal governments through the Growth Management process, local historic preservation commissions, and the public on the importance of identifying and protecting significant prehistoric archaeological resources.
- ◆ Continue planning efforts for Forest Management with small woodlot owners and larger timber land management companies.
- ◆ 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

- ◆ Complete coastal zone survey, primarily portions of York, Sagadahoc, and Hancock Counties.
- ◆ Continue to work closely with Penobscot and Passamaquoddy THPO on archaeological matters, exchanging data and asking for consultation when appropriate.
- ◆ Continue to map archaeologically sensitive areas in municipalities as part of the Growth Management process.
- ◆ Complete scanning of archaeological survey reports into electronic (pdf) text-readable format.
- ◆ Continue Paleoindian site identification, survey, and data recovery if threatened.

J. 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 four.

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 focusing on 19th-century logging industry sites and extinct agricultural neighborhoods. Other sites of interest that are just beginning to be looked at are those sites that can shed light on such topics as ethnicity, race, gender, and religious diversity in Maine.

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. Basically, the structural framework of the program can be broken 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.

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 all 17th-century references to physical plant of any kind, ranging from mansion houses to stages and flakes were culled from the York Deeds on a town-by-town basis. 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, 1975-2005

<u>Location</u>	<u>Year(s)</u>	<u>Focus</u>
1. Stockton Springs Harbor	1975	18 th -C Shipwrecks
2. Pemaquid Harboe	1980, 1981, 1982	17 th -C Shipwrecks
3. Baxter State Park Area	1979, 1980, 1981	19 th -C Industrial
4. Damariscove Island	1979, 1980	17 th -19 th -C Anglo-American Sites
5. Piscataqua Region	1980	17 th -C Shipwrecks
6. Richmond Island	1979	17 th -C Anglo-American Sites
7. Castine	1981	17 th -C French (Acadian) Sites
8. Naskeag Point	1981	17 th -C French (Acadian) Sites
9. Agry's Point	1982	17 th -C Anglo-American Sites
10. Bagaduce River	1983, 1984, 1990	17 th -C French (Acadian) Sites
11. Eastport	1983	19 th -C Anglo-American Sites
12. Lower Kennebec	1983, 1984, 1993, 1994	17 th -C Anglo-American Sites
13. Norlands	1983	19 th -C Anglo-American Sites
14. Stroudwater Area	1984, 1984	18 th -C Anglo-American Sites
15. Portland Waterfront	1983, 1984, 1985-1987	17 th -18 th -C Anglo American Sites
16. Upper Kennebec	1984, 1985-1995	17 th -18 th -C Anglo American Sites
17. Pemaquid River	1984-1994	17 th -C Anglo-American Sites
18. Wells Area	1984	18 th -C Anglo-American Sites
19. Ballast Survey	1985	17 th -C Anglo-American Sites
20. Edgecomb Area	1985	18 th -19 th -C Anglo-American Sites
21. Northern Casco Bay	1984, 1994	17 th -C Anglo-American Sites
22. York County	1985-1987, 1989-1994	17 th -C Anglo-American Sites
23. Veazie Area	1988	18 th -C Anglo-American Sites
24. Isles of Shoals	1988-1992	17 th -C Anglo-American Sites
25. Factory Island, Saco	1989	18 th -19 th -C Industrial
26. York	1989-1995	17 th -18 th -C Anglo-American Sites
27. Lincoln county Coastal	1988-1992	17 th -19 th -C Anglo-American Sites
28. Fort Halifax	1989, 1991	18 th -C Anglo-American Sites

29. Malaga Island	1991	18 th -20 th -C African-American Sites
30. Topsham	1992	17 th -18 th -C Anglo-American Sites
31. Damariscotta River	1993, 1995	17 th -18 th -C Anglo-American Sites
32. Canada Road	1994	19 th -C Anglo-American Sites
33. Yarmouth	1995	18 th -C Anglo-American Sites
34. Cape Neddick	1996	17 th -18 th -C Anglo-American Shipwrecks
35. St. George River	1997, 1999	17 th -18 th -C Anglo-American Sites
36. Cape Neddick	1998	17 th -19 th -C Anglo-American Sites
37. Popham Colony	1998, 1999	17 th -C Anglo-American Sites
38. Wells Intertidal	1999	17 th -19 th -C Anglo-American Sites
39. Penobscot Expedition	1999	18 th -C Anglo-American Sites
40. Salmon Falls Area	1999	17 th -C Anglo-American Sites
41. Kennebunk Tidal Sites	2000	17 th -20 th -C Anglo-American Sites
42. Pemaquid	2000	17 th -C Anglo-American Sites
43. Upper Damariscotta	2000	17 th -C Anglo-American Sites
44. Popham Colony	2000-2002	17 th -C Anglo-American Sites
45. Frenchman's Bay Area	2000, 2002	17 th -19 th -C Anglo-American Sites
46. Witherle Wood, Castine	2001-3, 2005	18 th -C Rev War; 19 th -C War 1812

Region II: Portland Area

Two projects have focused 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.

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.

Region IV: Upper Kennebec River Valley

Begun in 1984, the Upper Kennebec Archaeological Survey was funded on an annual basis by the Commission through 1994. Initially this long-term project focused on the military

sites which made Anglo-American resettlement of the region possible in the early to mid-18th-century: Forts Richmond (1719), Shirley (1752), and Halifax (1755). Subsequently, the Cushnoc Trading Post in Augusta (ca. 1628-ca.1671) 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. The Upper Kennebec Archaeological survey also surveyed the site of the 1649 trading post "Nehumkeag" in Pittston, another earthfast structure. A "sister" post to Nehumkeag, Taconic, built about the same time as the Pittston post but in Winslow, on the future site of Fort Halifax, has also been found and surveyed with Commission funds. The latest focus has been on the mid-17th-and early 18th-century use of Swan Island.

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 and has received partial funding from the Commission through 2002. In Cushing, on the St. George River, the Richard Foxwell trading post of the 1630s has been surveyed, also with Commission funding.

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.

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.

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 National Endowment for the Humanities-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.

In 2001, funding was provided by the Commission to begin a survey of Witherle Woods in Castine. Funding through the CLG program was also granted in 2002, 03, and 2005. Witherle Woods contains sites from the Revolutionary War Penobscot Expedition, and sites from the War of 1812. To date 41 sites have been identified.

Development and erosion are a tremendous threat 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 and 2002, funding was secured to mount a reconnaissance-level survey for these sites in the Frenchman Bay area. So far the survey has identified 61 new sites.

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 17th-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 most remote section of coast. At some point soon at least a small-scale reconnaissance-level survey should be mounted.

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, early on the Commission 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 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 over 1,300 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 and 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.

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 over 3,500 entries, and it continues to expand on an annual basis.

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-17th-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. The bibliography is now available to state historical

archaeologists on the web and contains 603 entries. The majority of these entries are site reports, almost all of which (459 titles) are available to researchers in hard copy at MHPC.

Probably the most ubiquitous historic archaeological site type found in Maine is the 19th-century farmstead. A draft context has been written for farmsteads which, when implemented, will provide a uniform, consistent method for treating this site type.

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. In 1995, Swan Island Historic District with its important archaeological components dating from at least the mid-18th century (potentially ca. 1650) to the early 20th was placed on the National Register. Most recently, a revised nomination for the Phinny site, the Continental Navy Brig "Diligent" was submitted to the National Register through a joint effort by the Commission and the U. S. Navy.

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.

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

<u>Year</u>	<u>Amount</u>	<u>Year</u>	<u>Amount</u>
1979	\$25,000	1993	\$20,225
1980	\$64,000	1994	\$25,936
1981	\$36,000	1995	\$15,190
1982	\$55,500	1996	\$8,000
1983	\$60,500	1997	\$7,500
1984	\$60,100	1998	\$17,600
1985	\$42,500	1999	\$48,287
1986	\$9,500	2000	\$43,662
1987	\$10,500	2001	\$40,200 inc. \$7,000 CLG
1988	\$42,333	2002	\$29,220 inc. \$13,220 CLG
1989	\$31,333	2003	\$19,769 all CLG funds
1990	\$32,500	2004	\$0
1991	\$47,388	2005	\$21,345 all CLG funds
1992	\$41,185		

As can be seen, funding for historical archaeology surveys has fluctuated over the past decade and a half. In recent years it has dried up except for funding for CLGs. As mentioned 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.

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. This can be achieved through events such as Archaeology Month, public lectures, publications, and providing opportunities for volunteers on archaeological digs.
- ◆ 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 Village and Pemaquid, which were nominated years ago based on limited data. These are both very significant 17th-century sites containing a wealth of information that are vulnerable to development, looting and/or erosion.
- ◆ 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.
- ◆ Place sites from the Maine Historic Sites Inventory on topographic maps along with historic sensitivity areas.
- ◆ Examine the development of historical contexts to assist in evaluating resource types other than agricultural, such as mills, logging, mining, and urban sites.
- ◆ Continue the development of a GIS-based database which identifies surveyed areas, individual properties, and sensitive areas.

K. INFORMATION MANAGEMENT

The ability to efficiently retrieve the volumes of information the Commission holds in formats which are meaningful to a variety of users is critical to the effective management of the state's cultural resources. It is for this reason that the Commission continues to emphasize the

development and upgrade of electronic systems by which to better organize, store and present its resources. Several software programs are used by the Commission for information storage and delivery.

Mapping the Data

Much of the Commission's data are most relevant when it is organized geographically. At present the office produces planning and research information combining site attribute data and location data from its databases using several computer programs: ESRI's ArcGIS9.0, ArcView3.2 and ARCad14, Autodesk's AcadMap3, and Borland's Visual dBASE5.7. The primary mapping program, ArcGIS9.0, is licensed through Maine's Office of GIS (MEGIS) and is run on a networked WindowsXP personal computer with direct access to data from MEGIS via networked drives and an SDE server connection. Commission staff participate, with other state agencies utilizing GIS, in technical meetings guided by the Maine Office of GIS. MEGIS provides the Commission, other state agencies and the public with statewide GIS data. Since the Commission's ArcGIS program is licensed through the MEGIS, the office receives technical and application support as well as all upgrades.

Geographic data in various levels are contained within most of the Commission's databases. Some of the data are limited to the town in which a structure or site may reside while other data sets are located more specifically with UTM coordinates or digitized boundaries (Table 6.).

Table 6.				
Type/Resource	Database	Location Data	Records/Num	Form/Orig Scanned
Historic Districts	Natlreg	Digitized polygons, mapped on USGS Xeroxed topo	142	N
NR Properties	Natlreg	Points derived from utms, mapped on USGS Xeroxed topo	1,452	N
Surveyed Structures	Structur	Some points digitally plotted, some street addresses, towns	21,362	N
Historic Archaeological Sites	Histsite	Points derived from utms	3,553	N
Prehistoric Archaeological Sites	Mesites	Points derived from utms, mapped on paper USGS topos	6, 010	Y
Prehistoric Archaeological Survey Reports	Mprehist	Surveyed areas; digitized polygons, mapped on paper USGS topos	~600	Most
Review & Compliance Applications	Rclog87 through rclog05	Most street addresses, towns	Yr2000:1,962 yr2002:2,411 yr2004:2,789	Y

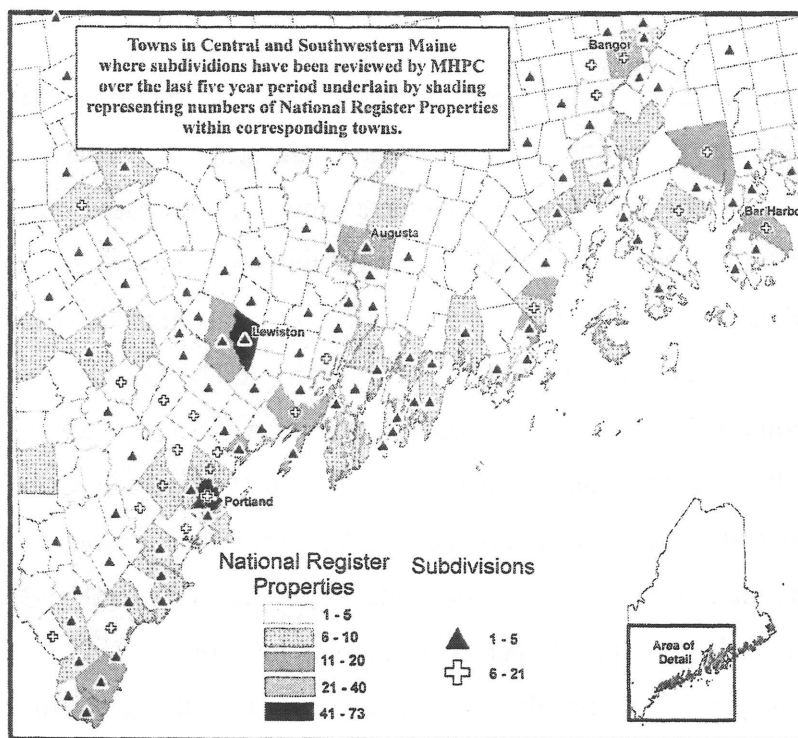
UTM data, once gathered almost solely by overlaying a UTM Grid System over a paper topographic map, are now gathered in several ways. For archaeological and architectural sites,

information is collected from multiple sources reporting to the Commission including professionals, avocational historians and archaeologists, property owners and amateur collectors. Many of those reporting sites now have access to web based mapping series which allow quick and easy UTM retrieval. The Commission maintains the prehistoric and architectural surveys and sites databases, while the historic archaeological sites database is jointly managed by the Commission and the University of Maine. UTM coordinates are included for each new archaeological and National Register site entered. In a few cases coordinates have been captured with GPS equipment and are accurate to within 10 meters or so, but for most sites the UTMs are located using both paper and digital U.S.G.S. topographic maps. The Commission references the NAD83 datum for its geospatial data as do many federal and other state agencies. Survey professionals, too, have begun reporting site locations in NAD83 as internet sites and computer mapping programs provide a datum choice. Both the prehistoric and historic archaeological survey forms now require the identification of the datum referenced.

Commission staff are actively confirming and, if necessary, correcting UTM data in the prehistoric archaeological sites database. Confirmation and correction of mapped National Register properties and historic archeological sites by Commission staff is also an ongoing task that is generally addressed on a case by case basis. At present, the Commission is exploring a partnership effort with the Maine DOT in which the National Register and Structures databases will be transformed into more useable geospatial resources.

Records for the majority of sites in the *natlreg*, *mesites* or *histsite* databases can be sorted or queried and then mapped electronically by a variety of attributes such as town, time period, site type or significance, proximity to rivers or coastal shorelines, proximity to roads, etc. The databases with only town reference can be usefully mapped to highlight, for example, towns where development may conflict with the preservation of cultural resources (Figure1.). Maps and digital files produced with our GIS software are regularly provided to agencies, town planners and businesses to aid them in general planning regarding our Review and Compliance requirements as well as to professional or avocational archaeologists and historians for research purposes.

Figure 1.



General Data Management and Retrieval

The Commission's cultural resources inventory consists of several types of data: computerized information stored in databases, survey reports, site or inventory forms and in the case of prehistoric sites and National Register properties, hard copy maps containing point, linear and polygon information. Some of these resources have been digitally scanned and converted to searchable computer documents in pdf format. Retrieval methods of the original documentation for individual resources varies. Each prehistoric archaeological site is assigned a unique site number. The prefix portion of the numbers refers to a USGS 15 minute map, numbered 1 through 199, encompassing a group of four 7.5 minute USGS quadrangles. The suffix portion of the number consists of sequential numbers beginning with 1 for each group of four 7.5 minute maps. These numbers are assigned as sites are discovered. This numbered mapping system began in 1969 when Maine was still mapped in the 15 minute series. Original prehistoric site survey forms, records in *mesites*, and the document number for any linked reports or articles in *mprehist* can all be readily retrieved using the site number.

Historic archaeological sites are numbered sequentially within the town in which the site lies. Early in the 1970s each town was numbered corresponding to their alphabetical order in two groups: the organized and unorganized townships. Towns that have formed since the initial listing are assigned a number at the end of the list. Currently, site numbers for historic sites are derived through towns numbered up to 913. In addition to the town number prefix, historic

archaeological site numbers are preceded by an "ME". Site cards and the computerized database, ordered by number, contain relevant information on the site's type, age, location and bibliographic references.

National Register properties can be identified when necessary by their unique NR identification number, but are more commonly referred to by name. The paper files, including photographic and geographic documentation, for each individual National Register property are organized by name within each county. The *structur* database utilizes the same numeric town prefixing system as the historic archaeological sites and a unique suffix for each individual property within a town.

The majority of site reports and survey data are received by the Commission in paper form and the information is then entered by staff into the corresponding databases. Historic archaeological sites, however, are entered by surveyors via a website. In the near future, the Commission hopes to have a similar web based entry system in place for buildings surveyed by professionals. For prehistoric archaeological sites, surveyed areas and site locations are still transferred onto paper copies of USGS topographic maps (all 7.5 minute quadrangles for the state of Maine) and are added to the databases and shapefiles for digital mapping. All levels of data, the topo maps, databases, and digital shapefiles are used regularly by Commission staff, in order to ascertain resource presence and/or sensitivity for planned construction or development, to respond to inquiries from the public, and for municipal comprehensive planning efforts.

Much of the Commission's resource inventory is available in varying degrees for both general and professional use. The most publicly accessible resource is published information. The Commission maintains an extensive library of published articles on Maine's historic, historic archaeological, and prehistoric archaeological resources. In addition, the agency maintains a set of all archaeological and architectural survey documents generated by either contract or HPF funded surveys (a.k.a., the "gray" literature). This gray literature also includes graduate theses done at Maine's University system and elsewhere.

Databases for archaeological survey reports are maintained by Commission staff. Each historic archaeological survey report is numbered and linked to the Maine Sites Inventory survey program. For prehistoric archaeological CRM/HPF surveys, the reports are filed in a sequentially numbered document series. As reports are added to the Commission's numbered document series, some information is extracted and listed in *mprehist*. Recently, the Commission has begun to provide a pdf version of *mprehist* to state approved archaeologists once or twice

annually. The list enables these professionals to conveniently identify literature relating to specific geographic areas and individual archaeological sites. In addition, Commission staff can use a 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. The Commission has scanned and archived many of the prehistoric survey reports as searchable pdf files stored on CDs at its offices in Augusta.

Information Management Priorities

SHORT TERM

- ◆ Electronic storage of National Register files.
- ◆ Capture and enhance geospatial data from the *structur* database.
- ◆ Complete the electronic storage of pre-1987 archaeological survey data.
- ◆ Complete the plotting of National Register sites and districts on USGS base maps.

LONG TERM

- ◆ Develop and maintain generalized location information for archaeological sites which can be shared with approved parties but which protects specific location.
- ◆ Enable web based applications which will allow approved parties to add resources to Commission datasets, thereby reducing redundant, time-consuming data entry.

CHAPTER IV: OPPORTUNITIES AND CHALLENGES

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, two additional partners have come to play a 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; and Tribal Historic Preservation Offices (see pages 53-4). 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.

The Commission, recognizes that the achievements of the past forty years 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.

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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

The development of context statements for Agricultural properties and Grange Halls is planned for the near future.

Appendix 2

National Register Eligibility Criteria in

Prehistoric Archaeological Contexts

Discussion

The details of archaeological site preservation that make a site eligible under Criterion D ("contributing information to the study of history or prehistory") vary between time period (or archaeological "context"). The eligibility criteria for specific Contexts are presented below.

Fluted Point Paleoindian Context 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.

Early and Middle Archaic Context Evaluation

For a site to be eligible for listing in the National Register of Historic Places because of one or more significant Early and Middle Archaic component(s), it must contain at least one

component containing stone tools, debitage, features, floral subsistence, and/or faunal remains that can be certainly identified as deriving from the Early and Middle Archaic. That identification may be based upon a diagnostic biface type, which is the traditional method of identifying "culture" in Northeastern prehistory. However, because the Gulf of Maine Archaic minimized use of stone bifaces, component identification may also be based upon other material culture attributes (which include ground stone or quartz uniface tool types and/or a suite of lithic raw material as evidenced by debitage) *and* a chronological date based upon association with a radiocarbon dated feature or a relative date on a stratum in a sealed alluvial context. The component identified as Early and Middle Archaic must be clearly separable from other components on the basis of horizontal patterning or vertical stratigraphy. Mortuary components clearly identifiable to the period are eligible under the same criteria. Moreover, any site with an Early and Middle Archaic component that is demonstrably able to make an extraordinary contribution to any of the Research Significance Themes presented above is significant.

Laurentian Late Archaic Context Evaluation

The Evaluation criteria for this context are used for all other Late Archaic cultural unit contexts (such as "Small Stemmed Point" and "Moorehead phase").

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.

Susquehanna Tradition Context Evaluation

Site significance criteria based upon Susquehanna Tradition components are as follows. The first site with a Susquehanna Tradition component in a given river sub-basin, major lake basin, or subsection of coastal zone (say within one county) is significant if it will probably yield a reasonable sample of diagnostic artifacts (separable from other prehistoric stone tools on that basis), or a small sample of diagnostic artifacts with associated debitage and non-diagnostic artifacts assignable by means of horizontal or vertical stratigraphic separation or other means to the Susquehanna Tradition.

Other sites must exhibit the following criteria for significance of their Susquehanna Tradition component. The component must be separable from other prehistoric material on the basis of horizontal and/or vertical stratigraphic separation or clustering, and it 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, 4) or human biological remains. The association of Susquehanna Tradition material with features may be assumed if the site yields a reasonable density of Susquehanna Tradition lithic material separable from other prehistoric material as above, if the context of preservation is not disturbed extensively, and if some evidence of feature presence (such as fire-cracked rock, or charcoal concentrations associated stratigraphically or horizontally with Susquehanna Tradition lithic material) is present.

Ceramic Period Context 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.

Early Contact Period Evaluation

To be eligible for National Register listing under the Early Contact Period 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.

Appendix 3

Capital Needs of Maine's Historic Properties

Results of the 2004 Survey

Introduction

More than twenty years have passed since Maine Citizens for Historic Preservation (now Maine Preservation) sought, in collaboration with the Maine Historic Preservation Commission, to identify the capital needs of the state's historic properties open to the public. The results of that survey, which were released in May of 1982 in a report titled "Window to the Future: A Plan for Maine's Historic Properties," identified a capital need of \$1.75 million among 105 properties. In the spring of 2004 the Commission and Maine Preservation initiated another survey with the same purpose. This time, more than 250 respondents reported back with an aggregate need of over \$44 million.

The 1982 study was undertaken in part because of the precipitous decline in federal appropriations from the Historic Preservation Fund (HPF) to support preservation programs in the states, as well as the elimination of development projects from the list of allowable activities that could be supported by such funds. Bolstered by the survey data, Maine Citizens and the Commission embarked on an effort to secure a state bond to address the identified need. The initial lack of support from the voters was overcome in 1985 when a \$2 million General Fund Bond was successfully passed. Over the course of the next four years these bond funds supported 138 capital improvement projects.

Since 1989, funding for development projects has been limited or non-existent. Although the Legislature appropriated \$31,250 to continue the program at a very modest level in fiscal year 1990, the emerging State budget cutbacks forced a nearly one-third reduction in those funds. Subsequent attempts in 1990 and 1991 to obtain additional bond funding failed at the voting booth. At the same time, while the federal regulations once again permitted the funding of this type of activity, Congressional allocations from the HPF to the States remained, with the exception of fiscal year 2001, at levels that did not enable the reactivation of the development program.¹ To address funding needs throughout the cultural community, in 1999 the Maine

¹ With a change in the regulations, Certified Local Governments have been able to submit grant applications to the Commission for pre-development, development, and acquisition projects.

Legislature appropriated \$3.2 million to the New Century Community Program, of which \$572,000 was allocated to the Commission for survey and development projects. Approximately \$500,000 of the General Fund money was distributed among 49 development projects, and that in turn leveraged over \$1.4 million in private matching dollars. A subsequent appropriation to the New Century program provided an additional \$132,500, which was awarded in 2002 to 20 projects.²

Survey Methodology

In March of 2004 a four-page survey form was mailed to over 1,000 non-profit organizations, educational institutions and public libraries, as well as county and municipal governments throughout the state. This survey sought detailed information about the extent of the known capital needs for historic properties under their stewardship, and the nature of that need. The survey form was also posted on the Commission's and Maine Preservation's websites. A copy of the form is attached in Appendix A.

Although the majority of Maine's historic places are privately owned, the survey audience was narrowed to those properties that met the Commission's long standing criteria for publicly funded pre-development, development, and acquisition activities.³ These properties:

- 1) are, or will be, open to the public;
- 2) are listed in or are eligible for listing in the National Register of Historic Places; and
- 3) are owned by state agencies, county governments, municipal governments, educational institutions, and private non-profit institutions as defined by the Internal Revenue Service.⁴

The survey form was designed to obtain a broad range of information about the respondent's historic property. Information was sought about the property type, its National

² In addition to those entities that had been eligible to apply in the past for General Fund Bond preservation grants, the New Century Program extended eligibility to privately owned historic barns. However, because of the indeterminate number and locations of these properties, and the fact that they are not typically open to the public, the 2004 survey did not include this class of resources.

³ Pre-development and development projects involve the restoration or preservation of buildings, structures and sites. Acquisition projects obtain full fee-simple title or less than full fee-simple title to an historic property.

⁴ See note 2.

Register status, the nature of the capital needs and the priority and estimated cost of those needs, a description of the reports, surveys, or condition assessments that have been made of the property, the annual visitation rates, the existence of maintenance funds or endowments, and the annual expenses for operations.

Survey Results

Each of Maine's sixteen counties are represented in the survey, although the number of individual responses varies widely from 8 in Androscoggin County to 29 in York County. Of the 256 returned surveys, 239 reported on building preservation needs, 20 provided information about historic landscapes, and 4 pertained to archaeological sites.⁵ The breakdown of reported need by county is shown in Figure 1.

Figure 1.

County	Reported Need	County	Reported Need
Androscoggin	\$4,647,200	Oxford	\$850,100
Aroostook	\$1,628,350	Penobscot	\$3,138,500
Cumberland	\$12,564,566	Piscataquis	\$570,700
Franklin	\$2,095,100	Sagadahoc	\$1,737,100
Hancock	\$5,308,751	Somerset	\$1,860,035
Knox	\$1,051,500	Waldo	\$611,450
Kennebec	\$2,020,500	Washington	\$2,773,500
Lincoln	\$450,500	York	\$3,062,495

More than 50% of the respondents to the survey were non-profit organizations, with the bulk of the remainder comprised of municipalities. Of the total need reported by non-profits and municipalities, more than \$23 million is required for building repairs, whereas approximately \$4.5 million is necessary to make their facilities accessible to the disabled. The preservation of archaeological sites and cultural landscapes as well as a variety of other needs comprise the balance of the total amount.

In addition to ascertaining the level of capital needs for historic properties in Maine, the survey sought to gather information about the existence and size of trusts or endowments that are specifically dedicated to the maintenance of these properties. Roughly one-third of the

⁵ The discrepancy between the total number of surveys and number of properties is due to the fact that several survey forms reported on more than one resource type associated with one property.

respondents indicated that endowments had been established for this purpose. Nearly one-half of them were valued at \$50,000 or less, with the balance ranging from \$100,000 to \$1 million.

Finally, because the target audience was comprised of historic properties that are generally open to the public, the survey asked respondents to indicate the level of annual visitation to their facilities, and to identify whether those visitors were from Maine or elsewhere. *Of those respondents who provided a figure, the combined number of visitors to these historic properties was 1,744, 213 persons, of which 948,792 were Maine residents.*

Conclusion

The 2004 survey revealed that among the 256 respondents, more than \$40 million in capital needs exists at Maine's historic properties. These needs range from critical structural repairs that threaten the very existence of the resources, to the design and construction of facilities that enable these historic places to be accessible to all members of the public. In addition to the identification of capital needs, the survey revealed an equally important body of information; namely the extent to which historic properties serve the public. Among their many roles, historic properties are used as town halls and public libraries, they house the collections of historical societies and museums, they serve as public performance spaces, and in the case of historic sites they are used to interpret our history.

The Commission and Maine Preservation wish to thank all of those who responded to the survey.

Appendix 4

Public Questionnaire

In accordance with the National Historic Preservation Act of 1966, the Maine Historic Preservation Commission carries out a number of programs to identify, evaluate, and protect Maine's significant historic and archaeological resources.

The Commission is presently engaged in revising its comprehensive plan that establishes short and long-term goals and priorities. The following survey is intended to inform you of our programs and to solicit your comments and suggestions. Please submit your answers and comments by September 30, 2005. Extra space for written comments is available on the last page. You may also submit the survey online at www.maine.gov/mhpc.

1. The Commission annually reviews and comments on over 1,500 federally funded, permitted, or licensed undertakings, as well as a similar number of state-related projects in order to assess their impact on historic properties. Are you aware of the role this review process plays in the preservation of Maine's cultural resources?

Yes ☐ No ☐

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

Yes ☐ No ☐

How have you learned about these properties:?

☐ Commission presentations ☐ Local Historical Society ☐ Press ☐ Signage

☐ Other: _____

Please list any buildings, structures, objects, sites or historic districts you would like to see considered for inclusion in the Register.

3. In order to foster the protection of Maine's architectural and archaeological resources, the Commission works with community groups to conduct surveys that identify and evaluate these resources. Do you know if a survey has been carried out in your community?

Yes ☐ No ☐

If yes, who conducted the survey?

Was it conducted for general research or for comprehensive planning purposes?

☐ Research ☐ Comprehensive Planning?

Is the data being used locally?

Please list any areas or property types that the Commission should survey in the future.

4. The Commission provides information, education, and technical assistance relating to historic preservation through presentations, publications, and direct consultation with property owners. Have you attended an event at which an architectural historian or archaeologist from the Commission spoke about Maine architecture or archaeology?

Yes ☐ No ☐

Have you received information or technical assistance from the Commission pertaining to historic preservation?

Yes ☐ No ☐

Please suggest any ways in which the Commission could improve its efforts to bring this information to the public.

5. Over the last three decades, the Commission has administered many state and federal matching preservation grants for National Register listed and eligible historic properties. Do you support an expanded and long-term state or federally-funded preservation grant program?

Yes ☐ No ☐

6. 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% income tax credit on the cost of rehabilitation, provided federal guidelines are followed. Are you aware of this revitalization tool?

Yes ☐ No ☐

7. In an effort to encourage preservation planning at the local level, the Commission sets aside 10% 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?

Yes ☐ No ☐

8. In 1999 a 20% state tax credit program was created to supplement the federal tax incentive program for certified rehabilitation projects. Are you aware of this revitalization tool?

Yes ☐ No ☐

9. In 2000, enabling legislation was signed into law that authorizes local option property reimbursements for historic and scenic preservation. Are you aware of this preservation mechanism?

Yes ☐ No ☐

10. Are you familiar with the State municipal growth management law which encourages communities to adopt comprehensive plans that address thirteen specific topics, including the protection of historic and archaeological resources?

Yes ☐ No ☐

If yes, does your community have an approved comprehensive plan?

Yes ☐ No ☐

If so, do you feel that your community's comprehensive plan adequately addresses the protection of historic and archaeological resources?

Yes ☐ No ☐

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

Yes ☐ No ☐

If so, where and how?

12. Please describe how, in your experience, any of the program areas listed above helped to promote preservation awareness on a state or local level?

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

14. Are you affiliated with a statewide or local preservation organization?

☐ Maine Preservation ☐ Historical Society ☐ Maine Archaeological Society

☐ Other: _____

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

☐ Prehistoric Archaeology ☐ Historic Archaeology ☐ Historic Architecture

☐ Historic Landscapes ☐ Planning

Other: _____

16. What information would you like to be able to access from the Commission's website?

17. Would you like a copy of the revised comprehensive plan when it becomes available later this year (please provide us with your name and address on the space below)?

Yes ☐ No ☐

18. What is your occupation?

19. What municipality do you live in?

20. Additional comments?

21. (Optional) Name: _____

Address: _____

Thank you for your participation!

