

LOSING PARADISE: The Allagash Wilderness Waterway Under Attack

Maine Public Employees for Environmental Responsibility



Second Edition

2002

About PEER

Public Employees for Environmental Responsibility (PEER) is an association of resource managers, scientists, biologists, law enforcement officials and other government professionals committed to upholding the public trust through responsible management of the nation's environment and natural resources.

PEER advocates sustainable management of public resources, promotes enforcement of environmental protection laws, and seeks to be a catalyst for supporting professional integrity and promoting environmental ethics in government agencies.

PEER provides public employees committed to ecologically responsible management with a credible voice for expressing their concerns.

PEER's objectives are to:

1. Organize a strong base of support among employees with local, state and federal resource management agencies;
2. Monitor land management and environmental protection agencies;
3. Inform policymakers and the public about substantive issues of concern to PEER members; and
4. Defend and strengthen the legal rights of public employees who speak out about issues of environmental management.

PEER recognizes the invaluable role that government employees play as defenders of the environment and stewards of our natural resources. PEER supports resource professionals who advocate environmental protection in a responsible, professional manner.

PEER National Headquarters

2001 S Street, NW, Suite 570

Washington, DC 20009

(202) 265-PEER

(202) 265-4192 (Fax)

Maine PEER

PO Box 365

Millinocket, ME 04462

(207) 723-4656

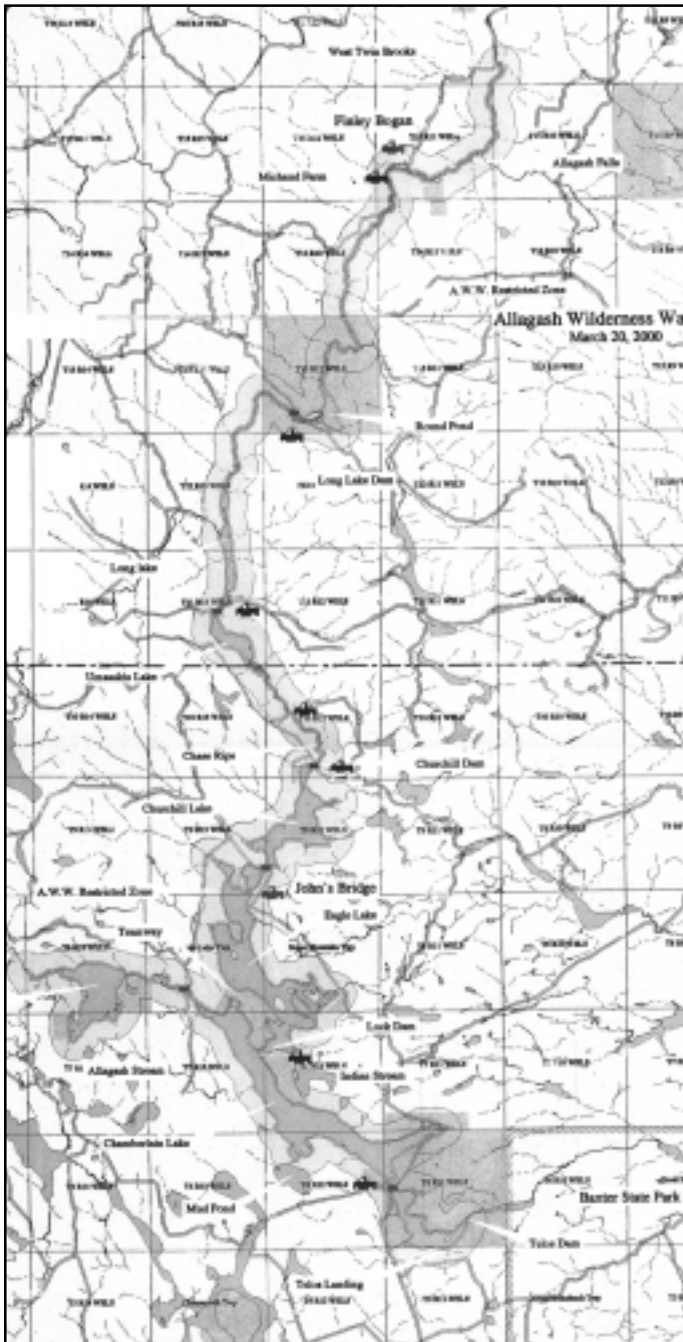
mepeer@peer.org

info@peer.org

Website: www.peer.org

This booklet was written with the input and support of current and former employees of the Maine Bureau of Parks and Lands.

Allagash Wilderness Waterway



FOREWORD

Since the release of the first edition of this booklet last summer, citizens and groups from every corner of Maine have spoken out against the continued legislative and administrative assaults on the Allagash. These days, its hard to read a Maine newspaper without seeing a story, editorial or letter on the Allagash.

This second edition notes the changes in the political climate that have occurred in the past year, including the recognition by the National Parks Service that the Allagash is not being managed for the purposes for which it was designated. PEER encourages Maine citizens, and lovers of wilderness everywhere, to continue making their voice heard in the ongoing fight to preserve this nationally significant river system.

It is our distinct pleasure to present this updated edition of *Losing Paradise: The Allagash Wilderness Waterway Under Attack*. We are confident that we will soon see the waterway protected as a true wilderness area.

I. Executive Summary

Each year, hundreds of canoeists and campers flock to northern Maine's Allagash Wilderness Waterway. They come seeking the solitude of the North Woods, and a wilderness experience to help them escape from a paved, developed, stress-filled outside world.

The Allagash Wilderness Waterway, however, is but a fragile strip of land. Despite its designation as wilderness, the outside world has begun to encroach on one of the Northeast's last remaining natural treasures. This report, written by current and former state employees on the Waterway, gives an insider's view of the past, present and future of this threatened resource.

Created in 1966 by a statewide referendum, the Allagash Wilderness Waterway (AWW) was established by the citizens of Maine to protect for future generations the serenity of the North Woods. Ironically, Maine leaders sponsored the Waterway referendum as an alternative to a plan to create a National Park in the North Woods — an idea that has resurfaced and is gaining new currency.

The mandate of the state referendum was that the river corridor be managed by the Bureau of Parks and Lands as a wilderness. In the subsequent decades, the Bureau has abandoned this wilderness mandate, repeatedly bending

to local development requests. In recent years, this trend has accelerated. The Bureau is now promoting the notion of “balanced” development within the AWW.

Development and wilderness are antithetical concepts. When they clash, wilderness values will surely lose.

The Bureau's plan for balanced developments means:

- ▶ parking lots for increased motorized access;
- ▶ new bridges over the river; and
- ▶ a proliferation of developed sporting camps along the AWW. The Bureau even approved the construction of a hot tub (just what every wilderness area needs) at one camp to benefit a prominent local legislator.

Timber harvests on private land adjacent to the Waterway present another threat to the AWW. Although the Bureau of Parks and Lands has the authority to monitor industry on these lands, it has again abdicated this responsibility, and the resulting clear-cuts go right to the edge of the narrow “visual corridor” lining the AWW.

The effects on the water quality of the Allagash from development and timber harvest is largely unknown because the Bureau refuses to monitor pollution levels or siltation buildup in the Waterway.

What rules that exist to protect the Waterway are in doubt. In Maine Parks, law enforcement in general has been deprioritized in recent years. Currently the Bureau is attempting to strip Allagash rangers, and every other Maine Parks

ranger, of all law enforcement authority. Confronted with intentional environmental destruction and other criminal behavior in the Waterway, rangers would only have the authority to do what any visitor could do: call the police who may be miles away.

Each of these actions described in this report chips away at the ability of AWW employees to manage the Waterway for the intended wilderness values. This slow erosion of the purpose of the Waterway has created a frustrating work environment for AWW staff. Indeed, the first three AWW supervisors left their jobs discouraged with the lack of Bureau support.

When they created the Allagash Wilderness Waterway, the voters of Maine intended to enact the highest level of land stewardship. The wilderness character as well as the very future of the AWW is at risk due to the failure to exercise responsible management of this natural treasure.

II. A Special Place: Birth of the Waterway

The crown jewel of Maine's North Woods, the Allagash Wilderness Waterway is a 92 mile corridor of rivers, streams, lakes and ponds in the North-western corner of the state. The Allagash is hailed as a paradise for canoeists, campers and outdoor adventurers, and draws thousands of visitors every year. Along with Baxter State Park, the Allagash is one of only two state lands in Maine designated to be managed as wilderness, and it is this wilderness designation that makes the Allagash and its surrounding woodlands a unique, pristine and spiritual treasure.

The Allagash is home to widely different ecosystems.

Retreating glaciers carved this biological paradise 12,000 years ago, cleaving out a path for the Allagash River, which winds through the forested hills in a rare northerly sixty-two mile course, dropping more than 300 feet before it meets the St. John River.¹ Today there are eight lakes and four ponds along the Allagash and well over 100 tributary brooks and streams that flow into the watercourse. The other worldly ice caves on Allagash Lake and the chiseled ledges of Seboomook Slate endure as reminders of the region's dramatic, glacial history.



The Allagash is home to widely different ecosystems. The river mirrors hillsides of northern hardwoods, lowlands of conifers, and flood plains of silver maples. As the river flows northward, the terrain becomes covered by red spruce, and later white and black spruce. Blending with this transitional forest is the boreal spruce fir forest that sweeps across Canada and the northern United States. There are pockets of bog forest, northern swamp and northern riverine forest.

Bald eagles nest in towering eastern white pine while deer, moose and even black bear feed along the water's edge. An osprey's overhead flight is a common sight and loons fill



A national treasure.

the evening air with haunting cries. The Allagash is home to scores of mammal species, notably rare mid-size carnivores including fisher and pine martin. Bobcat and lynx have been seen in recent years, and there have been reports of wolf and moun-

tain lion sightings as well. Other small mammals such as beaver, ermine, mink, porcupine, red fox, river otter and woodchuck thrive in the remote wilderness.

The Allagash is a birder's nirvana, boasting American bittern, Canada goose, goldeneye, osprey, bald eagle, golden eagle, broadwing hawk, spruce and ruffed grouse, barred and great horned owl, four species of duck, three types of merganser, several varieties of woodpecker, and many warblers and sparrows.

The waters of the Allagash are cold and well-oxygenated, favoring cold water fish species such as trout and whitefish. Allagash Lake is representative of the aquatic

biodiversity of the region. The north shore of the lake is shallow and sandy, inviting emergent aquatic plants that provide food and habitat for moose, deer and great blue herons. Along the west shore are ledges of rough, colorful volcanic rock. Islands provide nesting opportunities for Bonaparte's gulls and terns. Allagash Stream, the outlet to the lake, flows through Round Pond and drops 20 feet over an outcrop of Seboomook Slate to form Little Allagash Falls.²

The Allagash is an enchanted, diverse aquatic paradise, and a cornerstone of Maine's history and culture.

State vs. Federal Tug of War

Although quiet and remote, the Allagash Wilderness Waterway has had a turbulent history. From the 19th century lumbering era, when waters were dammed and rivers diverted, through the political debates for protection of the 1960s, to the North Woods land sales in the 1990s, the area has undergone a steady but constant evolution toward increased development.

In the 1960s, a movement to permanently protect the wilderness character of the riverway picked up momentum. At this time, the debate was not whether to preserve the area, but rather who the managing entity should be. Those in favor of federal oversight proposed to create the Allagash National Recreation Area, while others envisioned a state-run wilderness area. In a 1965 statement, former Governor and Senator Edmund Muskie expressed his desire simply for preservation: "I have no final commitment to state or federal authority as to the vehicle for preserving the Allagash. My concern is with the basic question of insuring preservation for this unique resource for all time."³

Commercial interest groups in Maine, however, staunchly opposed federal control. The Allagash was then among the most valuable wood pulp areas in the country, and paper companies argued that a national wilderness area would mean an economic loss for northern Maine. Canoeists, conservation-

ists and biologists, on the other hand feared that the natural landscape was disappearing so quickly that without immediate protections, the Allagash would soon be lost forever.

In the four decades since the Waterway was created, there have often been requests that the Allagash be shifted into the hands of the federal government.

After months of heated debate it became obvious that public support would result in some sort of protection for the Allagash. Commercial interests indicated they would be willing to accept state oversight of the region. The Natural Resource Council of Maine responded to this industry concession

by organizing groups and individuals around the state to advocate for a Maine-run wilderness region. Legislators quickly jumped onto the bandwagon. At the time, Representative John Martin, from Aroostook County voiced his encouragement, “We want to keep this a wilderness area, and I hope that we do.”⁴

In 1966, Maine citizens passed a referendum that established the Allagash Wilderness Waterway as a state entity, to be managed by the Maine State Park and Recreation Commission (Later this agency would become the Bureau of Parks and Lands).

The issue of oversight, however, continues to spark discussion. In the four decades since the Waterway was created, there have often been requests that the Allagash be shifted into the hands of the federal government. One prominent New England conservation organization, Re-

store: The North Woods, believes that the state management has not been sufficient, and is currently working to build support to incorporate parts of the Allagash into a Maine Woods National Park.

Narrow Management Zones

Much of the land within the Waterway remains in private hands. The state only owns 500 feet on each side of the Allagash River. The rest of the Waterway is divided into several management zones which the Bureau regulates (See map on page 1).

The state-owned portion of the Waterway is known as the inner, or restricted, zone. It averages 500 feet on either side of the river's high water mark. The 22,840 acres in this zone are statutorily managed by the Bureau of Parks and Lands for maximum wilderness character. Development and timber operations are prohibited only in the restricted zone.

A quarter-mile zone serves as a buffer from development along the watercourse. The distance is set from the outer boundary of the restricted zone. While most of this land is privately owned, new construction of any type requires approval from the Bureau of Parks and Lands.

In the outer one-mile area landowners are required to notify the Bureau of all planned timber harvests and herbicide treatments. Use restrictions here are limited to designated "visible areas," which make up only 14% of the total one-mile area. Visible areas are designated view corridors north of Churchill Dam selected for aesthetic, rather than biological, values. The Bureau may restrict timber operations in this zone.

A Wild and Scenic River

In 1970, four years after the Waterway was established, the Allagash joined the national Wild and Scenic River system. This designation is given to only two percent of the rivers in the country. Designated rivers are recognized for their “outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural or other similar values.”⁵ The Act forbids dam building and restricts stream-side development to protect the natural integrity, or “wildness,” of the river.

In April that year the Maine State Parks and Recreation Commission released a report to support the federal designation, declaring that “[t]he intent of this legislation sets forth that this watercourse shall forever be maintained and operated in its wild condition to provide a wilderness canoe experience.”⁶ The state agreed to specified conditions which appear in the Notice of Approval of Inclusion. According to the report that accompanied the federal designation: “Existing private roads within the waterway which have been developed for logging purposes will be closed to public use. Temporary bridges for short term logging purposes may be authorized by the State. Any such crossing is designed to provide minimum impact on the wilderness character of the Waterway.”⁷

The Wild and Scenic Rivers Act, however, includes no mechanism to decertify or delist a river when its management does not live up to a wilderness standard, or when its mandates are ignored. Instead, the Act relies on local politicians and watchdogs to advocate for preservation. At the dedication ceremony at Churchill Dam, Governor Ken Curtis assured citizens that the state would be such an advocate. “An entire river has been preserved,”

he said. “The Allagash will run forever free through a wilderness corridor. ...Land use will be regulated to insure an appropriate quality of life—appropriate in this case for a wilderness river.”⁸

The Waterway Loses Political Clout

Even with federal designation, the AWW is still completely governed by the state of Maine, leaving it vulnerable to state politics and budgets. Originally established as its own division, the status of the Waterway changed significantly in 1972 when it was reassigned to the Bureau of Parks and Recreations’ Operations and Maintenance division.

At the time, the Bureau explained that the Director of the State Park and Recreation Commission did not have the time to supervise the Allagash manager, so the duty was shifted down the chain of command. Some employees speculated that the Parks Director was pushing to be named Commissioner of the newly created Department of Conservation, and was simply reassigning his workload accordingly. Whatever the reason, the shift transformed the Allagash from a division within a department, to a region within a division, giving the AWW Manager less authority to make decisions for the Waterway, and setting it up to compete with six other regions for funding and staff.

In 1995 the Allagash Wilderness Waterway was again reduced in stature. For the first time in its history, it became a unit of the state park system, rather than an entity unto itself. The implications were profound. The waterway’s \$400,000 annual budget was eliminated. As Bureau Direc-



Perfect getaway: Photo courtesy of Christopher Ayers.

tor Tom Morrison wrote, “the Allagash and the other parks in the Northern Region do not have their own individual budgets. Rather, all of the expenses for the Allagash and the other parks in the Northern Region are paid out of the Northern Region’s budget.”⁹ Staff numbers dropped from 19 to 14 employees, and the Waterway now competed with over 40 other parks for resources.

The Need for a Plan

Even more significant than the political de-prioritization of the Allagash was the lack of strong protection for the Waterway. While the Allagash Wilderness Waterway Statute provided a building block for managing the area, it was short on specifics. Without clear direction, staff were uncertain of management priorities, and policies changed with the political climate of the day. From the beginning, officials involved with the Waterway acknowledged that a detailed management plan was necessary to govern the land, and such a plan had been an integral component of the state’s proposal to the Land and Water Conservation Fund administrators, when it applied for federal funding for the waterway.

A conceptual management plan was adopted in 1973, six years after the AWW had been created. In the meantime, Bureau officials had overseen each operation within the Allagash on an ad-hoc basis.

This management plan never enjoyed the support of the Bureau leadership. By the time the third Allagash manager came on board in 1981, the plan had been set aside. It would be another twenty-six years before the Bureau would provide a new blueprint for management strategies of the Allagash.

After an arduous planning process, including an intensive public comment period and the establishment of a 23-member temporary advisory committee, the Bureau of Parks and Lands finally released an updated Allagash management plan in January, 1999. Literally hundreds of people shared their opinions and personal stories of the Allagash Wilderness Waterway during the process. Once again the voices of Maine citizens were unified: keep the Allagash wild.

In a letter introducing the new Allagash Wilderness Waterway Management Plan, the leaders of the Department of Conservation and the Bureau of Parks and Lands wrote, “the Allagash Wilderness Waterway is one of Maine’s most valuable assets. Please join with us as stewards to protect and manage those assets into the next century.”¹⁰

III. A Fragile Resource: The Peril of Encroaching Development

The Allagash Wilderness Waterway today is a narrow band of protected land surrounded by privately-owned, largely rural tracts of land. As development pressures increase, so does the strain on the Waterway. Systematic disregard for the defining statutes, legislative loopholes, and lack of enforcement continue to subject the remaining protected land to the negative effects of human encroachment.

In 1996 the first Waterway Supervisor Leigh Hoar lamented the direction that AWW management was headed. Hoar wrote that “of major concern to me is the sense that the Waterway is drifting from its original purpose. Furthermore there seems to be an objective in parks of making the Waterway adapt to visitor demands, rather than keeping the Waterway to its intended purpose and controlling use so as to minimize conflict.”¹¹

Proliferation of Sporting Camps

Historically used by hunting and fishing groups along the waterway, sporting camps are unique commercial ventures in the Allagash. While the camps and adjacent lands are owned by the Bureau of Parks and Lands, the lodges themselves are leased out to private corporations and individuals for commercial hunting operations. Strictly speaking, these camps inherently conflict with the Allagash Wilderness Waterway Statute, which states that “all existing struc-

tures must be removed except those determined necessary by the Bureau. . .” (Allagash Wilderness Waterway Statute, §1875) The Bureau of Parks and Lands and local legislators simply deemed the recreational camps to be “necessary.”

In 1984 Representative, and now Speaker of the House, John Martin legalized these businesses in the waterway by supporting legislation mandating that “the Bureau may not change the existing type of use of Jalbert’s Sporting Camps on Round Pond and Nugent’s Sporting Camps on Chamberlain Lake or destroy or abandon those camps without legislative approval.”¹² Now, not only were the camps legal, it was actually a crime to “abandon” them.

The Waterway’s original supervisor disagreed strongly with the decision. Years later in 1996 he wrote, “I maintain that the original objective was to remove the Jalbert’s greater Round Pond complex. Regardless of the current legislation position, we should seek to express the need to remove all

commercial so-called camps north of Nugent’s, then take it to the legislature for enactment.”¹³

For their part, some camp operators themselves pursued such “necessary” development in the Waterway as jacuzzis for weary sportsmen. In

1990 Jalbert’s Sporting Camps in

T13R12 installed a hot tub on its site near Round Pond. In order to avoid a dispute, Jalbert, Inc. chose to not inform the Bureau of the installation and subsequently skipped the permitting process altogether. When word got out, the AWW manager ordered Jalbert to remove the hot tub but was cut off by Speaker Martin. Martin sought to retroactively approve



Tub of no return: Jalbert’s camp jacuzzi.

a permit for the tub. In a letter to the Land Use Regulatory Commission, Martin instructed the regulators to amend the permit rules to accommodate the violation.¹⁴

A second camp had traditionally been leased by the University of Maine at Fort Kent for their environmental studies program. Located on Long Lake, Page Camp fell into disrepair in the early 1990's as the environmental studies program faded. In 1997, the University tried to reinvigorate the program and contracted with John Martin, who at this point was between terms as a legislator, after a term limits statute forced him out of office.

The costs of repair at Page Camp continued to climb, finally ballooning to three times the original estimates by the summer of 1997. In the fall, with repairs almost completed, the Page camp was destroyed by fire. Martin and his friends in the Bureau leadership immediately used the opportunity to replace it with a newer, modern structure that was closer to his headquarters on the Allagash: Jalbert's Sporting Camps. The new location was to be less than 1000 feet of the state ownership in T13R12, well within the Allagash one-mile zone, and a short walk from the remote Back Channel campsite on Round Pond.



Ashes to ashes: the fire at Page Camp.

The Bureau immediately approved the new location. The former House Speaker pushed a funding bill through the legislature, a whopping \$100,000, without a public review. As the Maine Times put it, “[a]pproval for camp construction came in an 11th hour deal with the majority Democrats on the Appropriations Committee; the proposal was not sub-

mitted as legislation and received no public hearing.” State Senator Rick Bennet even charged the former Speaker with “unfair tactics” during the appropriation process.¹⁵

A local citizen group, the Allagash Alliance, led the opposition to the new Page Camp development site, and they took their case directly to University President Charles Lyons and the University of Maine Trustees. According to the *Maine Times*, “Lyons already had a lease from the Bureau sitting on his desk to sign, but said the decision became a no brainer after hearing from the opponents.”¹⁶ Only through the strength of this citizen-based effort, a new camp location was selected outside of the AWW mile zone.

Not all camps have been trying to chip away at the wilderness character of the AWW. It should be noted that the current operators of Nugent’s Camp, among others, have been active proponents of keeping the Allagash wild.

A ‘Balanced’ Waterway

Development within the Waterway became a central concern again in 1998, as the Bureau of Parks and Lands began to formulate a new management plan for the AWW.

Industry groups backed proposals to increase motorized access and development in the AWW. They seemed to have gotten their wish when State Conservation Commissioner Ron Lovaglio introduced the concept of “balanced de-



Courtesy of Jon Luoma.

velopment” inside the protected Waterway. Lovaglio, a former employee of International Paper Company, oversaw the planning process, and ultimately had the authority to approve the final plan.

To defend his position, Lovaglio explained that the AWW was never intended to be a wilderness in the first place. “Wilderness is not defined in the (1966) statute,” he wrote. “In reality one could conclude it is not a wilderness.”¹⁷

They Paved Paradise and Put up a Parking Lot: John’s Bridge

Among the “balanced” proposals to develop the Wilderness, Lovaglio supported a plan that would allow vehicular access to a closed bridge within the AWW. Conservationists and some state officials feared that opening John’s Bridge would be precedent-setting in the ever-fluctuating definition of state wilderness. It was one more skirmish in the ongoing battle over motorized crossings in the Waterway. The original AWW plan allowed for only two such access points. However, the statute has periodically been changed to allow “just one more” motorized access point to be developed. There are currently seven legal access points, and John’s Bridge would be the eighth.

John’s Bridge had been closed to traffic until 1981, when removal of a gate at Woodman Pond allowed motorized access to a part of Eagle Lake. Until then, the lake had been among the most remote parts of the Waterway.



Courtesy Of Dave Hubley

Illegal Access: People often park at John’s Bridge

Conservationists and some state officials feared that opening John’s Bridge would be precedent-setting in the ever-fluctuating definition of state wilderness.

Despite forceful public opposition, and contrary to the recommendations of his own staff, Commissioner Lovaglio instructed the Bureau of Parks and Lands to open John's Bridge to vehicular access. Further, he directed the Bureau to fund construction of a parking lot and a lakeside foot trail in the management plan. He went so far as to propose that a ranger's cabin be built in the protected area "to monitor use" of the bridge.¹⁸

Maine citizens were vocal in their opposition to opening up the bridge. As one letter to Governor Angus King pointed out, the development decision was made without an environmental evaluation:

At no time during the past months of debate has the bureau initiated or developed a comprehensive impact study that addresses such issues as management of sediment and run off from the loop road and parking area, impact on fishery, overuse of existing facilities, impact on camping parties versus day use or even the management of the parking lot area and the enforcement of the rules and policies associated with the Waterway. In fact, at the same time, the Bureau is attempting to shirk its enforcement responsibilities onto other agencies.¹⁹

Another citizen expressed his "disappointment over Commissioner Lovaglio's unexplained reversal of the staff decision to keep John's Bridge closed to access":

Despite my disappointment, however, I was willing to take a wait and see approach to let the Bu-

reau prove me wrong that access could be compatible with the AWW Management Plan. However, at the [legislative] work session the other day I heard a description of access that is completely inappropriate and inconsistent with the management plan.²⁰

At a hearing in August, 2000, the state's Land Use Regulatory Commission (LURC) recognized that opening John's Bridge to motorized access would conflict with traditional uses on the waterway. The agency voted to instruct its staff to write a letter of denial for the John's bridge project.



Man's Contribution: washed-out bridge at Chisolm Brook.

But before the letter was finalized, the political maneuvering began. Members of the state legislature and administration put intense pressure on LURC commissioners, even privately threatening to withhold re-appointments of LURC posts if they didn't reverse their decision. The threats and arm-twisting worked: On September 21, the Commission reversed itself, and in a tight 4-3 vote, LURC directed its staff to write a letter approving the John's Bridge development. One month later, LURC again affirmed the development by voting to approve the John's Bridge road.

On November 30, 2000 seven individuals appealed the LURC decision in Kennebec County Superior Court. In its defense, the state argued that while it has the capability to comply with environmental laws, it is not compelled to comply. State courts upheld LURC's decision in August 2001.

More Bridges

The controversy over crossings does not stop with John's Bridge. In 1997, LURC issued a permit that transformed Henderson Brook Bridge, a historic timber crib bridge over the river, into a modern, concrete-walled structure that can accommodate increased motorized access into the wilderness.

Landowners within the Waterway continue to push for increased vehicular access and even more bridges over the river. According to the *Maine Times*, Irving Forest Products met with the Bureau of Parks and Lands in early 2000 to discuss the construction of a seventh bridge over the Allagash. The company argues that the current bridges are not strong enough to carry the timber volume they expect to haul to sawmills in Ashland.²¹

Although the bridge would be built in the restricted zone, Deputy Director Herb Hartman implies that the Bureau may not fight the Irving construction. He goes on to explain that the state may not have authority to stop a new bridge because the corporation owns the land on both sides of the corridor.²² In other words, the Bureau may cease regulating activity within the publicly-owned restricted zone if the adjacent corporate landowners oppose the regulation.

The Bureau's poor record-keeping contributes to the back pedaling. In the case of the bridge at Henderson Brook, Bureau records present conflicting ownership information. Paperwork from 1984 identifies the bridge as state property, but a 1994 permit states that Blanchet Logging and Lumber Company is the owner. When questioned in March, 2000, Regional Manager Del Ramey admitted that "the Bureau is not aware of ever transferring ownership or title to

anyone for the bridge or roads in question.” Without public discussion or any sort of paper trail, public property has simply been handed over to a private corporation.

A Septic Tank Too Far— The Struggle to Develop Churchill Dam

After returning to the Legislature, Representative Martin became Chair of the Natural Resource Committee. From this position, he introduced two bills in early 1999 in apparent retribution against the AWW Manager, the only person in the Bureau to disagree with Martin’s development interests with the Page Camp. LD 294 would make the AWW Manager a direct political appointment under the governor, therefore more susceptible to political control; LD 855 would move the year round administrative office for the Allagash to remote Churchill Dam, several hours away from publicly maintained roads. The move would separate the manager not only from the visitors to the AWW, but also from his family. *The Bangor Daily News* termed this political strategy “Reward your friends and punish your enemies.”²³



A view of Churchill Dam. Courtesy of Conrad Heeschen.

The Allagash Manager, supported by a coalition of environmental groups in Maine, opposed the legislation both because it was a personal, retaliatory attack, and also because it was environmentally unsound. When the remote residence was built in 1985, LURC approved a septic system only under the stipulation that it be occupied for six months a year, citing poor soil quality and wetlands concerns.

The legislation was supported, on the other hand, by Representative Martin’s friends at the Bureau of Parks and Lands.

In October of 1999 Bureau Director Tom Morrison sent an amendment request to LURC which would allow year round use of the Churchill Dam headquarters, and LURC eventually approved the Bureau's request.²⁴

On January 24, 2000, the Bureau of Parks and Lands announced that they had voluntarily moved the manager and the year round office of the Allagash Wilderness Waterway into the remote region, pre-empting legislative action. Having had his work done for him, Representative Martin dropped his bill.

Undermining the Management Plan

With the creation of the 1999 Allagash Management Plan, the Bureau of Parks and Lands has, for the first time in a quarter of a century, clear guidelines to regulate land use within the Waterway. Unfortunately, it already appears that Bureau leaders are determined to turn the plan into a paper tiger, with little real management change on the ground. In fact, one year after the plan was put into effect, staff had not yet been briefed on how to implement it.

The management plan established the Allagash Advisory Council, made up of twelve representatives of groups that have a stake in the future of the Allagash, including environmental groups, nearby landowners and sporting associations. The plan clearly gives the Advisory Council authority over management policy, stating that when “. . . substantial changes to the plan are warranted, they will be made only after providing an opportunity for Advisory Council participation and, if appropriate, public review.”²⁵ But even before the first advisory meeting, Bureau Director Tom Morrison made it clear that he would not grant the Council any decision-making authority. In an E-mail

message to Council member and Allagash Alliance Director Dave Hubley, Morrison wrote “The function of the council is to provide perspective to the Bureau regarding the implementation of the many strategies presented in the management plan. Ultimately, the Bureau is responsible for all decisions. The Council does not have any administrative or executive powers; nor can it bind the bureau to any particular course of action,”²⁶

Then, at the first advisory meeting, Morrison expressed his reluctance to even consult with the council on development issues within the Allagash. When a committee member requested that the Bureau keep the advisory committee posted on any development in the quarter mile zone, Director Morrison simply stated that he was unwilling to make that commitment.

In the year since the management plan was finalized, the Bureau, under Director Morrison’s guidance, has consistently made operational decisions that violate the plan, and has done so without considering the advice of the Council, including such controversial decisions as:

- ▶ Petitioning Land Use Regulatory Commission to allow year-round use of the Manager’s headquarters at Churchill Dam;
- ▶ Increasing the amount of development at John’s Bridge from the original design; and
- ▶ Initiating construction without proper permits;

Throughout the summer of 1999, the Bureau of Parks and Lands continued to push development in the AWW so strenuously that they not only violated their own man-

agement plan, but they completely ignored the permitting process of other agencies. AWW employees have documented the most egregious violations:

- ▶ Staff did not monitor timber harvesting operations—and in most instances the employees were not even informed of the operations in advance.
- ▶ The Bureau installed a parking lot without the required mitigation plan.
- ▶ Building construction occurred, and permits were applied for after the fact.
- ▶ Waterway staff overlooked siltation to the watercourse
- ▶ The Bureau installed privies without plumbing permits.

IV. Wilderness is in the Eye of the Beholder: Harvesting the Allagash

While development remains the preeminent threat to the Allagash, extractive industry also jeopardizes the health of this fragile system. Timber harvest is allowed on private lands within the Waterway, but the Allagash Wilderness Waterway Statute regulates the practice. On the average, 957 acres are cut each year within the one-mile area. Section 1880 of the AWW Statute establishes guidelines for the Bureau to monitor and manage these harvests according to specific guidelines, and timber landowners within the Waterway are required to give notice to the Bureau of Parks and Lands when they are set to begin harvesting.

According to Waterway employees, however, Bureau Regional Managers create roadblocks to enforcing these guidelines. Therefore, timber harvests are not monitored or regulated within the one-mile area. The resulting improper harvest operations damage the fragile Waterway and further degrade the wilderness character.

In a January 6, 1998 memo to Regional Manager Tim Hall, AWW Manager Tim Caverly expressed concerns with a new policy to turn over the tracking ability of harvest operations the Allagash Wilderness Waterway to the regional office in Bangor. Caverly warned that “[t]he Bureau has been down this road before. I am troubled that this procedure will lead to a

less responsive handling of the notifications, delay processing, be more cumbersome and lead to a poor relationship between ourselves and the landowners.”²⁷ His pleas, however, were ignored.



A not so fine line: the other side of the restricted zone.

After a landowner sends the Bureau notice of intent to harvest, Bureau officials have 30 days to respond. If the Bureau does not respond in that time frame, the landowner may go ahead with harvest plans without supervi-

sion. Over the years, AWW has stopped responding altogether, thus logging in the area is approved by default.

Further, when harvest plans are reviewed, it is often done by a Bureau forester living in Augusta, five hours away from the center of the Waterway. These officials do not have the intimate knowledge of the region, nor are they experts in potential environmental damage.

Opportunities Lost

Overdeveloped sporting camps, bridge construction, and timber harvests were never a part of the vision of the Allagash Wilderness Waterway. The thin band of restricted area surrounding the river was actually supposed to grow over time.

The Allagash Wilderness Waterway Statute explicitly mandates that state land “adjacent to the Waterway shall become part of the Waterway.” (§1877), but this statute has rarely been enforced. Today there are 32,255 acres of state-owned Reserve Land that abut the restricted zone, but this land is managed by the Lands Division within the Bureau of Parks and Lands. Far from being managed for wilderness character, much of the land is contracted out to tim-

ber corporations for logging. The Waterway does not receive revenue from the timber sales, even though it bears the environmental brunt of these nearby extractive operations. In ignoring the defining Allagash Statute, the Bureau is effectively magnifying the effects of development.

The Bureau of Parks and Lands has even turned down land donations from private owners in the waterway. In 1997, the East Branch Improvement Company offered to hand over Telos and Lock dams to the Bureau of Parks and Lands, including 40 acres of land adjacent to Telos. Located near Chamberlain Lake, this is the heart of the region to be managed for maximum wilderness character. The company felt that the dams, built in 1841 to provide water for log booms, were no longer profitable. When the Bureau expressed fear that managing the properties would be costly, the company suggested that they might donate up to \$20,000 for maintenance. Further, the federal Natural Resource Conservation Service offered to provide \$2.5 million for renovations and repairs. Still, the Bureau balked at the proposal. Three years later the land deal is still up in the air, and an East Branch Co. subsidiary has decided to hold on to at least 30 of the 40 acres outside Lock Dam. Through stalling and indecision, the Bureau has allowed a generous giveaway to slip away.

The Bureau's disregard for the Allagash wilderness charter has been strongly supported by the political micro-management of Representative John Martin. As Martin commented in the *Maine Times*, "Wilderness isn't what you say it is. It's in the mind of the beholder."²⁸

V. Troubled Waters

The surest sign of the health of the Allagash ecosystem is the health of the river itself, as well as that of its tributaries and the lakes that it feeds. Keeping track of aquatic quality is the bare minimum monitoring procedure for a watershed-based wilderness. The AWW Management Plan acknowledges this and requires the Bureau to “assist the Department of Environmental Protection with continued monitoring of the water quality of the watercourse.” This can be done in a couple of ways: through monitoring of sediment buildup and by reading the “transparency” of the water body. Unfortunately, it appears that the Bureau would rather assume the health of the system, rather than actually check for it, and basic monitoring measures are often neglected.

By the end of the 1999 season, there had been five siltation complaints submitted to the Land Use Regulatory Commission. Yet a letter to Maine PEER from Bureau Director Tom Morrison demonstrates his choice to ignore the criteria in his own management plan. “To the best of my knowledge,” Morrison wrote, “there were no incidents (siltation) reports filed by staff. I am not aware of a specific agreement for monitoring and reporting siltation events.”²⁹

Siltation levels are a major mark of a watershed's health. Increased development results in high levels of sediment build-up, which can be deadly for fish populations. To properly assess the affects of the ever-growing development in the AWW, the Bureau is required to address siltation problems, and prevent “erosion, droughts, freshets and the fill-

ing up of waters” in the Waterway (§ 1871). Unfortunately, it has ignored major siltation buildup in the upper Allagash Stream, McCluskey Brook, Glazier Brook and Musquacook Stream. In the February 18 letter, Bureau Director Tom Morrison wrote, “Our files do not show any staff training on the subject of monitoring for siltation for 1999 or previous years.”³⁰



Major violation: water quality issues on Kennon Brook.

Even the most basic monitoring procedures were often ignored. In 1999 staff were not instructed to conduct Secchi disk readings to monitor water transparency. In a Secchi disk reading, the flat, white disk is lowered by a rope into the water until it

disappears from sight. It is a simple but standard way to monitor water pollution. Readings were not taken from Umsaskis Lake, Round Pond and Long Lake. These basins represent 37% of the lakes normally sampled. Without these samples, the health of the Allagash remains unknown.

The Bureau initiated the most basic procedures only under pressure from outside groups, but even then monitoring been erratic and often ignored. Effective April 30, 2000 Morrison finally implemented a siltation monitoring plan for the Waterway, but there are still no written procedures in place for taking water transparency readings.

It remains to be seen how aggressively the Bureau pursues this responsibility. Without information on both water quality and siltation, the Bureau must base development decisions on assumptions rather than science.

VI. Rules are Meant to be Broken

Monitoring environmental degradation in the Allagash is only one part of the regulatory mandate. Enforcement of environmental, safety, and criminal violations is another. Park Rangers are currently charged with enforcing the law in the Waterway, but they are doing so without adequate training or encouragement from the Bureau. The Bureau seems to be succumbing to pressure from commercial interests to relax restrictions in the Waterway.

Bureaucrats receive requests for exemptions to rules and regulations, and in the interest of political expediency, the exemptions get rubber-stamped. Many commercial ventures couch their profit interests in altruistic arguments—tour groups charge that the 12-person limit prevents underprivileged children from enjoying a wilderness experience; development companies fight to increase motorized access points for the benefit of the handicapped. Both groups advocate for an ever-increasing number of developed campgrounds within the AWW. Of course, once these requests have been met and the new sites also become overcrowded, the process starts over again. In an effort to avoid conflict with commercial interests at all costs, the Bureau caves to virtually every demand for a rule exemption that comes down the pike.

Once agency heads start giving exemptions, the corporations then challenge the need for the environmental rules in the first place—even the need for rangers to conduct enforcement activities. Over the past decade, the Bureau has been silently phasing out its law enforcement program altogether.

In a February 19, 1999 letter from Bureau Director Tom Morrison to state law enforcement agencies, the director admits that while rangers had attended a Conservation Law Academy in 1989 and 1990, in the subsequent 10 years “employees have had very little follow up training and transfers and new employees have not been designated or attended the academy.”³¹

Throughout the 1990s law enforcement was simply not a priority, and the neglect shows on the ground. There are many aspects of the Allagash Wilderness Waterway Statute that are continuously ignored or openly violated. Some violations stem from a lack of training, while others appear to be a symptom of a larger culture of neglect. For example, the AWW Statute strictly regulates the use of power watercraft in the AWW (§ 1875). The Bureau consistently violates this section by approving the use of power boats on Eagle and other lakes specifically designated to be canoe-only.

In 1998, a reporter from the *Maine Times* toured the Allagash with a ranger. The ranger spoke openly about refusing to enforce access rules at John's Bridge. The article described how “[a] rogue Ranger dismisses his responsibility to uphold the law” and does so “with his superiors' support.”³²

In the wake of such bad publicity, the Bureau of Parks and Lands had the opportunity to jump-start its commitment to law enforcement training. But Director Tom Morrison, against the advice of the rangers themselves, has been actively working to take away law enforcement designation from all Park Rangers in the state. In an internal document released by Maine PEER, dated April 4, 1999, Director Tom Morrison ordered that by May 1—less than one month

later—Bureau employees will no longer be designated as law enforcement officers. The policy change would mean that not a single employee in any state park would have legal authority to enforce environmental regulations, including oversized groups, illegal fires, and vandalism, not to mention a host of criminal activities, from public drunkenness to assault and theft, that occasionally occur. Confronted with criminal behavior, rangers would only have the authority to do what any visitor could do: call the police who may be miles away. As a *Maine Times* editorial dryly put it, “it’s an odd plan.”³³

After challenges from Maine PEER and several managers, Director Morrison quickly backed down and the question of law enforcement status was put on hold. A subsequent legislative oversight committee advised Morrison to consider the view of park managers, resource protection agencies and others before implementing policies. To date, no final decision has been made.

In March, 2000, Maine PEER surveyed seasonal and year-round park managers to solicit their opinion on, among other things, Director Morrison’s law enforcement proposal. The results showed that rangers have very definite opinions on law enforcement designation. Eighty-seven percent of all respondents, and a full 100% of the year-round respondents, believe that “law enforcement is a necessary part of [their] work.” At the same time, fewer than 20% of the respondents felt that they receive “clear guidance from the Bureau about how to handle law enforcement problems.” Perhaps most tellingly, nearly two out of three feel unsupported or are unsure of support from the Bureau of Parks & Lands “in conducting law enforcement activities.” Not only does the Morrison proposal create serious envi-

ronmental and safety issues in Maine Parks, but it is not even supported by the rangers themselves.³⁴

Results of Maine PEER's Survey of State Park Managers and Rangers

April, 2000 Do you feel there is potential for significant law enforcement problems in Maine State Parks?

(87%) yes (13%) no (0%) no opinion

Do you feel that law enforcement is a necessary part of your work?

(87%) yes (13%) no (0%) no opinion

When was the last time you had law enforcement training? Within:

(0%) the past year (0%) the past two years (0%) past three years
(0%) past four or five years (73%) more than five years ago
(27%) I have never had training

Do you have clear guidance from the Bureau about how to handle law enforcement issues?

(19%) yes (75%) no (6%) don't know

Do you think that it would be practical for other agencies, such as the Maine Forest Service Rangers and Game Wardens, to do parks law enforcement work in Maine State Parks?

(25%) yes (69%) no (6%) no opinion

In my opinion, visitor safety is well protected in Maine State Parks.

(53%) yes (33%) no (13%) no opinion

VII. Turbulent Management

This is not the first time directives from the state capital have been a frustration for field managers trying to do their jobs. In the Allagash Wilderness Waterway, this is just the latest in a long pattern of management disputes that has caused each of the three AWW managers to leave under fire since the conception of the waterway.

The first AWW Supervisor, Leigh Hoar, was dismissed in 1972, after six years on the job. His discharge was attributed to staff complaints and disagreements over operational issues.³⁵ One ongoing dispute concerned Hoar and a politically-connected commercial guide who was continuously violating the Allagash statutes by creating illegal campsites and taking a chainsaw to trees within the Wilderness. When Hoar attempted to enforce the law, his superiors would overrule his authority. In 1996, Hoar wrote, “there seems to be an objective in Parks of making the Waterway adapt to visitor demands, rather than keeping the Waterway to its intended purpose and controlling use so as to minimize conflict.”³⁶

Myrle Scott, a former Regional Supervisor with Parks and Recreation, was hired on as supervisor that year, but the controversy and morale issues did not stop. Field staff continued to protest that they were prevented from enforcing the law, and that the impediments were coming from Augusta, not from the Supervisor. They were frustrated with what they considered inadequate monitoring of timber harvesting, continuing problems with renegade commercial guides, and the frequency of harvesting trespasses across the AWW boundary line. To top it off, the Supervisor’s head-

quarters within the Waterway was repeatedly vandalized. After nine years the second supervisor resigned in frustration. He transferred out of the Allagash Wilderness Waterway in 1981 hoping that at least the vandalism would stop.³⁷

Later that year, a third Supervisor was hired. Tim Caverly would become the longest tenured manager of the AWW, and a staunch supporter of preserving the wilderness character of the waterway. The Director of the Bureau started Caverly off with three initial assignments: manage staff complaints, resolve issues with guides and straighten out problems of illegal oversize groups.



Message received: AWW Headquarters burned to the ground.

For a short time operations ran smoothly and complaints were minimal, but soon the acts of vandalism reoccurred. At first the damage to Caverly's equipment

and residence appeared to be random acts. Then as the summer went on the destruction intensified. Broken windows, flat tires and sabotaged outboard motors were common occurrences. On September 12, 1982 the AWW headquarters was burnt to the ground. Arson was suspected, but never proved.

From 1981 to 1995 there was a rash of staff complaints and investigations, touching on a number of issues. Primarily, staff felt they were not supported in their effort to enforce resource protection rules and that personnel levels were too low to carry out the job tasks. Also, field employees complained that communication with the Augusta office was poor, leaving management goals and objectives unclear. These factors pooled to feed a growing distrust among staff toward the Bureau hierarchy.

Some employees believed that when they tried to enforce environmental regulations, they would be threatened with layoffs or reductions in the number of weeks they worked. In an extreme example, a seasonal ranger was forcibly transferred out of the Waterway in 1993.³⁸ The ranger had been vocal in supporting efforts to preserve the Allagash, and had himself advocated for consistent enforcement within the Waterway. The decision to arbitrarily transfer a top staff position out of the Allagash Wilderness Waterway surprised and disheartened the remaining employees. The message was clear: employees who support field management and preservation of the Allagash would be punished.

The hostile climate escalated in the spring of 1998, when the Bureau was holding public hearings for the AWW's new management plan. Allagash field staff believed that the Bureau's plan would undermine the unique wilderness character of the Waterway. Indeed, Bureau Director Herb Hartman told the *Maine Times*, "I guess we see the Allagash as another State Park."³⁹

On May 19, Manager Caverly presented his public testimony, praising the wild value of the Allagash Wilderness Waterway at the third and final public hearing. He called for a plan "that not only applauds a wildness which can be left as a legacy to others, but for one that also preserves the spirit and the dream." This position was supported by the AWW statutes but contrasted deeply with the development pressure and public posture of Representative John Martin. On June 8th, Caverly was officially reprimanded by the Bureau for expressing his opinion.

Over the course of the next year the Bureau issued numerous other reprimands and investigations against Caverly.

Some were based on hearsay, and were immediately withdrawn when challenged. Others were simply attempts to undermine his authority, or to simply annoy him. For example, Caverly was advised that he would need to present a doctor's note in order to have a sick day approved. Finally on June 10, 1999 Caverly was officially dismissed for "insubordination and mismanagement constituting misconduct."⁴⁰ He had become the third manager to leave the AWW in frustration after standing up to political pressures from Augusta.

Both the Bureau of Parks and Lands and Department of Conservation have clearly demonstrated a disinterest in the spirit and letter of Allagash Wilderness Waterway Statutes. After 26 years without a management plan, it is offensive that the final product would be so carelessly disregarded. The Bureau failed to be fiscally accountable, or to be responsible stewards of the land. By violating its position of public trust, the Bureau has turned its back on mandated responsibilities.

Last year Portland Press Herald Editor George Neavoll wrote an essay titled, "Whatever Became of the Wild Allagash." Neavoll called for the agencies to "redeem the promise the state made in 1966 to Maine and the Nation to cherish and protect the incredible national treasure known as the Allagash Wilderness Waterway."⁴¹

VIII. Continuing Crises

In the three decades since 1970, the Bureau has allowed sixteen new road access points—an 800% increase from the two permitted by the original law. In addition, the Department of Conservation has approved or tolerated another sixteen riverside parking lots. Additional private roads have been allowed to remain open illegally. Between 1986 and 1999, the Department has approved 29 miscellaneous development projects within a quarter mile of the river, most of which are impermissible in a federally-designated Wild river corridor.⁴²

Legislative Assaults

Opponents of a wild Allagash continue to be encouraged by the Bureau of Parks and Lands' backroom deals. In the Maine legislature, attacks on the Allagash never seem to cease. In recent years, Allagash supporters have defeated a flurry of bills, most sponsored by Senator John Martin, to open up the Wilderness to development. Two such bills released in the last year include:

- L.D. 1164, which would have removed LURC jurisdiction and allowed boat launches to be built without a LURC permit on a number of Maine's finest lakes, including those within the Allagash Wilderness Waterway, and
- L.D. 1761, which would authorize seven illegal motorized access points and eliminate statewide public comment periods for Allagash decisions. It would also remove the Waterway from LURC jurisdiction.

After enormous public pressure, the first bill failed and Senator Martin realized that the second was doomed as

well. To avoid a second defeat, Martin pulled L.D. 1761 at the last minute, asking instead for a resolution to study Allagash issues. When it became clear that Martin intended to recommend only his ideological cohorts to the study committee, the committee refused to fund the resolution. These victories have been narrow, and we will be sure to see many similar battle in the year ahead.

The Churchill Dam Debacle

Perhaps the most egregious violation of the Waterway's wilderness character came to light in the past year, when

the Department of Conservation completed a major project to rebuild the historic Churchill Dam. While the original dam was a primitive wooden structure tolerated under the Wild and Scenic Rivers Act, the rebuilt dam is an industrial-style concrete and steel structure distinctly out of place in a "wild" river. What's more, the Bureau skipped the approval processes for

the dam. They failed to obtain the federal permits required by the Clean Water Act and the Wild and Scenic Rivers Act.

By side-stepping the legal process, the project avoided any sort of environmental assessment. Had the Department bothered to obtain the required permits, the Army Corps of Engineers would have been required to consult with the National Park Service to examine the impacts on the waterway. The Department avoided this potential political headache—and two federal laws—by simply ignoring them.

When the Department's actions came to the public's attention in 2001, they sparked an intense uproar. The National Park Service acted quickly, making an inspection trip to

Courtesy of Dave Hubley



New and Improved! The State rebuilt Churchill Dam without permits.

the AWW in June to determine whether the new dam was in compliance with the Wild and Scenic Rivers Act and to investigate the state's management of the area.

On July 26, 2001, the Park Service found that “the dam constructed at Churchill Depot represents a direct and adverse effect on the values for which the Allagash was designated a “wild” river under the Wild and Scenic Rivers Act.”⁴³

The violations were so severe that the Park Service went on to chastise the Department:

The combined affect of these procedural and ‘weighting’ flaws led to a fundamentally unsound planning and alternative development process inconsistent with statutory requirements. Had the proper permitting process been followed, including the alternative analysis, public review, and NPS Section 7 reviews required by the Corps’ individual permit process, the range of alternative and the ultimate outcome of the process might have been dramatically different.⁴⁴

But the dam is built, and the Parks Service has little authority to correct the state's flagrant violation. It is now up to the State of Maine and the NPS to negotiate a mitigation package that will ensure that the management of the Allagash to be consistent with the federal “wild” designation.

IX. Conclusion

Senator Muskie, Governor Curtis, Interior Secretaries Udall and Hickel, and the citizens of Maine have trusted the state agencies to manage the Allagash responsibly and according to the law. Yet in the past three decades, state officials have undercut the law many times over and betrayed the public trust.

By subverting and ignoring the laws governing the Allagash Wilderness Waterway, the Department of Conservation and its subdivision, the Bureau of Parks and Lands, have jeopardized the health of the riverway and philosophically degraded any concept of wilderness. To get a clear picture of the extent of the damage, the state must investigate the financial and legal failures of the Department and appropriately discipline all parties responsible for legal violations.

It is also clear that the Allagash needs to be removed from the Department's oversight. An oversight committee run by federal, state and citizen representatives may more accurately balance the needs of an area with such ecological and historic significance.

Finally, to close all loopholes that have been carved in the various governance regulations, the state must adopt statutory guarantees that would provide a consistent, comprehensive and enforceable definition of state wilderness, based on the language of the federal Wilderness Act.

The original vision of a wild Allagash has devolved through the decades from a transcendent plan into a constant struggle,

a kind of land use trench warfare. Redeeming that original vision will require that we break this pattern and truly recommit the Allagash as wilderness. It is time for another mustering of political will by the people of Maine and all those non-Mainers who believe the Allagash to be a special place.

FOOTNOTES

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40. Notice to Dismissal to Supervisor Caverly from the Dept. Of Conservation, June 3, 1999.
41. *Portland Press Herald* Editorial by George Neavoll. 1999.
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Appendix I.

Allagash Wilderness Waterway

Brief Natural and Human History

Natural History-Distinctive Aspects

- ▶ Network of large headwater lakes contributes to a more even run-off and flow (attractive for dams and river travel)
- ▶ Short carries to the Penobscot and Kennebec rivers
- ▶ Deep-water fisheries
- ▶ Two scenic waterfalls
- ▶ Varied but easily negotiable rapids
- ▶ Remnants of old-growth forests (ecological reserves)
- ▶ Spectacular outcrops of fossils and historic ice caves
- ▶ Scenic mountainous terrain
- ▶ More than 200 miles of undeveloped shoreline surrounding a canoe corridor of nearly 100 miles.

Human History-Notable Events

- 11,000 BP** Paleoindians arrive
- Until after European contact** Native canoe route
- 1828** Surveyors approach the region
- 1832** Maine and Mass., resolve to sell public lands
- 1835** Maps show townships; pine harvesting-Telos L.
- 1839** Boundary com.; Allagash claimed by Britain
- 1841** Chamberlain and Telos lake dams
- 1842** Telos Canal
- 1844** timber harvesting, Chamberlain & Eagle lakes
- 1846** Churchill Dam and Chamberlain Farm built
- 1857** Henry David Thoreau's trip

- 1861** Maine Scientific Survey team studies region
- 1874** John Way produces 1st guide book, others follow
- 1902** Sporting camps built on Telos L. and Mud Pond
- 1903** Tramway begins operation
- 1907** Lombard tractors replace tramway operation
- 1912** Archaeologist Warren K. Moorehead surveys
- 1923** Governor Percival Baxter canoes the Allagash
- 1920s** Guided trips for youth groups becoming popular
- 1926** Eagle L. & West Branch Railroad begins operation
- 1930s** Airplane flights begin; roads move closer
- 1936** Nugents build sporting camp; Robert Patterson trip
- 1950** Logging road reaches Chamberlain Thoroughfare
President Truman appts. Interagency Committee
- 1955** Interagency Committee's report, Allagash rec. area
- 1956** Maine-Nat. Park Service Report includes Allagash
- 1959** National Park Serv. (NPS) survey; Patterson NRCM
- 1961** Sen. Muskie, S. Udall trip; NPS proposal released
Rankin Rapids Dam proposal
First Legislative Study Com., under Rep. Whitman
- 1962** Maine Multiple Use Association sponsors trip
- 1963** Allagash Authority; Muskie-preservation in perpetuity
- 1965** Cross Rock Dam alliance; Allagash bill fails; Muskie amendment to Wild Rivers Act
- 1966** Allagash compromise bill and bond issue pass; both specify protecting maximum wilderness character
- 1968** Wild & Scenic Rivers Act (WSRA) includes Muskie amendment and Allagash for inclusion under act
- 1970** Gov. Curtis seeks WSRA designation and protection: 2-3 access points, temporary crossings, rds. private
- 1973** Maine develops Allagash Concept Plan

- 1983** Agency approves 8 access points thru rulemaking
Later Telos Lake access closed.
- 1998** First detailed management plan; WSRA disregarded
- 2000** Four more access points approved; John's Bridge
would make five if allowed = 12 approved accesses

Riverways of Maine



