Several days afterwards, our vessels having arrived and anchored, everybody landed; then, without loss of time, the Sieur de Monts proceeded to set the workmen to build houses for our residence, and allowed me to draw up the plan of our settlement. After the Sieur de Monts had chosen the site for the storehouse, which was fifty-four feet long, eighteen broad, and twelve feet high, he settled the plan for his own house, which he had built quickly by good workmen. Then he assigned a place to each one, and immediately they began to collect in fives and sixes, according to their preferences. After that all set to work to clear the island, to fetch wood, to cut timber, to carry earth, and other things necessary for the construction of the buildings. After the departure of the vessels [returning to France], the Sieur de Monts decided, in order not to lose time, to send and explore along the coast of Norumbega, and entrusted to me this duty, which I found very agreeable. For this purpose I set out from Ste. Croix on September 2 in a small vessel of seventeen to eighteen tons, with twelve sailors and two Indians to serve us as guides to the places with which they were acquainted. . . . we also passed near an island about four or five leagues in length, . . . It is very high and cleft in places, giving it the appearance from the sea of seven or eight mountains one alongside the other. The tops of most of them are bare of trees, because there is nothing there but rocks. . . . I named it Mount Desert island. [At a meeting with Native Americans on the banks of the Penobscot River near what is now Bangor] I directed our interpreter to tell our Indians . . . that the Sieur de Monts had sent me to them to see them, and also their country; that he wished to remain friends with them, and reconcile them with their enemies . . . wherein they signified that they were well satisfied, declaring that no greater benefit could come to them than to have our friendship; and that they desired us to settle in their country, and wished to live in peace with their enemies . . . When we arrived at Ste. Croix island [October 1604], the dwellings had been completed. Winter came upon us sooner than we expected and prevented us from doing many things we had intended. Nevertheless, the Sieur de Monts did not fail for all that to have gardens made upon the island . . . These came up pretty well, but as the island was nothing but sand, everything was almost burnt when the sun shone; for we had no water with which to water them excepting from rain,
Île-Sainte-Croix • Saint Croix Island
International Historic Site

WASHINGTON COUNTY, MAINE

GENERAL MANAGEMENT PLAN
LONG-RANGE INTERPRETIVE PLAN
LAND PROTECTION PLAN

OCTOBER 1998
# Table of Contents

**Part 1: Background**

1 **Introduction**
   2 Purpose of this Document
   2 Cooperation with Canada

4 **Planning Background**
   4 Planning Process
   4 Planning Issues
   5 Planning Data
   7 Consultation and Coordination

11 **Historical Background**
   11 Pre-contact Periods: The Archeological Record
   11 16th Century
   12 17th Century
   18 18th Century
   19 19th Century
   22 20th Century
   23 Legislative History

24 **Resource Background**
   24 Cultural Resources
   29 Natural Resources
   34 Land Resources

35 **Contextual Background**
   35 Regional Context
   37 Historical Context
   42 Socioeconomic Context
   44 Zoning and Land Use

45 **Visitor Use**
   45 Visitor Access
   46 Visititation
   48 Site Interpretation

**Part 2: General Management Plan**

49 **Introduction**
   49 Purpose of General Management Plan
   49 Mission
   50 Mission Goals
   52 Overview

53 **Resource Management**
   53 Erosion Control
   53 Archeological Resource Protection
   54 Treatment of Structures
   55 Ethnographic Study
<table>
<thead>
<tr>
<th>Page</th>
<th>Section</th>
</tr>
</thead>
<tbody>
<tr>
<td>55</td>
<td>Land Protection</td>
</tr>
<tr>
<td>56</td>
<td>Endangered Species Protection</td>
</tr>
<tr>
<td>56</td>
<td>Oil Spill Contingency Planning</td>
</tr>
<tr>
<td>57</td>
<td><strong>Education and Visitors</strong></td>
</tr>
<tr>
<td>57</td>
<td>Education</td>
</tr>
<tr>
<td>58</td>
<td>Visitor Experience</td>
</tr>
<tr>
<td>62</td>
<td>Quadricentennial Commemoration</td>
</tr>
<tr>
<td>62</td>
<td>Native American Consultation</td>
</tr>
<tr>
<td>62</td>
<td>Maine Acadian Culture Project</td>
</tr>
<tr>
<td>63</td>
<td>Visitor Use</td>
</tr>
<tr>
<td>64</td>
<td><strong>Development</strong></td>
</tr>
<tr>
<td>64</td>
<td>Red Beach</td>
</tr>
<tr>
<td>65</td>
<td>St. Croix Island</td>
</tr>
<tr>
<td>65</td>
<td>Calais</td>
</tr>
<tr>
<td>66</td>
<td>Visitor Center</td>
</tr>
<tr>
<td>69</td>
<td><strong>Compliance</strong></td>
</tr>
<tr>
<td>69</td>
<td>Federal Laws, Executive Orders, and Regulations</td>
</tr>
<tr>
<td>70</td>
<td>State Laws and Regulations</td>
</tr>
<tr>
<td>71</td>
<td>Local Zoning Ordinances</td>
</tr>
<tr>
<td>73</td>
<td><strong>Part 3: Long-Range Interpretive Plan</strong></td>
</tr>
<tr>
<td>73</td>
<td><strong>Introduction</strong></td>
</tr>
<tr>
<td>73</td>
<td>Purpose of Long-Range Interpretive Plan</td>
</tr>
<tr>
<td>73</td>
<td>Background</td>
</tr>
<tr>
<td>73</td>
<td>Current Site Interpretation</td>
</tr>
<tr>
<td>74</td>
<td>Database for Interpretation</td>
</tr>
<tr>
<td>75</td>
<td>Opportunities and Constraints</td>
</tr>
<tr>
<td>78</td>
<td>Target Audience</td>
</tr>
<tr>
<td>81</td>
<td><strong>Interpretive Themes, Goals, and Objectives</strong></td>
</tr>
<tr>
<td>81</td>
<td>Themes for Interpretation</td>
</tr>
<tr>
<td>87</td>
<td>Goals and Objectives for Interpretation</td>
</tr>
<tr>
<td>88</td>
<td><strong>Interpretive Program</strong></td>
</tr>
<tr>
<td>88</td>
<td>Maine Tourist Information Center Exhibit</td>
</tr>
<tr>
<td>89</td>
<td>Welcome Area and Interpretive Trail</td>
</tr>
<tr>
<td>90</td>
<td>Visitor Center</td>
</tr>
<tr>
<td>93</td>
<td>Island Interpretive Panels</td>
</tr>
<tr>
<td>93</td>
<td>Personal Services</td>
</tr>
<tr>
<td>94</td>
<td>Outreach Products</td>
</tr>
<tr>
<td>95</td>
<td>400th-Anniversary Commemoration</td>
</tr>
<tr>
<td>96</td>
<td>Implementing the Long-Range Plan</td>
</tr>
<tr>
<td>98</td>
<td>Phasing</td>
</tr>
</tbody>
</table>
# Table of Contents

## Part 4: Land Protection Plan

119 **Introduction**
- 119 Purpose of Land Protection Plan
- 119 Background
- 120 Acquisition History
- 120 Nonfederal Ownership

122 **Protection Alternatives**
- 122 Zoning and Regulations
- 122 Conservation Easements
- 123 Fee Acquisition

124 **Recommendations**
- 124 Calais Zoning
- 124 Less-than-Fee Acquisition
- 124 Fee-Simple Acquisition

## Part 5: Final Environmental Impact Statement

127 **Introduction**
- 127 Purpose of Environmental Impact Statement
- 127 Background
- 127 General Management Plan
- 128 Record of Decision

129 **Comment on the Four Alternatives**
- 129 Comment on the Draft General Management Plan and Draft Environmental Impact Statement
- 130 Comment on the Summary
- 130 NPS Response

132 **Effects of Proposed Development**
- 132 Effects on Cultural Resources
- 133 Effects on Visitor Use and Experience
- 134 Effects on Natural Resources
- 134 Effects on the Socioeconomic Environment
- 135 Effects on Operations and Administration
<table>
<thead>
<tr>
<th>Appendix</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Legislation</td>
</tr>
<tr>
<td>2</td>
<td>Memorandum of Understanding for Saint Croix Island International Historic Site</td>
</tr>
<tr>
<td>3</td>
<td>Management Chronology</td>
</tr>
<tr>
<td>4</td>
<td>Coordination</td>
</tr>
<tr>
<td>5</td>
<td>Comments and Responses</td>
</tr>
<tr>
<td>6</td>
<td>Cost</td>
</tr>
<tr>
<td>7</td>
<td>Staffing</td>
</tr>
<tr>
<td>8</td>
<td>NPS Units Interpreting Native American Culture(s)</td>
</tr>
<tr>
<td>9</td>
<td>Record of Decision</td>
</tr>
</tbody>
</table>
This document explains the National Park Service’s plans for managing and interpreting Saint Croix Island International Historic Site at Calais, Maine.

Saint Croix Island is the 1604 site of the first French attempt to colonize the territory they called Acadia and the location of one of the earliest European settlements in North America. The island, on the boundary between the United States and Canada, is the only international historic site in the U.S. national park system.

Besides serving as a long-range guide, this document will be used to prepare for the international commemoration in 2004 of the settlement’s 400th anniversary. The document presents National Park Service conclusions based on research and public reviews of earlier drafts. It is divided into five parts: background, general management plan, interpretive plan, land protection plan, and final environmental impact statement.

Part 1 presents background information about the historic site, the U.S.-Canadian partnership, the planning process, the history of the area, and the cultural and natural resources. This section also includes general information about the region and related sites, plus demographic data.

Part 2 defines the mission, goals, and general directions for managing, developing, and interpreting the site.

Part 3 focuses on what the visitor will learn at the site and presents long-range educational and informational goals for such services and media as ranger-led programs, brochures, and indoor and outdoor exhibits.

Part 4 summarizes the site’s land protection needs, status of tracts within the site boundary, and acquisition proposals.

Part 5 analyzes the environmental effects of various development and management alternatives that were considered.

Briefly, the National Park Service plans to allow Saint Croix Island remain as undeveloped as possible because of its fragility and inaccessibility and to focus interpretive efforts on the mainland. The overall intent of the National Park Service’s plans is to commemorate and interpret the beginnings of North America’s enduring French legacy by preserving primary site resources and the sense of place evoked by St. Croix Island.

For details about the plans, see the appropriate section in this document.
Ce document explique les plans du National Park Service pour la gestion et l'interprétation du lieu historique international de l'Île-Sainte-Croix situé à Calais dans l'État du Maine.

L'Île Sainte-Croix est le lieu de la première tentative d'établissement des Français en 1604 sur le nouveau territoire qu'ils appelaient l'Acadie, et elle est aussi le lieu d'une des premières colonies européennes en Amérique du Nord. Sise à la frontière entre les États-Unis et le Canada, l'Île est le seul lieu historique international du réseau des parcs nationaux américains.

Ce document, qui sera aussi un guide pour les années à venir, servira à préparer les festivités entourant la commémoration internationale, en l'an 2004, du 400e anniversaire de l'établissement. Le document présente les conclusions découlant de la recherche et des consultations publiques tenues par le National Park Service. Il est divisé en cinq parties: généralités, plan de gestion global, plan d'interprétation, plan de protection des terres et énoncé des incidences environnementales.

La partie 1 présente des généralités sur le lieu historique et expose les modalités de partenariat entre les États-Unis et le Canada, le processus de planification, l'histoire de la région ainsi que les ressources naturelles et culturelles. Cette première partie contient aussi de l'information générale sur la région et les sites connexes ainsi que des données d'ordre démographique.

La partie 2 définit la mission, les buts et les orientations générales présidant à la gestion, à la mise en valeur et à l'interprétation du lieu.

La partie 3 met l'accent sur ce que les visiteurs pourront apprendre au lieu historique et présente les buts à long terme en matière d'éducation et d'information visant des services et des moyens comme les programmes dirigés par les gardiens, les brochures et les expositions à l'intérieur comme à l'extérieur des installations.

La partie 4 résume les besoins pour ce qui est de la protection des terres, la situation des parcelles de terre à l'intérieur des limites du lieu historique et les projets d'acquisition.

La partie 5 analyse pour sa part les effets sur l'environnement des diverses possibilités de mise en valeur et de gestion considérées précédemment.

En bref, le National Park Service prévoit garder l'Île Sainte-Croix dans l'état le plus naturel possible en raison de sa fragilité et de la difficulté d'accès et il envisage de concentrer les efforts d'interprétation sur la terre ferme.

Le National Park Service veut essentiellement commémorer le legs de la France aux tout débuts de la colonisation de l’Amérique du Nord, préserver les ressources importantes du site et le sens du lieu qu’évoque l’Île Sainte-Croix et en faire son interprétation en aménageant sur la terre ferme de modestes installations pour les visiteurs. Pour plus de détails sur les plans, veuillez consulter la partie pertinente dans le présent document.
PART 1
BACKGROUND
INTRODUCTION

Saint Croix Island International Historic Site (IHS) is located in Calais, Maine, at Red Beach, along the boundary between the United States and Canada. It comprises a 2.6-hectare (6.5-acre) island in the St. Croix River estuary and two mainland parcels overlooking the island. Total federal ownership is 0.0 hectares (22.2 acres).

On the mainland shore, an outdoor interpretive shelter offers a view of the island and houses a bilingual interpretive panel. Other visitor services on the mainland include several picnic tables, a boat ramp (where visitors park), and a single vault toilet. Electrical power serves the mainland. The site provides a relatively natural setting for visitors to contemplate the history and importance of Saint Croix Island. There are no interpretive elements on the island.

The primary resources of the international historic site are the island itself and various archeological resources. There is a memorial boulder and plaque at the historic settlement area on the island. Two buildings survive from a former light station—a boathouse and an oil house—and a modern navigation beacon is maintained by the U.S. Coast Guard atop a 14-meter (45-foot) metal tower. Two other structures on the island are a wooden stairway and a maintenance shed. There are no utilities on the island (the navigation beacon is solar powered).

St. Croix Island sits atop a series of rocky ledges west of the channel in the St. Croix River estuary. The island shore is a mix of sandy beaches and rocky outcrops. The island rises 7.5—12 meters (25—40 feet) above the high-tide line to a gently rolling plateau. Trees and shrubs ring the plateau, with mowed grass covering most of the island. To the south of the island are two granite knolls—Wrights Nubble and Chapel Nubble. Flora and fauna are typical of coastal Maine.

Saint Croix Island IHS is administered by the Superintendent at Acadia National Park.

St. Croix River estuary at low tide, showing St. Croix (upper) and Little Dochet (lower) islands, and the Maine (left) and New Brunswick (right) shores
PURPOSE OF THIS DOCUMENT

This combined document will guide the National Park Service (NPS) in managing Saint Croix Island IHS into the next century and will help the NPS and its partners prepare for the upcoming 400th anniversary of the former French settlement on St. Croix Island. Because the quadricentennial celebration in 2004 is so close upon us, this document contains general planning guidance combined with more specific implementing components that would typically be prepared later. There are five parts to this document which have been bound together for convenience:

1. Background
2. General Management Plan
3. Long-Range Interpretive Plan
4. Land Protection Plan
5. Final Environmental Impact Statement

Part 1 contains updated information about the history and resources of Saint Croix Island IHS and describes the planning that led to preparation of this document. The background in part one supports the plans and final environmental impact statement in the remaining four parts of this document.

Planning documents for Saint Croix Island IHS were last updated in 1977-78. Fiscal constraints prevented full implementation of the approved 1977 master plan, its related implementation plans, and an international memorandum of understanding between Canada and the United States. Maine’s coastal zone management program now prohibits many of the earlier planned development actions for the site. In addition, the bald eagle (federally listed and state identified as threatened) has nested on the island as recently as 1990-93. These changed conditions and evolving National Park Service management philosophy required that new management guidance be prepared for Saint Croix Island IHS.

COOPERATION WITH CANADA

Although St. Croix Island lies within the United States, it nonetheless embodies a history and heritage which the people of the United States and Canada share in common. Many citizens of French descent across the continent consider St. Croix Island as the site where their French ancestral roots took hold in North America in the area their ancestors called Acadié (Acadia). The United States and Canada are cooperating to ensure that this rich heritage is preserved and interpreted on both sides of the international border.

After a series of meetings in the early 1980s between the National Park Service, Parks Canada, and the New Brunswick Historic Sites Administration, the governments of Canada and the United States agreed to seek formal, international recognition of the site’s international significance. In 1982, a memorandum of understanding was signed by the United States Department of the Interior and the Canadian Department of the Environment to recognize the international significance of the island, and to outline a cooperative program for commemorating its international heritage. When the U.S. Congress designated the site an international historic site in 1984, Congressmen Seiberling and Young and Congresswoman Snowe testified that the redesignation “recognizes the truly international significance of Saint Croix Island. . . .”, “will improve the understanding among the people of these great nations. . . .”, and “will enhance the public’s appreciation . . . and help to better pronounce the importance of this site to Canadian and American history.” (Congressional Record. 98th Cong., 2d sess., 1984. Vol. 130, No. 52, H 3158.)

Through the 1982 memorandum of understanding, responsibility for implementing cooperative efforts was delegated to the National Park Service and Parks Canada. The memorandum was reaffirmed in a 1996 amendment stating that development within the international historic site is to be environmentally sustainable, and the publics of both countries are to be consulted during joint planning efforts. Further, the two agencies agreed to “conduct
joint strategic planning for the international commemoration, with a special focus on the 400th anniversary of settlement in 2004." Parks Canada has agreed to provide appropriate French translations of all relevant textual material developed by the NPS.

Looking ahead to 2004, the St. Croix International Waterway Commission (a joint American-Canadian body established in 1987 by the State of Maine and the Province of New Brunswick) has taken the initiative in soliciting ideas from public agencies and citizens on both sides of the international border pertaining to the quadricentennial commemoration of the Saint Croix Island habitation. The commission has offered to serve as a clearing house for ideas until an official international body is established to oversee commemorative activities. The National Park Service has participated in the early stages of this cooperative effort.

The Department of Canadian Heritage (Parks Canada) installed a wayside exhibit commemorating the Saint Croix Island site in 1996. The exhibit is located in New Brunswick, at Bayside (Local Service District) on Route 127, overlooking St. Croix Island. The outdoor exhibit tells the compelling story of the settlement established by French nobleman Pierre Dugua* Sieur de Mons on St. Croix Island in 1604. Using Samuel Champlain's first-hand accounts, period images, updated research, and artwork specifically created for this project, the exhibit interprets aspects of the encounter between the native peoples and the French, life in the settlement during 1604–05, Champlain's coastal explorations, and the present-day international significance of St. Croix Island to Canada and the United States. Parks Canada has created a setting in keeping with the surrounding landscape, and a place where visitors can enjoy the panoramic view while exploring the history of St. Croix Island at their leisure. This Canadian outdoor exhibit fits within a larger system of historic sites interpreting the history of the French in North America, including the Acadians, and the imperial struggles between France and Great Britain. Parks Canada developed the exhibit in consultation with the National Park Service, and one panel describing the Canadian outdoor exhibit will be placed at the National Park Service interpretive shelter at Red Beach.

*Dugua (not du Gua) is the spelling adopted in this document for the name of the founder of the Saint Croix settlement, which is consistent with that adopted at the Parks Canada Saint Croix Island NHS exhibit at Bayside, New Brunswick. The spelling of his title, Sieur de Mons, is here preferred over the more traditional Sieur de Monts, since Mons was an actual place in 17th-century France while Monts was not.
PLANNING BACKGROUND

PLANNING PROCESS

National Park Service planning and environmental impact analysis is guided by a formal public process. The four-step process for Saint Croix Island IHS was carried out by a multi-disciplinary, international team of planners, historians, interpreters, and other professionals. The four steps are:

1. Factfinding
gathering data relevant to site management
2. Analysis
forming alternative site management strategies and analyzing potential impacts
3. Public review
commenting on management proposals and alternatives
4. Adopting a final general management plan, final environmental impact statement, and implementing plans

During Step 1 the National Park Service consulted with the public in the United States and Canada. Data was collected in support of the planning effort. Preliminary planning issues were identified, based on legislation for the site along with existing planning documents. The preliminary issues and ideas about future site protection, interpretation, and development of visitor facilities were then presented to the public during October 1995.

In Step 2 information gathered in Step 1 was analyzed and evaluated in terms of its importance to future management of Saint Croix Island IHS. Four management alternatives for the site were formulated, reviewed, and revised in consultation with other agencies and the public.

During Step 3 a draft general management plan and draft environmental impact statement was prepared and released for public and agency review. The document contained revised management objectives and proposals to address the planning issues identified by the National Park Service and the public. The proposals were organized into four conceptual alternatives. Each alternative was specific about site interpretation and visitor experiences; land protection strategies; visitor services development; staffing; and costs. During the review period, the NPS sought public and agency comments; a summary of the draft was distributed widely and a public meeting was held.

The final plans contained in this document are based on the environmental analysis of the draft general management plan along with public consultation and coordination with appropriate agencies. A record of decision documents the rationale for adopting the general management plan following a 30-day public comment period (see Appendix 9) and completes Step 4.

Rather than a full management plan, Parks Canada prepared a scoping document setting forth the goals and broad specifications for its Saint Croix outdoor exhibit site in New Brunswick. A full plan was not required since there are no external management resources associated with the Canadian property or the 1604–05 settlement.

PLANNING ISSUES

Planning issues were developed at an early stage of the planning process, providing a framework for the planning effort. The issues were further developed through scoping meetings with NPS managers, the public, and interested parties to ensure that the most important issues were evaluated in the environmental impact analysis. As presented in the draft general management plan, the following planning issues were identified.

Island Access

Periodically since establishment of the site, it has been suggested that the NPS provide boat access to the island. In fact, earlier development plans called for development of docks, ramps, and NPS-operated boat service to the island from the mainland shore parcel. Given the fragility of island resources, the appropriateness and feasibility of such development to provide access are important planning issues. The potential effects of visitor use on site resources were considered. Visitor safety was a primary concern,
particularly because of the 7.5-meter (25-foot) tidal range in the St. Croix River.

Facilities
There are currently few visitor services and facilities at the site. Possible facilities might range from outdoor installations (such as wayside panels, trails, and kiosks) to indoor facilities (such as exhibits and multimedia presentations). Potential opportunities presented by these facilities—together with their effects on site resources, visitor experiences, and surrounding environments—required consideration and analysis. Details of maintenance and operation of any such facilities, and their placement in compliance with shoreland zoning regulations, were weighed in these considerations.

Cultural Resources
There is a need to prescribe treatment for the historical (primarily archeological) resources of the site associated with French settlement of 1604–05. Concerns have been expressed about the potential effects of long-term erosion on important resources. The potential for, and effects of, such erosion on important site resources were explored, and alternative solutions proposed.

The St. Croix archeological collections (both historic and pre-historic artifacts) are displayed or stored at disparate locations. There is currently no appropriate facility for displaying artifacts at the site. Means for exhibiting and caring for the St. Croix archeological collections were considered.

There are structures on the site dating from a former light station and the 1904 tercentennial commemoration of settlement. Appropriate treatment of such resources needed to be established in the planning effort. The extent to interpret cultural resources and uses of the site not related to the settlement of 1604–05 was identified as another important planning issue.

Natural Resources
A need to protect and interpret the identified natural resources of the site, particularly in regard to any species of management concern, was identified as an issue early in the planning process.

Land Protection
Where appropriate, the fee-simple acquisition of mainland tracts and the acquisition of conservation easements within the site boundary established by Congress were included as strategies for the protection and visitor use of the site.

Site Interpretation
Current interpretation at the site is limited. Appropriate and compelling interpretation of the site was established as a high priority in order to underscore the site’s international historic significance. This interpretation should include appropriate themes, outreach, and educational programs.

400th-Anniversary Commemoration
Plans are being made to recognize and commemorate in 2004 the 400th anniversary of the French landing and settlement at St. Croix Island. The NPS role, and potential activities and services to be provided at the site, were considered in the planning process. (The NPS will continue to coordinate with local and regional groups, including the St. Croix International Waterway Commission, in planning for the anniversary.)

Planning Data
The studies described below contributed data, analysis, and recommendations to the development of the management strategies presented in the plans that follow this background section.

Archeology
An archeological overview and assessment of Saint Croix Island IHS was prepared by the University of Massachusetts Archaeological Services. The purpose of the project was to describe and assess the known and potential archeological resources of the site. The report includes background information describing the area’s natural
environment, its cultural history from the earliest human occupation to the most recent past, and its occupation by different ethnic groups. The report also describes and evaluates past archeological research and summarizes present archeological knowledge of the site. In addition, it notes the location of relevant resources such as archives, field records, and collections. It also suggests future archeological research topics and priorities (Johnson 1996). The overview and assessment is the most comprehensive and up-to-date document about the archeological resources of the international historic site.

**Structures**
A historic resources analysis was prepared by Goody, Clancy and Associates to document and assess the condition of the existing structures at the site (two buildings and a memorial boulder and plaque). The report includes a description of the setting of Saint Croix Island IHS and its extant resources, an analysis of the significance of the structures, the existing conditions of the structures, and a range of alternative treatments (Goody, Clancy and Associates 1995a).

The NPS surveys and evaluates all cultural resources within the national park system. An inventory is maintained of all above-grade historic and prehistoric structures. The inventory (list of classified structures) for Saint Croix Island IHS was updated in 1996 (NPS 1996a).

**Socioeconomics**
A socioeconomic and visitation analysis was prepared by Goody, Clancy and Associates. It includes a review of the socioeconomic characteristics of Washington County, Maine, and Charlotte County, New Brunswick (1995b).

**Visitation**
The socioeconomic and visitation analysis also provides baseline information on visitation characteristics. It includes a review of current visitation, the size and characteristics of visitor markets in the region; a review of overall trends in tourism affecting visitation; and an assessment of the visitation potential of Saint Croix Island IHS (Goody, Clancy and Associates 1995b). In addition to the analysis, the NPS placed a traffic counter during August, September, and October 1995 to collect visitation data at the NPS mainland site.

**Natural Resources**
The National Biological Survey's University of Maine Cooperative Park Studies Unit has prepared a natural resources inventory for Saint Croix Island IHS to provide a baseline inventory and assessment of natural resources. The inventory includes lists of local flora and fauna, and cover-type distribution maps for both upland and intertidal areas; an analysis of local water quality in the surrounding estuary; and an evaluation of geomorphology, including documentation of coastal erosion at the site. The final report (Cronan, Kelley, Piampiano, et al. 1997) summarizes biological and environmental resources, and assesses natural resource management issues at Saint Croix Island IHS.

Additionally, an assessment of erosion of the south bluff of the island was prepared by the National Biological Survey. A draft report describes the problems associated with erosion on the island, reviews the monitoring design and data available, and presents conclusions and recommendations regarding bluff erosion on the island (Allen 1995).

**Site Interpretation**
A draft long-range interpretive plan for Saint Croix Island IHS was prepared by Apropos Planning according to recently revised NPS guidelines for comprehensive interpretive planning (Apropos Planning 1995). Heritage Partners developed a schematic design for a Saint Croix Island IHS introductory exhibit (Heritage Partners 1997). The Department of Canadian Heritage (Parks Canada) prepared a heritage presentation prospectus for Saint Croix Island IHS, a document outlining the thrust of the interpretive program and visitor services for the Canadian commemoration of the site in New Brunswick. Intended to further and not restrict the design of the Canadian exhibit, the prospectus broadly presents themes, objectives, goals, design criteria, and interpretive concepts...
without going into details of the site or the media to be utilized (Canadian Heritage 1995a).

In preparing the Canadian exhibit, Parks Canada researched and assembled extensive visual resources, including slides and transparencies, as well as original artwork relating to the French settlement and earlier Native peoples’ occupation of the island. The resources are located at the Department of Canadian Heritage Atlantic Regional Office in Halifax, Nova Scotia (Canadian Heritage 1995b).

A feasibility study was conducted by the NPS, with the cooperation of the owners of private land within the boundary, to evaluate the suitability of privately owned structures on Tracts 01-105 and 01-104 for conversion to public use (NPS 1995).

Bibliography
A bibliography for Saint Croix Island IHIS was prepared to provide a knowledge base for the general management planning effort, and for future management of the site. The annotated bibliography was produced using the PROCITE database format prescribed by the National Park Service.

Consultation and Coordination
Consultation and coordination by the National Park Service with the general public, organizations, and agencies is an ongoing process. Following is a summary of contacts consulted regarding recent planning for Saint Croix Island IHIS. Lists of agencies, organizations, and persons are included in Appendix 4, Coordination.

Public Notice
A notice of intent was published in the Federal Register on September 19, 1995, announcing the preparation of a general management plan and environmental impact statement for the site and establishing the public scoping period (Vol. 60, No. 181:48521). Notice of the 45-day comment period on the draft general management plan and draft environmental impact statement was published in the Federal Register on September 17, 1996 (Vol. 61, No. 181:48967). In the same notice, a public meeting regarding the plan and environmental impact statement was announced for October 24, 1996, in Calais, Maine. Notice of availability for 30 days of the final environmental impact statement was published in the Federal Register on March 19, 1998 (vol. 63, No. 53: 13427). National Park Service press releases and media coverage have also notified the public of various aspects of the planning effort.

Open Houses
Public open houses, sponsored jointly by the NPS and the Department of Canadian Heritage (Parks Canada), were held June 14, 1995, in Calais, Maine, and June 15, 1995, in St. Andrews, New Brunswick. The purpose of the Calais open house was to announce the Saint Croix Island IHIS management planning effort and to acquaint the public with the NPS planning process, as well as to gather information about the site and to record potential sources of information (books, maps, references, and expert opinion) which could be helpful to the NPS. The purpose of the St. Andrews open house was to inform the public that Parks Canada would develop an exhibit to be located in New Brunswick overlooking the island, and to ascertain public expectations before proceeding with concept development. Public officials from the two countries attended both open houses and discussed the island and the two planning efforts with interested citizens.

Scoping
Planning issues and preliminary ideas about the future of Saint Croix Island IHIS were presented in a public information poster released in October 1995. The poster served several functions, including: (1) informing the public about the planning process; (2) announcing a 30-day public scoping period and scoping workshop;
(3) providing a forum for mailed public response regarding issues and preliminary alternatives; and (4) providing a guide for the discussion of issues and preliminary alternatives at a public scoping workshop.

Individuals, organized groups, commercial interests, and representatives of local, state, provincial, and federal agencies from both the United States and Canada attended a public scoping workshop hosted by the NPS in Calais, Maine, on October 25, 1995. The preliminary planning issues were considered and the most important ones identified by participants. Public response was also gathered about the preliminary alternatives for site management.

Review of Draft General Management Plan and Draft Environmental Impact Statement

The National Park Service distributed 100 copies of the Draft General Management Plan and Draft Environmental Impact Statement for Saint Croix Island IHS, and more than 1,500 copies of the Summary Draft General Management Plan and Summary Draft Environmental Impact Statement—140 to Canadian addresses, 1,074 to U.S. addresses, and the remainder in face-to-face encounters. In addition, the document was available at the following libraries in Maine and New Brunswick for public review and comment during the review period, October 11—November 25, 1996:

- Calais Free Library
- Peavey Memorial Library
- Porter Memorial Library
- Bangor Public Library
- Jesup Memorial Library
- St. Croix Library
- Ross Memorial Library
- Calais
- Eastport
- Machias
- Bangor
- Bar Harbor
- St. Stephen
- St. Andrews

The four alternative management strategies presented in the Draft General Management Plan and Draft Environmental Impact Statement were: (1) a “no action” alternative maintaining the management status quo, (2) development of an interpretive trail and parking area on the mainland parcel, (3) development of the trail together with parking and a modest visitor contact station on the mainland parcel, and (4) development of the trail and parking by the NPS and development of a regional visitor center in downtown Calais by a group of local, regional, state, and federal partners.

A public meeting was held in Calais, Maine, on October 24, 1996, to answer questions that the public may have had about the draft general management plan and draft environmental impact statement, and to solicit response to the proposals. It was attended by 21 persons. Comments and questions focused on four topics: the alternatives (seven comments), anticipated visitation (seven comments), exhibits (seven comments), and miscellaneous comments (four). As the meeting went on, it became evident that a consensus was building in favor of Alternative 3—NPS Contact Station because it would have on-site NPS staff, and the island is visible from the NPS interpretive shelter, while in Alternative 4—Regional Resource Center, visitors would have to make an additional ten-kilometer (six-mile) or greater trip from a regional center in downtown Calais to get a glimpse of the island from one side of the river or the other.

The NPS received 20 letters from agencies, organizations, or individuals commenting on the Draft General Management Plan and Draft Environmental Impact Statement for Saint Croix Island IHS, 16 comments on the Summary Draft General Management Plan and Summary Draft Environmental Impact Statement from individuals, for a total of 36 written comments.

Written responses heavily favored Alternative 3—NPS Contact Station, over Alternative 4—Regional Resource Center, by a ratio of 22:5 (though some held Alternative 4 in reserve). Maine’s two U.S. Senators, Olympia J. Snowe and William S. Cohen, stated that “[a]dditional efforts are necessary to determine the level of support for a multipurpose, regional visitor center in Calais” (Alternative 4). U.S. Senator Susan M. Collins, who was elected to the seat vacated by Senator Cohen, concurred with that opinion. Detailed discussions of the
written comments can be found in part five of this document, "Final Environmental Impact Statement," and in Appendix 5: Comments and Responses.

The primary environmental issues addressed by the reviewers were: (1) the potential economic impact of Alternative 4 on downtown Calais in particular and Washington County in general; (2) the irreversible historical loss resulting from removal of one or both of the two extant structures from St. Croix River Light Station; and (3) the potential environmental impact on federally-listed-as-endangered American bald eagles, and category-2 candidate Atlantic salmon in the St. Croix River, a species whose proposed listing as threatened depends on obtaining further information.

Review of Final Environmental Impact Statement
The National Park Service distributed 75 copies of the Final Draft General Management Plan and Final Environmental Impact Statement. They were available for a 30 day period from March 20 to April 20, 1998. One written comment was received. The correspondent supported the overall plans for Saint Croix Island IHS.

Native Americans
Native American groups invited to participate in planning the future of Saint Croix Island IHS include the Houlton Band of Maliseet Indians, Indian Township Reservation, Passamaquoddy Joint Council, and Pleasant Point Reservation. The Passamaquoddy responded and reviewed drafts of this document. Consultation with the Passamaquoddy will continue as part of the environmental compliance process and as part of a broader consultation by the NPS with Native American groups in Maine. Parks Canada is coordinating consultation with aboriginal groups in New Brunswick.

Acadians
Consultation with Acadians in New Brunswick is being conducted by Parks Canada, primarily through their Acadian consultative committee. Consultation with Maine Acadians is primarily through the Maine Acadian Culture Preservation Commission and other activities of Acadia National Park's Maine Acadian culture project.

Federal Agencies
Federal agencies consulted during preparation of this document include: Department of Transportation, U.S. Coast Guard, First District, regarding the future of navigation facilities on St. Croix Island; Department of the Treasury, U.S. Customs Service, Portland, Maine, concerning regulations governing access to St. Croix Island from Canadian shores; U.S. Customs, Calais, Maine, concerning traffic counts on the international bridge between Calais and St. Stephen, New Brunswick; Department of the Interior, U.S. Fish and Wildlife Service, Maine Field Office, regarding endangered species at Saint Croix Island IHS, and Moosehorn National Wildlife Refuge regarding regional planning issues; Roosevelt Campobello International Park regarding current and anticipated regional visitation; and U.S. Environmental Protection Agency, Region One regarding compliance with the National Environmental Policy Act.

Parks Canada. The Department of Canadian Heritage (Parks Canada) has been involved throughout the planning process regarding historical, linguistic, and interpretive issues. The NPS will continue to consult and coordinate with Parks Canada regarding international cooperation and the management of Saint Croix Island IHS.

State, Regional, and Local Agencies
State agencies consulted during planning include: the Maine state historic preservation officer and staff of the Maine Historic Preservation Commission regarding historic structures and National Register of Historic Places properties; the Maine Department of Economic and Community Development, Tourism Division, regarding regional planning issues and development of a downtown Calais visitor center; the Maine Department of Transportation regarding exhibit space in the Maine Tourist Information Center building in Calais; the Maine State Museum regarding the St. Croix collections of artifacts; the Maine State Archives regarding photography of historic materials; and the Maine Department of Environmental Protection regarding natural resource issues. The Hancock County, Maine, and Washington County,
Maine, planning commissions were consulted about transportation, economic, and other regional issues.

The City of Calais, Maine, was consulted in general about the desirability of a regional visitor center, and specifically about local zoning regulations. A planner for the Town of Robbinston, Maine, which is adjacent to Red Beach in the city of Calais, was consulted about local planning issues.

**Other Organizations**

Chambers of Commerce in Calais, Maine, and St. Andrews, New Brunswick, were consulted about local and regional planning issues including, in the case of Calais, the feasibility of transferring responsibility for managing Saint Croix Island IHS to the U.S. Fish and Wildlife Service. The St. Stephen, New Brunswick, Tourism Information Center was consulted about regional visitation.

Other organizations consulted include the Maine Publicity Bureau (a private, nonprofit group) regarding an exhibit at the State Tourist Information Center in Calais; the St. Croix International Waterway Commission regarding regional socioeconomic and visitation issues, and the upcoming 400th anniversary of the 1604–05 French settlement; the St. Croix Estuary Project regarding natural resource mapping; the St. Croix Historical Society about historical background issues; the Friends of St. Croix about future management of Saint Croix Island IHS; the Schoodic Chapter, Maine Audubon Society, about planning data and wildlife issues; and the Island Institute regarding camping on St. Croix Island.

**Landowners**

All owners of private property within and adjacent to the site boundary were notified of the planning effort. Three families owning property within the site boundary were specifically consulted about land protection and land acquisition issues, including potential effects of management alternatives on structures listed on the National Register of Historic Places.
HISTORICAL BACKGROUND*

People have lived in the St. Croix River valley for at least 11,000 years. Of those millennia, only the last four centuries are documented through written records. The history of the preceding years can be constructed only through the study of material remains of human behavior (archeology) and through Native American oral traditions. The following brief history focuses on the general vicinity of St. Croix Island as well as the island itself.

PRE-CONTACT PERIODS: THE ARCHEOLOGICAL RECORD

Paleoindian
The first inhabitants of what is now known as the Quoddy area lived in small, mobile groups that gathered and hunted in a land that had only recently been freed from the grip of a massive continental ice sheet. Archeologists call them Paleoindians. They were descendants of the first human population to settle the continent who, it is thought, crossed the Bering Land Bridge to North America 15,000–20,000 years ago and gave rise to almost all of the indigenous peoples of the Americas. Sites of these original pioneers have been found at several locations in Maine and the Maritime Provinces. The fluted points characteristic of Paleoindian hunter-gatherers have been found in the vicinity of Calais (Sanger 1979, 21; 1986,142-143), and in the upper part of the St. Croix River drainage, near West Grand Lake (Kopec 1985).

Archaic
During the next several millennia, the environment of the Quoddy area, and of the Northeast in general, changed from a glacial landscape to what it is today. The Archaic period witnessed the growth of native populations, and the development and florescence of several cultural traditions. Archeological evidence suggests an increase in the expression of ritual, particularly in the burial of the dead, and provides the earliest evidence of the use of marine resources in the Passamaquoddy Bay region.

Ceramic
St. Croix Island contains remains of Native American occupations dating back 3,000 years to the early Ceramic Period. Archeological remains of this culture, known as the Quoddy tradition, abound along the estuaries, bays, and many islands of the Passamaquoddy Bay area. Located near the water’s edge, Quoddy tradition sites typically contain a midden area near the water with a habitation area farther back from the shore. The dwellings appear to have been single-family wigwams built over shallow depressions. Burials are rarely found. Many shell middens date from this period. They bear evidence of an economy strongly oriented toward the sea, at least seasonally (Sanger 1986,149–151).

It was not until the latter part of the 16th century that the North Atlantic coast experienced a significant European presence, although there were sporadic “New World” encounters well before that time. By far the earliest were the Norse, who under the leadership of Leif Eriksson had established a settlement around 1,000 A.D. at a site now known as L’Anse aux Meadows in Newfoundland, predating Columbus by approximately 500 years (Johnson 1996,21).

16TH CENTURY

The Quoddy Area and the Coast of Maine
At the beginning of the 16th century, the St. Croix valley was the center of the homeland of the Passamaquoddy people. The Passamaquoddies, called the Etchemins by the French, are Native American speakers of an Algonquian language very similar to that spoken by the Maliseet, whose homeland includes the St. John River valley (Goddard 1978,70). At the time of first contact with Europeans, the Passamaquoddy were living in summer (perhaps year-round) villages in and around Passamaquoddy Bay. They subsisted by hunting and gathering, focusing particularly on the marine and

*Adapted from Eric Johnson, Archeological Overview and Assessment of the Saint Croix Island International Historic Site, Calais, Maine (Amherst, MA: University of Massachusetts Archaeological Services, 1996), 9–29.
estuarine resources of the St. Croix River, Passamaquoddy Bay, and the Bay of Fundy, as well as the resources of the interior forests, rivers, and lakes.

Despite numerous undocumented claims of European fishermen along the Maine and New England coast prior to 1600, there is overwhelming evidence that they did not arrive until the early years of the 17th century (Churchill 1978, 21, 24–26; Bourque and Whitehead 1985, 330–331), the Dugua expedition being in all likelihood the first Europeans to reach Passamaquoddy Bay. By the mid-1500s the rich waters of the Grand Banks had been discovered (Innis 1940, 12–26). However, claims that early explorers John Cabot and the Conte Reales may have reached the coast of what is now Maine are unsubstantiated. In 1524, Giovanni de Verrazano, sailing for France, met with mid-Maine coast natives (Wroth 1970, 140–141). In 1525, Estavon Gomez, sailing for Spain, explored the Penobscot River, and John Rut, representing England, passed along the coast. But none of these explorers found riches or a route to the Far East. As a result, the region was neglected by Europeans for over a half century (Judd, Churchill, and Eastman 1995, 37–38).

By the late 1500s, colonization was replacing the search for routes to the Orient as a motivation for westward exploration. In 1579, Simon Ferdinando, sailing for the English, visited the coast of what is now Maine, and a year later John Walker, also representing the English, entered the Penobscot River. He saw an Indian lodge along the shore and found 400 dry hides “eightenee foote by the square” (probably moose hides) (Quinn 1940, 2: 310). Long cited by historians as evidence of trade between natives and Europeans, these hides were more likely part of a far more complex trading system emanating from the Cape Breton/Eastern Nova Scotia region. By the last quarter of the 16th century, the Souriquois (later known as Micmacs) were trading with the French and, sailing south in French shallops, with Etchemin, Almouchiquois, and other native groups along the Maine coast. The arrival of Europeans ended the native middleman network within a decade (Bourque and Whitehead 1985, 327–341). There is scant indication of a European presence in Passamaquoddy Bay prior to the Dugua expedition.

In 1598, Troilus de La Roche de Mesgouez settled a group of 20 French “criminals” on Sable Island, a “crescentic sandbank” on the verge of the continental shelf east of what is now Nova Scotia, 11 of the men surviving until removed in 1603 (Clark 1968, 78n). The French built a short-lived fur depot or trading post at Tadoussac on the lower St. Lawrence River in 1599–1600.

**St. Croix Island**

Several Passamaquoddy names for places in the St. Croix River estuary have been recorded. These include Schoodic for the St. Croix River; Mak wam kusk for Red Beach; Muttoneguis, Muttonoguamus, Metanegwis, and Metnegwis for St. Croix Island (Ganong 1945, 22; Kilby 1888, 488). The name Muttoneguis (variously written), suggests ways the natives may have used the island. Among several possible translations, one signifies a place to store things. One native informant in 1746 explained that they left food stores there where they would be safe from animals (Ganong 1945, 23). Aside from this sort of temporary use by the Passamaquoddy, there is no written record of activity on the island. Certainly, the Passamaquoddy visited the island on occasion since it is located within the heart of their traditional homeland.

**17th Century**

**The Quoddy Area**

Early 17th-century European explorers discovered rich, untapped fishing grounds. Several noted the lack of other Europeans along the coast, and all exclaimed about better fishing elsewhere, and the larger fish that could then be caught in Newfoundland. But even these reports, along with Captain John Smith’s highly popular 1615 *Description of New England*, had enticed only 45 fishing vessels to the area in 1623, at a time when over 250 sailed to Newfoundland from England alone (Churchill 1978, 26–27; Preston 1939, 34).
While they were establishing fishing operations, Europeans quickly replaced the Souriquois in trade with native tribes in the region. By the 1620s, year-round trading posts and fishing stations dotted the Maine coast, bringing settlers and dramatic changes to the region (Churchill 1978,28,30-31).

Following up on the explorations and visits of the previous century, the governments of England and France began efforts to establish permanent settlements and secure territories and trading monopolies on the coast of Northeastern North America. Their goal, as stated by Champlain, was “to find a route to China by the north, in order to facilitate commerce with the peoples of the East” (1971,226). Government monopolies on fur trading would be granted to individuals or groups of investors in return for their efforts to establish permanent settlements in the region.

The effects of the subsequent fur trade on native society were far reaching, altering traditional technology, personal adornment, and folk rituals. Hunting focused increasingly on fur bearers, especially beaver, often at the expense of important food animals, leading to overhunting and depletion. Traditional cycles of labor were altered to make more time for processing furs. Political systems were thrown out of balance by increasing competition between groups for trapping grounds and access to traders. Finally, increased contact with Europeans brought diseases to which Native Americans had no immunities.

The Souriquois, who had been in regular contact with Europeans well before 1600, had suffered early from various epidemics. One Native told Jesuit Pierre Biard that once they had been “as thickly planted there as the hairs upon his head,” but had suffered a severe decline since the French arrived (Thwaites 1896–1901,3:105). Soon after, an increased European presence on the west and central coasts of what is now Maine brought disease to those regions, as well as to Massachusetts, with outbreaks in 1617 and again in 1634. Regrettably, these would not be the last (Salisbury 1982,101–102,267–268; Spiess and Spiess 1987,71–83).

Between the French and Souriquois to the east and the English and native populations to the west lay the Quoddy area, the homeland of the Passamaquoddy, then called Etchemin, who lived on the St. Croix River, the “River of the Etchemin” (the name Passamaquoddy first appeared in 1692). They were small in number, Jesuit Pierre Biard indicating that there were only 2,500 Etchemin between the St. John and Penobscot rivers in 1611, living in migrating hunting-gathering groups (Thwaites 1896–1901,3:111).

Although closely allied to the Souriquois through early historic times, the Passamaquoddy may have been fortunate in being sparsely settled, off the major lines of trade, and distant from major fishing grounds. Despite these factors, documentation suggests that they, too, may have suffered the devastations of the early epidemics, though this is not wholly clear (Thwaites 1896–1901,1:177;3:105,107).

What is clear, however, is that despite attempts by Capuchin missionaries to Christianize and “civilize” the natives of the region now called Eastern Maine in the 1630s and 1640s (Candide 1927,30:185; 336, 227), Jesuit reports from the mid-1670s indicate that the natives of that region still practiced traditional religions and lived far more traditional lifestyles than those in closer contact with Europeans (Thwaites 1896–1901,60:262).

Generally out of the mainstream of early European exploration, the Passamaquoddy found their territory the site of a major European effort to establish a settlement in the “New World.” In an attempt to establish French title in the region, in 1603 soldier-courtier Pierre Dugua Sieur de Mons received Letters Patent for exclusive trading rights in New France. With this privilege came responsibility for colonization, and the title of Lieutenant-General of La Cade (Acadia), the name given to a territory between 40 and 46 degrees latitude north (between present-day Philadelphia and Cape Breton). There are two theories regarding the origin of the name. One attributes it to the explorer Verrazano, who, in 1524,
named the coastline of the present-day Middle Atlantic states “Arcadie,” romantically evoking the beauty and innocence celebrated in classical Greek poetry. The more plausible theory is that Acadie derives from a Micmac word rendered in French as -cadie, meaning “a piece of land,” generally with a favorable connotation (Clark 1968,71). The word -cadie is found in many present-day place names such as Tracadie and Shubenacadie in the Canadian Maritime Provinces, and Passamaquoddy, an English corruption of Passamacadie. Virtually all French references to Acadia from the time of the first significant contacts with the Micmac people use Acadie (without the Arcadian “r”).

Pierre Dugua, a Huguenot (French Protestant), had five French vessels outfitted in 1604; three sailed up the St. Lawrence to trade for furs, while two proceeded to Acadia. The expedition’s flagship, the Bonne Renommée, carried Dugua and several gentlemen adventurers, including Samuel Champlain, a skilled mapmaker and chronicler, to the shores of Acadia. Others aboard included soldiers, skilled artisans, sailors, and laborers. A diverse group, the company included both Protestants and Roman Catholics, priests and ministers (Ganong 1945,75).

The search for a suitable site for the settlement was delayed by having first to enforce Sieur de Mons’ trade monopoly, then to explore the coastline. After many stops, the company arrived in Passamaquoddy Bay in late June. The men explored a river whose tributaries appeared to join in the shape of a cross. Sieur de Mons named the island below the confluence Île Sainte-Croix, and chose to establish a habitation upon it because of its good anchorage, defensibility, and central location in Acadia.

St. Croix Island
The French quickly set about constructing a settlement. They cleared the island, planted crops, dug a well, and built houses, public buildings, fortifications, and gun emplacements. On the mainland, they cleared land and planted gardens, and began constructing a water-powered mill. Near the head of a small cove they made charcoal (identified on Champlain’s map as “the place where they had charcoal made”). The men constructed several huts or simple shelters in these locations (Ganong 1945,38; Riley 1949,76–77,145).

Champlain left a remarkable record of the 1604–05 settlement. He described the different groups of Native Americans encountered during their voyages, as well as the challenges of sowing grain and nurturing gardens over a dry summer. He drew a plan of the Saint Croix habitation showing the locations and configurations of the buildings, fortifications, gardens, and other elements of the settlement. Other details were given by Lescarbot (1928,32), and these have been interpreted by later scholars (Ganong 1945; Riley 1949; Snell 1975,5–6). The core of the settlement consisted of 19 wooden buildings surrounding a space approximately 53 meters (175 feet) on a side on the north end of the island (Snell 1975,5). A description of the known structures is given in the following paragraphs.

The first building erected was a large storehouse 18x6 meters (60x20 feet), 3.7–4 meters (12–13 feet) high, at the settlement’s northeast corner, near the northern end of the island (Ganong 1945,41–43; Richardson 1946; Snell 1975,5). Sieur de Mons’ house was built next, immediately south of the storehouse. This one-and-a-half-story house was built by skilled carpenters, with a brick chimney and having a square footprint of approximately 6 meters (20 feet) on a side (Lescarbot 1928,32; Snell 1975,5). East of these structures was a gallery approximately 13.7 by 6 meters (45 by 20 feet); this was used in bad weather for activities that would ordinarily take place outdoors. These three structures were a gallery approximately 13.7 by 6 meters (45 by 20 feet); this was used in bad weather for activities that would ordinarily take place outdoors. These three structures were connected by a palisade approximately 2.6 meters (8 feet) high, creating a fort (Snell 1975,5). West of the fort were two structures: the northernmost was the Swiss soldiers’ house, described as “great and large” (Lescarbot 1928,32). South of this was the carpenters’ house. Champlain’s map also illustrates houses for other members of the expedition, a blacksmith shop, well, bakery oven, kitchen, and chapel.
The nature of the construction of these buildings has been a matter of debate. Champlain’s map shows rectilinear structures with gable or hip roofs. His and Lescarbot’s (1928,32) accounts describe Sieur de Mons’ house and the storehouse as well-made, but give few specifics on the other dwellings. Ganong (1945,66) suggests that the former were made of timbers and other elements brought from France, that the other buildings were simple log huts or wigwams, and that Champlain’s map is idealized. Snell (1975,3) argues that the French were not so naive as to bring prefabricated wood houses to the well-wooded shores of eastern North America and that the colonists included skilled carpenters who could have constructed well-made buildings from locally available materials. He notes that some features such as windows, doors, ornamental elements, and bricks may have been imported.

As the settlers built their village, they were visited by members of the local Etchemin communities. Relations appear to have been amicable, and several Native parties made temporary camp on the island, and assisted the colonists in various endeavors (Lescarbot 1928,24—25).

At the end of August, the larger ships returned to France, leaving 79 men on the island with smaller vessels, one of which, a barque, Champlain used to explore the coast of Normebegue (Norumbega) south from St. Croix to what is now called Muscongus Bay, Maine, on a voyage lasting from September 2 to October 2, 1604 (Ganong 1945,49; Champlain 1971,280,299). By the beginning of October, all the dwellings had been finished, and gardens had been planted. The soil was fertile, but so sandy that the plants dried out. Snow fell early in October, and ice began floating down the river in the beginning of December. The cold was intense, snow was deep, and fresh food, water, and firewood were scarce. The men could reach the mainland only with great difficulty because of the dangerous, ice-choked river. Scurvy, or possibly general malnutrition, set in; by winter’s end, almost half of the company had died; more than 20 others were seriously ill.

The settlers were never attacked; no European rivals appeared, and relations with the local Native peoples were reported as peaceful. The biggest danger was the island’s exposed location and the winter weather. Passamaquoddy tradition holds that their people attempted to bring supplies to the island during the winter and were fired upon by the French (Fredrick Moore, in an address at the dedication of the Parks Canada Saint Croix Island IHS exhibit, August 17, 1997).

By spring, mild weather brought relief from the harsh conditions. Native peoples arrived with fresh game. In mid-June a supply vessel arrived from France. Sieur de Mons resolved to relocate his colony to a more favorable setting. The settlers dismantled the structures they had built (with the exception of the storehouse), loaded all the timbers onto the ship, and left the island (Champlain 1967,56; Lescarbot 1928,55–56). Three of the St. Croix Island survivors, including Champlain, joined new recruits to cross the great bay to an area Champlain had named Port Royal during explorations the previous year. The lessons learned at St. Croix Island were put to good use, and a more promising foothold for the fledgling colony resulted. The original Port Royal habitation survived for two years, 1605–07, until Sieur de Mons’ trade monopoly was withdrawn, at which time Champlain led a company that went on to found Quebec in 1608, a French settlement that has endured to this day.

St. Croix Island was revisited several times by the inhabitants of Port Royal. In the fall of 1606, Champlain and Sieur de Poutrincourt stopped there briefly and noted that the gardens planted two years earlier were producing wheat and vegetables (Champlain 1667,89). The following summer, Lescarbot visited the island and reported finding complete buildings, barrels, and a large quantity of salt (Lescarbot 1928,133–134). This suggests that not all of the buildings had been dismantled when the settlers left the island in the spring of 1605.

The French trader and fisherman Captain Platrier spent the winter of 1611–12 on St. Croix Island (Ganong 1945,79–80). There are no records of structures or other material remains associated with his stay. It is possible that
AGENTS ON CHAMPLAIN'S PLAN OF THE SETTLEMENT ON STE. CROIX ISLAND, WITH COMMENTS.

A.—THE SIEUR DE MONTS' DWELLING.
According to Lescarbot (ii. 255), this building, with the storehouse C, was constructed of "fair sawn timber," which must have been brought for the purpose from France. The other buildings were evidently no more than log-houses or huts. Lescarbot visited this settlement two years after it was completed in company with those who had helped to build it; his authority is therefore of the best.

B.—PUBLIC BUILDING WHEREIN WE SPENT OUR TIME WHEN IT RAINED.
Lescarbot describes it as a covered gallery.

C.—THE STOREHOUSE.
This was so solidly built that it was not thought practicable to remove it when next year the settlement was transferred to Port Royal.

D.—THE DWELLING OF THE SWISS.
They were presumably Swiss mercenaries taken as the professional soldiers of the expedition. Lescarbot (ii. 255) says this building was large and spacious.

E.—THE BLACKSMITH SHOP.

F.—THE CARPENTERS' DWELLING.
This letter, with N, is omitted from Laverdiere's copy of the map.

G.—THE WELL.
An old well, locally reputed French, is still to be seen in the position marked on the modern map, but it cannot possibly answer to the one shown upon this plan.

H.—THE BAKE-HOUSE WHERE THE BREAD WAS MADE.

I.—THE COOK-HOUSE.
It was probably given its overhanging position for convenience in disposing of the kitchen refuse. Presumably the public building, B, served also at times as a dining-hall.

L.—GARDENS.

M.—OTHER GARDENS.

N.—THE PUBLIC SQUARE WITH A TREE IN THE MIDDLE OF IT.
If our modern plan is accurate, this tree must have stood on a flat rocky ledge; but trees often stand thus in the forest, extending their roots to the soil beyond.

O.—PALISADE.
Apparently the storehouse, the public building, Monts' residence, and the buildings R were joined together by palisades in order to form an inner line of defence in case of need. Lescarbot (ii. 255) speaks of the "Fort," inside which were the dwelling of the Sieur de Monts and the storehouse, while the other buildings stood outside in the manner of a suburb.

P.—DWELLINGS OF THE SIEURS D'ORVILLE, CHAMPLAIN, AND CHAMPAIN.
Lescarbot (ii. 255) states that the dwelling of these important persons was opposite the storehouse, and as the residences of Champlain and De Monts would naturally be close together, I infer that the engraver has transposed his letters, and that P belongs where stands K, this being the residence of Champlain. In recent times the belief has become current locally that the name Devils Head, for a prominent headland near by, is a corruption of D'Orville's Head, but this guess is quite negatived by the fact that the former name appears in the earliest records.

Q.—DWELLING OF THE SIEUR BOULAY, AND OTHER WORKMEN.
This letter was intended, I take it, to stand much closer to the building next above V, the only one not otherwise designated by a letter. The Sieur Boulay later became Champlain's brother-in-law.

R.—DWELLINGS WHERE LIVED THE SIEURS DE GENESTOU, SOURIN, AND OTHER WORKMEN.
According to the note under P this letter R should stand where the plan has P.

Samuel Champlain's plan of the St. Croix habitation (Champlain Society, Toronto and by permission of the Houghton Library, Harvard University)
This roll of names recalls the list of the heroes in Homer, for most of these also are mentioned but once and find no other record in history.

V.—The Dwelling of our Priest.

X.—Other Gardens.

Y.—The River which surrounds the Island.
he and the four other members of his party made use of the remaining structures from the 1604–05 settlement. In the summer of 1613, Captain Samuel Argall of Virginia embarked on a campaign to drive the French from the Bay of Fundy. He arrived at St. Croix Island, burned the remaining structures, and confiscated the salt (Ganong 1945,80–81).

In 1632, the island became part of land granted by the King of France to Isaac de Razilly, who died before visiting it. After 1632, the name St. Croix Island disappeared from maps and documents. Although a few Acadian settlers lived in the Quoddy area towards the end of the century and in the early part of the next, none are known to have lived on the island (Ganong 1945,82).

18TH CENTURY

The Quoddy Area

Because it was remote from English and French settlement cores, the Quoddy area’s Native peoples were less subjected than many groups to pressures of encroachment until late in the 18th century. For most of the century, the major Passamaquoddy settlement was Kwenaskwammok (St. Andrews). Small numbers of Acadian settlers also inhabited the area.

For most of the 18th century, Britain and France struggled for control of the region, which was claimed by both countries. Beginning in 1755, the Acadians were deported from British-controlled areas to the east. (Peninsular Nova Scotia was ceded to Great Britain by the Treaty of Utrecht at the end of Queen Anne’s War [Edwin Atlee Garrett IV, October 21, 1996], and at the end of the Seven Years’ War in 1763, France ceded Acadia to Great Britain.)

The Passamaquoddy became more of a political force in the region during this century. In the mid-1700s they joined with other Northeastern communities in the Wabanaki Confederacy (Erickson 1978,132). They sided with the Americans in the War of Independence, turning back a British invasion at Machias in 1777 (Brodeur 1985,70).

Anglo-American settlement along the St. Croix River estuary began in the 1760s, and Calais was first permanently settled in 1779. Most early settlement was on the St. Stephen, New Brunswick, side of the river, where a large contingent of Loyalists settled in 1784 (Wright 1955,202). Washington County was organized in 1789, as part of the Commonwealth of Massachusetts, and Calais was designated Township No. 5. By the end of the century, the (Euro-American) population of Calais was less than 100, while several hundred resided in St. Stephen, New Brunswick, and vicinity (Knowlton 1875,17,30,40).

The first Euro-American settlers of the Quoddy area pursued farming, animal husbandry, fishing, trading, and lumbering. They cleared land and built sawmills beginning in the 1780s. By the end of the century, shipbuilding had begun at St. Stephen, New Brunswick (Knowlton 1875,19–20,31).

The encroachment of Loyalist settlers drove the Passamaquoddy from Kwenaskwammok to Indian Island in Passamaquoddy Bay in 1784. When the island was assigned to the British, the group moved to Sipayik or Pleasant Point, on the American side of Passamaquoddy Bay. In 1794, the State of Massachusetts signed a treaty with the Passamaquoddy that gave the tribe reservations at Pleasant Point and Indian Township totaling approximately 23,000 acres, as well as 15 islands in the St. Croix River (Brodeur 1985,69–70; Continental-Allied 1972,5; Erickson 1978,124–125).

St. Croix Island

In the late 1700s, St. Croix Island figured prominently in determining the boundary between the newly independent United States and British North America. At the time of the boundary dispute, St. Croix Island was called Doceas’s Island. This name, later written as Dochet and pronounced “Do-shay,” is thought to have commemorated a local woman named Theodosia who had a connection with the island. This name remained the preferred local name into the early 20th century. The island was also referred to as Bone Island, as early as 1772, a name
which may have derived from skeletal material eroding from the cemetery area (Ganong 1945,16—20).

The Treaty of Paris (1783), which ended the American War of Independence, established the St. Croix River as the boundary between the United States and British North America. However, the two sides disagreed about which of the many coastal rivers was the St. Croix. Finally, in 1794, the United States and Britain organized a commission to ascertain which river was the St. Croix by identifying the location of the de Mons settlement. In 1797, Robert Pagan, guided by Champlain’s map and written description of the settlement, visited Doceac’s Island. He found that the island’s location and configuration were in agreement with Champlain’s account. Further, Pagan found four distinct “piles of ruins agreeing in their situation and distances from each other with the spot at A, as laid down in that [Champlain’s] plan.” Digging into the piles, he found several courses of stone laid in clay mortar, as well as charcoal, a stone pitcher, and bricks. Later that month, Pagan returned with a larger party and uncovered another pile of ruins, as well as ceramics and metal objects. Later that same year, Thomas Wright, the Surveyor-General of Isle St. John (Prince Edward Island), accompanied by Pagan and others, visited the island. After clearing away trees and debris, Wright examined the foundation of a building (6x20 meters, 20x66 feet); this was presumably the storehouse. Wright also identified four collapsed chimneys of brick and/or stone, possibly associated with the 1604—05 French settlement. This evidence convinced the commission that Doceac’s Island was indeed the Île Sainte-Croix of Sieur de Mons and Champlain (Ganong 1945,85—92). Neither Pagan nor Wright mentioned any evidence that the island was settled at this time.

19th Century

The Quoddy Area

In 1806, Township No. 5 was given the name Calais; in 1809 it was incorporated as a town, still part of Massachusetts. Population in 1810 was 372. By 1820, the population of Calais was 418, and that of St. Stephen, New Brunswick, was probably twice that number. After 1820, the region in general experienced a period of rapid growth. Calais’s population grew more than fourfold during the next decade, and St. Stephen grew at a similar pace. By 1840, the population of Calais was 2,934. During the next decade the town nearly doubled again in size, and by 1850 it had surpassed its neighbor and become incorporated as a city. Calais continued to grow, albeit at a slower pace, through the remainder of the century. By 1900 its population had peaked at 7,655 and that of St. Stephen numbered slightly over 2,800 (Canada, Dominion Bureau of Statistics 1953,6-6; Knowlton 1875,40 43,47,58,187; U.S. Census Bureau 1811,4a; 1921,324; Varney 1881,152).

The century began with a boom in local lumbering, with the erection of new sawmills, and increasing exports of timber products. Shipbuilding began at Township No. 5 (Calais) in 1803. The first roads were constructed at this time, including a road built in 1811 between Calais and Robbinston that paralleled the south bank of the St. Croix River, passing by St. Croix Island. The War of 1812 brought economic decline to the American side because of the British blockade. There was, however, no armed conflict between the people of Calais and St. Stephen, although small contingents of troops were stationed in each town. After the war, Calais recovered slowly. St. Stephen continued to prosper throughout the decade. Here, economic activity focused on agriculture, and was generally very successful (Knowlton 1875,52 54,57—58). After 1820, when the State of Maine was admitted to the Union, a renewed growth in the lumbering industry spurred further infrastructure development, housing construction, and population growth. Railroads connected Calais to other parts of Maine beginning in 1851, and linked St. Stephen to other parts of New Brunswick beginning in 1867. Shipbuilding continued to grow in both Calais and St. Stephen, with occasional periods of depression (Knowlton 1875,58,161-162, 176—177). It was a thriving industry until it declined late in the century, as the era of “tall ships” came to an end.
Lumbering mills, axe and saw factories, and grain mills were in operation during the century. Other manufactures included bricks, bedsteads, brooms, and plaster.

In the mid-19th century, an industrial and commercial center developed at Red Beach. Red Beach Cove (Plaster Mill Cove), the site of the mainland parcels presently administered by the National Park Service, became the focus of much of this development.

During the latter part of the century, the Red Beach Plaster Company manufactured fertilizer and construction plaster at Red Beach Cove, near the site of the present interpretive shelter. The company grew from a small mill in 1846, to a large operation employing as many as 100 workers in the late 1890s. Following this peak, the operation gradually declined (Johnson and Wilson 1976,13; Snell 1975,12).

A granite-quarrying industry also developed at Red Beach and encouraged the growth of the village there. Granite quarrying began in the 1830s, and offices of several granite-producing companies were located at Red Beach Cove. Locally, the most important of these was the Maine Red Granite Company, which was organized in 1876. The company built a polishing facility near the site of the plaster mill at Red Beach Cove (outside the NPS mainland parcels). During its peak years it employed up to 60 workers, many of whom were immigrants from the Aberdeen area of Scotland, from England, and from Ireland (Johnson and Wilson 1976,14,17; Loendorf 1976; NPS 1977; Varney 1881,152).

The Quoddy area witnessed further immigration during the 19th century. Among the new settlers arriving in the area were a group of Celtic-speaking Highland Scots, who settled in St. Stephen in 1804 (Knowlton 1875,45). Many immigrants arrived in New Brunswick and New England during this century. Most of the new arrivals were from Scotland, England, and Ireland. For example, in 1881, Charlotte County counted more than 1,500 Irish immigrants, and more than 500 from England or Scotland in a total population of 26,571. In addition to the immigrants, there were more than 8,500 Canadian-born citizens of Irish descent, more than 8,000 of English ancestry, and more than 4,800 of Scottish heritage (Canada, Department of Agriculture 1882,222–223,320–321; Canada, Dominion Bureau of Statistics 1953,6–6). Although by 1881, Irish-Canadians made up the largest ethnic group in Charlotte County (>38%), records show that more than 89% of the county’s population was Canadian born, suggesting that immigration had slowed considerably by that time (Canada, Department of Agriculture 1882,222–223,320–321).

As Red Beach and Calais became one of the major granite-producing regions in Maine, workers and owners soon became embroiled in typical conflicts over wages and working conditions. The union movement grew in the 1880s and 1890s. A Knights of Labor lodge was formed in Calais in 1886; a Granite Cutters’ Union local was organized in Red Beach in 1890. Owners formed a Granite Manufacturers’ Association that same year. The struggle culminated in a lockout of Granite Cutters’ Union members in May 1892, which apparently broke the union (Johnson and Wilson 1976,20–21).

The Passamaquoddy people survived the period of rapid development early in the century, with 379 Passamaquoddy recorded in the Census of 1825 (U.S. Census Bureau 1853,379). But the 19th century was a very difficult period for the original inhabitants of the St. Croix valley. Although their numbers slowly increased during this period, they lost thousands of acres of their reservation land base on Pleasant Point and in Indian Township. Passamaquoddy say they still have 15 islands. This happened despite the treaty that granted them these remnants of their homeland in perpetuity (Brodeur 1985,69–70; Continental-Allied 1972,5). During this period of exploitation, neglect, and discrimination, some Passamaquoddy continued fur trapping for a living. Others made baskets, axe handles, or other wooden utensils for sale, or hunted porpoise and other marine mammals in Passamaquoddy Bay. These activities continued to be

St. Croix Island

By the beginning of the 19th century, St. Croix Island was still most commonly referred to as Dochet Island, a name it had acquired during the previous century. Other recorded names for the island include Neutral Island (after 1812), Great Island or Big Island (after 1820), Bone Island (before 1831), and Demonts Island (after 1866). The Passamaquoddy name Muttoneguis was still used during the early 19th century; it appears on an 1802 map of Maine (Ganong 1945,19-22; Snell 1975,9).

Records of permanent settlement on the island begin in the early 1800s with John Hilliker and his wife. The Hillikers did not own the island, and no structures have been recorded in association with their occupation. Both are reputedly buried on the island. Their graves are described as "rude unlettered stones" visible "near the lighthouse" as late as 1903 (Ganong 1945,98-99).

During the War of 1812, when British-American trade was prohibited, the island was reputedly used for smuggling. It was during this time that it became known as Neutral Island. At that time, when Hilliker was living on the island, a wharf existed at Treat’s Cove, on the southwestern end of the island (Ganong 1945,20; Snell 1975,9-10).

In 1820, John Brewer of Robbinston, Maine, acquired the island. The Hillikers may have remained on the island as Brewer’s tenants. In 1826, Brewer sold the property to his brother Stephen Brewer of Northampton, Massachusetts; there were a farmhouse, a barn, other outbuildings, and a wharf on the southern portion of the island. Stephen Brewer owned the land but did not reside on the island. Sometime between 1830 and 1855, the island was occupied by the Mingo family, who were fishermen, but also kept gardens and orchards on the island. The Mingos built stages for curing fish there as well. At this time, much of the island was cleared, and the ruins of the 1604 settlement were said to be clearly visible. Between 1839 and 1855 the Mingos left the island, and it was inhabited by a resident named Treat (possibly also a fisherman), another named Chase, and later by a resident named Thompson, who kept a "public house." Chase and Thompson demolished the outbuildings and possibly the barn for firewood. They lived on the island until about the middle of the 19th century, when the light station was constructed (Ganong 1945,101-102).

Stephen Brewer owned the island until his death in 1855. His heirs sold the northern portion of the island to the U.S. government in 1856 for use as a light station, and kept the southern portion, with the house and other buildings, until 1869. The property was then sold to Charles H. Newton, Joseph A. Lee, Herbert Barnard, and Benjamin F. Kelly. These men and their families would continue to own the southern part of the island until 1967 (Snell 1975,10-11). During the middle years of the 19th century, the island was used as a sand quarry. Some sand was taken from the northeastern part of the island; other sand may have been taken from the island’s southern end, where the sand is deeper. In any case, the quarrying appears to have ended by 1865. During this period, workmen excavating at the island’s southern end (perhaps in sand quarrying) uncovered five small cannonballs; these are thought to have been associated with the 1604-05 French settlement. It was also reported during this time that many pieces of "French brick" were visible, and that visitors removed a great many of them (Ganong 1945,9,40,103).

By the middle of the 19th century, Calais had become a busy port and the St. Croix River estuary had become a busy thoroughfare. In 1853 more than 1,500 vessels (not including steamboats) used Calais harbor (and the St. Croix River). The need for a lighthouse was recognized because the river was difficult and treacherous, especially at night and in the often foggy conditions on the river. St. Croix Island in particular, which was in the center of the river, was the scene of many wrecks (Snell 1975,16-17).
The St. Croix River Light Station was built in 1856. The house was a one-and-a-half-story wood frame building, 7.3 by 7.9 meters (24 by 26 feet), with a basement, interior brick chimney, and a light tower at the southern end of the roof. A single-story, wood frame barn was constructed north of the lighthouse (Snell 1975,22–24,38). The light station functioned into the 20th century, with the exception of a 10-year period (1859–1869) during which it did not operate but may have remained inhabited.

20TH CENTURY

The Quoddy Area

Today, the Quoddy area remains largely rural, with small urban centers on the St. Croix River at Calais and St. Stephen. The local economy now centers on fishing, blueberries, wood products, light manufacturing (e.g., shirts and chocolate), tourism, recreation, and retail. The lumber industry that thrived in the 19th century has declined since the turn of the century. This decline is reflected in the shrinking populations of Calais and Washington County (Isaacson 1970,287; NPS 1977,4–5).

Red Beach’s industrial base has disappeared entirely. The Maine Red Granite Company began to decline early in the century and closed by the 1920s. After a slow decline, the Red Beach Plaster Company closed in 1926 when a fire destroyed the mill, company store, bridge, wharf, post office, and other buildings. In the mid-1960s, U.S. Route 1 was relocated to its present location, causing further destruction to the site. Today, some stone foundations in the NPS shore parcel, and the remains of wharves in Red Beach Cove, are the only visible remnants of what was once a busy industrial and commercial center (Johnson and Wilson 1976,12–13,23–24).

For the first half of the 20th century, the Passamaquoddy continued to endure one of the lowest standards of living in the United States, and were subject to individual and institutional racism and discrimination. For example, they were without voting rights in Maine elections until 1967 (Continental-Allied 1972,5). From Calais and other Maine cities, many moved back to reservations in Indian Township and on Pleasant Point; others moved to the Penobscot Reservation at Old Town, Maine, and still others moved to industrial areas of Connecticut and Massachusetts. In 1910, the Passamaquoddy numbered only 386 (Erickson 1978,125–126), and it was widely believed that they, like other Native groups, were on the verge of extinction. Instead, the tribe has endured, its population has tripled (1,200 in 1970 [Continental-Allied 1972]), and its language, traditions, and folklore have survived (Michelson 1935,85). The Passamaquoddy maintain cultural exhibits in the tribal museum on the Pleasant Point Reservation near Eastport, Maine.

During the 1970s, the Passamaquoddy experienced a profound economic and cultural revitalization. The highlight of this revitalization came when Congress granted the Passamaquoddy and Penobscot an unprecedented land claims settlement that provided land and funds needed for economic independence and cultural revitalization (Brodeur 1985). Today, Passamaquoddy language is taught in the reservation school. The tribe has reacquired large tracts of their homeland, and has become successful in the blueberry industry, and in the production of cement and concrete (Brodeur 1985,131,147; Erickson 1978,126,134–135).

St. Croix Island

On June 25, 1904, the 300th anniversary of the French settlement at St. Croix was celebrated with ceremonies on the island. Three ships flagged out for the occasion—the USS Detroit, the French cruiser Troude, and HMS Columbine—anchored off the northern end of the island; ceremonies were held in a large tent over which the flags of the three nations flew; speakers included the consul general of France and U.S. General Joshua Chamberlain, “the orator of the occasion”; and a commemorative plaque was placed on a large boulder (now known as the memorial boulder) near the north end of the island. Several thousand people attended the island celebration. Other tercentennial commemorative events were held at Port Royal, Nova Scotia; Saint John, New Brunswick; and Calais, Maine (Vroom n.d.,33–36; NPS 1997,10; St. Croix Historical Society 1995,7).
Several alterations were made to the lighthouse and its surroundings during the early part of the century. In 1957, the lantern was removed from the lighthouse, a beacon was placed in a "cubular" metal tower constructed a short distance to the south, and the lighthouse was closed (Snell 1975,2,32, 33,35,37). In 1976, a fire destroyed the lighthouse, barn, and bell tower, leaving the 1885 boathouse and 1906 brick oil house the only remaining buildings on the island.

In 1949, Congress authorized that St. Croix Island be dedicated as a national monument (see the "Legislative History" section below). During the 1950s, 1960s, and 1970s, the historical resources of the island were documented, including archeological resources dating from the 1604—05 French settlement, Native American use, and the light station complex (Hadlock 1950; Harrington 1951). More recently, the mainland parcels have been surveyed for significant archeological resources related to the granite and plaster industries (Johnson 1976).

Legislative History

In recognition of the historic significance of the area, St. Croix Island was authorized by the United States Congress as a national monument on June 8, 1949, "for the benefit of the people of the United States" (63 Stat. 158). Over the next 18 years the National Park Service acquired property from the U.S. Coast Guard and private owners. Jurisdiction of the light station on the northern part of the island was transferred from the U.S. Coast Guard to the National Park Service in 1958 (Letter from G. E. Unsinn, Commander, First Coast Guard District, to The Director, National Park Service, August 7, 1958). Following protracted title work, the remainder of the island and 6.4 hectares (18.7 acres) on the mainland were donated by the heirs of H. N. Parker to the federal government in 1967.

St. Croix Island was formally dedicated as a national monument on June 30, 1968. On September 25, 1984, the national monument was redesignated by the United States Congress as Saint Croix Island International Historic Site “in recognition of the historic significance to both the United States and Canada” (98 Stat. 1615).
This section presents the existing, or baseline, environment of Saint Croix Island IIHS. It describes the environmental resources of the area that would be affected by the actions proposed in the general management plan. The resources described are primarily those that are significant to the planning issues described in an earlier section, and that provide background information required for the analysis of environmental impacts. The descriptions pertain primarily to the area within the boundaries of Saint Croix Island IIHS; however, descriptions of the socioeconomic context, zoning and land use, and visitation analysis necessarily describe the resource within the international historic site’s broader geographic context.

**Cultural Resources**

**Archeological Resources and Collections**

Archeological research has been conducted on St. Croix Island on three different occasions, in 1797, 1950, and 1968–69. Two projects investigating the archeological resources of the two mainland parcels were undertaken in 1976. The research has been described in a number of reports issued over the years, and is summarized in an archeological overview and assessment of Saint Croix Island IIHS excerpted below (Johnson 1996). Documented archeological resources include sites, structures, and features. In addition, potential archeological resources are suggested by historical information. Finally, collections offer another kind of archeological resource.

In-situ archeological resources of St. Croix Island include:
- traces of the 1604–05 settlement, including the foundations of the storehouse and the floor of Sieur de Mons’ residence
- grave sites where 23 of the 35 French burials have been found
- traces of Native American occupation going back 3,000 years
- remnants of 19th-century farming and coastal light station activities

The most thoroughly documented and archeologically tested resources of the island are those associated with the French settlement of 1604–05. These resources consist of traces of the settlement, and the cemetery area. The discrepancy between the number of burials located and the men reportedly buried there may be explained by the loss of some of the burials to bank erosion. Alternatively, or additionally, some burials may have been disturbed by the construction of the house, barn, and outbuildings on the island’s southern portion during the 19th century, and others may lie outside the excavations and have been missed. Both the structures and the grave site areas have been tested extensively, although not completely, and both retain in-situ components.

Later French activity, such as the 1611–12 occupation by Captain Platrier, is not clearly documented archeologically, and may be difficult to separate from the 1604–05 occupation if structures were reused. Remains of Platrier’s occupation should be considered part of the site’s archeological potential.

On the island, limited testing was conducted of the two components not related to the French settlement: a small Native American site, and the remnants of early 19th-century farming, fishing, and light station activities. The Native American site was partially excavated; artifacts recovered included a variety of chipped stone bifaces, chipped stone implements, cores and flakes, ground stone implements, and ceramic fragments. The artifacts are thought to be from two distinct components, and are estimated to be between 2,000–3,000 and 1,000–1,500 years old.

Archeological resources have suffered over the past 400 years from attrition, looting, landscaping, quarrying, archeological testing, and erosion. Loss of integrity began when the French settlers themselves dismantled most of their settlement in the spring of 1605 to take what was useful to help found a new settlement at Port Royal. In 1613, the remaining structures were burned by the English. The establishment of a farmstead with gardens and orchards in the early 19th century undoubtedly caused further disturbances through cultivation of soil, digging of cellars, and reuse of building materials.
During the 19th century, people dug and looted parts of the island in search of a reputed treasure. Mining of sand, construction and landscaping of the light station, and the cleanup of the charred remains of the lighthouse and outbuildings after the 1976 fire may have further obliterated archeological materials.

The mainland parcels contain known archeological resources which have been described in general terms but have never been adequately evaluated. These include five domestic structures, a well, and several stone fences located in the hill parcel. It is likely that archeological features associated with the houses (e.g., privies, trash pits, sheet refuse, and middens) exist on the property but are not visible. Archeological testing combined with documentary research would be necessary to locate any such features, and to evaluate the integrity, research potential, and significance of the parcel’s archeological resources. The shore parcel contains several structural foundations, as well as cribbing containing 19th-century fill. Much of the shore parcel has been disturbed by industrial development and decline, fire, the construction of U.S. Route 1, tidal erosion, and decay. It is still possible that intact deposits associated with the industrial and commercial complex remain.

Remains of 17th-century French activity may exist on the mainland, especially at the shore parcel. Ganong suggests that the mill, huts, gardens, and charcoal-making areas were not located within any of the parcels now administered by the NPS (1945,38), though he cites an account placing the water-powered mill at Beaver Brook on what is now NPS land (Bangor Historical Magazine 2,225–6, cited in Ganong 1945,39). It seems unlikely that any remains of these activities survive to the present day. With the possible exception of the mill, they would not necessarily leave substantial or easily identifiable traces, nor would they be likely to have survived the 19th-century development and later destruction at the cove.

It is also possible that Native American components—prehistoric and historic—may exist on the mainland, particularly in the shore parcel. However, David Sanger of the University of Maine has examined the area, and does not think that it has much prehistoric archeological potential. Archeological testing would be necessary to determine conclusively whether prehistoric sites exist, and if they do, to assess their integrity and significance (personal communication 1995).

The archeological collections from Saint Croix Island IHS are curated at the Resources Management Division, Acadia National Park, in Bar Harbor, Maine. The collections include a large number of buff-colored bricks of European origin; a large number of hand-forged nails; shards of approximately 30 vessels of Normandy stoneware; and fragments from a wide range of household, construction, and trade objects (including an axe head, a buckle, spoon, wooden comb, glass beads, and musket balls). A small but representative collection of artifacts has been loaned to the State of Maine and is on exhibit at the Maine State Museum in Augusta. Despite the various effects to the island’s archeological resources over the years, these collections, and the in-situ resources, have important research and site interpretation potential.

**Research and Interpretive Value of Archeological Resources.** Most of the known archeological resources at Saint Croix Island IHS center around the 17th-century French settlement of the island. Much of this component has already been excavated and the present resources, therefore, exist largely in artifact collections, field notes, and archives. However, the in-situ remains of the storehouse, Sieur de Mons’ house floor, and the habitation grave site hold both research and interpretive possibilities. The storehouse has been rather thoroughly excavated, and it seems unlikely that additional information remains there. Given the fragile nature of the foundation, it should not be exposed in-situ. The Sieur de Mons’ house floor also contains some unexcavated portions that may provide additional materials that could perhaps confirm or deny its supposed identity. The graves may yet contain information about the most unfortunate of the French colonists beyond that obtained by previous analysis. As techniques of forensic anthropology continue to develop, the research potential of these remains will certainly increase, provided they are protected from erosion and vandalism.
Some skeletal material that was removed from the graves and curated at Temple University for about 25 years has recently been moved to the NPS Northeast Cultural Resources Center. This material has been used recently in research into biocultural responses to scurvy, which has produced new information on diagnostic indicators of scurvy in bone (Crist 1995).

The collections from the French settlement on St. Croix Island are relatively small and have somewhat limited research value, according to a recent assessment of the collections by Richard Lueger and Thomas Mahlstedt (Mahlstedt 1979). Some of the material originally thought to derive from the French settlement was actually from the later, 19th-century occupations. For example, none of the glass could be conclusively identified as 17th-century French glass. The green bottle glass identified by Harrington (1951,5–6) as verre de fougère was instead identified as late 18th- or early 19th-century in origin (Mahlstedt 1979,2).

The collections as a whole have research value in that they contain objects of French manufacture that are unusual in 17th-century contexts, especially at sites located in territories settled by the English. These materials may serve as a comparative collection to help identify items of French origin at Native American sites from that period, or at sites associated with other European settlers for whom a French connection would be unexpected. Such items include a quantity of nails with “large, splayed, mushroom-like” heads, the ceramics, and a few other specific objects such as an axe head and a buckle. The ceramics include as many as 30 vessels of Normandy stoneware, an unglazed creamware known as Beauvaisis, made in the vicinity of Paris, and a partially reconstructed vessel with a green-glazed interior. These were identified as primarily storage and transportation vessels; they do not represent a wide variety of functions (Mahlstedt 1979,2). Some of the French ceramics are presently at the University of Maine where they are undergoing further analysis such as cross-mending, reconstruction, and identification of vessel lots by John Guilfoyle (Gail Frace, personal communication 1995).

The collections’ greatest value is for interpretation. Some of the ceramic vessels are complete enough that they could be reconstructed for display. Other materials of French origin were identified as having particular value for display and site interpretation. These include the large, well-preserved axe head, the buckle, a lead or pewter spoon, wooden comb fragments, glass beads, musket balls, and a lump of lead that has been cut in the process of making musket balls. These could be useful in a display of the material culture of the French colonists (Mahlstedt 1979,2–4). Ceramics and other material culture from the site have been exhibited temporarily at the Museum of Fine Arts in Boston and the Musée Acadien in Moncton, New Brunswick. Materials from the island are displayed on permanent loan to the Maine State Museum. The maps and reports of Champlain (1971, figures 6 and 7), Gruber (1970, figures 11–13), and Ganong (1945, figures 9 and 18) all contain useful material for site interpretation.

Example of French earthenware found on St. Croix Island
The small collection of Native American artifacts include several different projectile points, many unifacial scrapers, and three ground stone axes. These materials have some interpretive value, and can contribute to a display that tells about the Native American use of the island and the region. They add support to the view that the Passamaquoddy used the island as a storage cache over a number of years. The small size of the collection limits its research potential. It has already yielded basic chronological data in Sanger's 1973 analysis. Additional research in the region may eventually provide new contextual information (e.g., regarding chronologies, artifact types, lithic materials, ceramic chronologies, trace analyses) that may warrant a reanalysis of these materials.

The known early-19th-century farm-related structures and graves are a largely untapped source of information on the lives of the Hillickers and subsequent occupants of the site. These remains may provide information on the lives of people apparently on the economic margins of 19th-century society—tenant farmers who pursued a variety of trades (e.g., fishing, farming, fruit growing, and running a public house) in order to make ends meet. Their remains must be separated from those associated with the lighthouse keepers of the late 19th and early 20th centuries, whose structures, middens, and artifacts have also been documented.

Materials associated with these components exist in the collections from the Hadlock and Temple University excavations, although little attention has been paid them. It seems likely that some of these materials could be useful in an interpretive display about this aspect of the island's history.

Also on file at Acadia National Park are excellent photographs and color slides of the Temple University excavations taken by John L. Cotter. These include pictures of fieldwork in progress, and exposed floors and other features.

On the mainland, the known archeological resources of the NPS parcels include dwellings (hill parcel) and cribbing and 19th-century fill (shore parcel). None of these has been tested archeologically. It is difficult, therefore, to assess their value for research or display except in terms of potentials or possibilities. The dwellings and associated features may contain information on the people of Red Beach during its rapid growth and subsequent decline. The inhabitants of these dwellings may have been farmers; they may have been workers in the plaster or granite industries; they may have been immigrants to the United States. Whatever their specific identities or roles, the upland parcel has the potential to inform about their daily lives. The cribbing and 19th-century fill from the shore parcel may have more limited research value since they have been subjected to more disturbances and retain little integrity. Artifacts and other data from these sites, combined with historic photographs, drawings, and other documents could contribute to an interpretive program about the history of Red Beach in particular, and the industrial history of northern New England in general.

Structures
As part of its management responsibilities, the National Park Service surveys and evaluates all cultural resources on lands under its jurisdiction. Properties in the national park system are evaluated for listing in the National Register of Historic Places. Also, the NPS maintains an inventory of all above-grade and prehistoric structures within the system to aid management. The inventory is evaluated or "classified" in regard to legislative mandates, NPS policy considerations, and National Register of Historic Places criteria. The inventory and National Register of Historic Places programs have different purposes, however, and are not interchangeable.

List of Classified Structures. A memorial boulder with a bronze plaque marking the tercentenary (1904) of the Sieur de Mons settlement on the island was added to the list of classified structures and placed in management category B, structures that should be preserved and maintained. It is in good condition, with low potential effect on the island's archeological resources.

The recently updated list of classified structures delisted structures from the St. Croix River Light Station that were destroyed by fire in 1976: the bell tower, lighthouse
and residence, and storage shed. Two structures remain on the island relating to the light station complex, the 1885 boathouse and 1906–07 oil house. These structures do not have the international significance of the 17th-century archeological resources related to the site (NPS 1996a).

The boathouse is a small wooden building perched on wooden pilings. It is listed in fair condition, but faces severe potential effects from flooding, weather, and biological degradation (mold). The structure is classified in management category C and thereby “may be preserved or maintained” (NPS 1996a). It is an uncommon surviving building form.

Representative of a standard design, the oil house is typical of outbuildings used to store kerosene and other lamp fuels at U.S. light stations of the period. The 3-by-3.66-meter (10-by-12-foot) brick oil house is in poor condition and faces continued vandalism and structural deterioration. It is a hazard to public safety, has lost its historical integrity (see below), and is a physical and visual intrusion on the park’s legislated significance. Structures in category D may be destroyed.

**National Register of Historic Places.** Before its designation as an international historic site, Saint Croix Island National Monument was automatically listed on the National Register of Historic Places when the Historic Preservation Act of October 15, 1966, was enacted (16 USC 470, et seq.). However, National Register of Historic Places documentation was not prepared and no individual structures were mentioned as contributing to the significance of the site. Due to loss of context and because the oil house is a typical example of its kind and use, the National Park Service has determined that the oil house is not eligible for listing on the National Register of Historic Places. The National Park Service is currently determining the eligibility of the boathouse in consultation with the Maine state historic preservation officer.

Two privately owned houses within the international historic site boundary are listed on the National Register of Historic Places: the McGlashan-Nickerson house, and the Joshua Pettigrove house. The McGlashan-Nickerson house (c. 1883) is a long, two-story, frame structure on Tract 01-104. It consists of a connected main core, ell,
Background

and carriage house. Built for Scottish immigrant George G. McGlashan, it was acquired soon after by Calais justice Samuel H. Nickerson. The house is one of the most architecturally significant houses in the village of Red Beach, and the only one that displays wide use of Italianate-style detailing. The National Register of Historic Places nomination form for the Joshua Pettigrove house on Tract 01-103 states that it is an ornate and well-preserved Gothic Revival-style frame dwelling located on a picturesque site overlooking the St. Croix River. Constructed about 1854, the house was long occupied by—if not built for—the Pettigrove family. It is one of about a half-dozen extant Gothic Revival cottages erected in the neighboring towns of Calais and Robinston between the early 1850s and early 1860s, a grouping with few parallels in Maine.

Ethnographic Resources

Awareness of traditional associations with St. Croix Island helps the NPS evaluate specific approaches to resource management and the potential effects of such approaches on contemporary indigenous and ethnic groups. Clearly the St. Croix area has been home to a variety of cultural and ethnic groups; however, an ethnographic study has not been conducted specifically for Saint Croix Island NHS. The sociocultural groups to which Saint Croix Island NHS may be most relevant are Native Americans, especially the Passamaquoddy and, perhaps to a lesser extent, the Maliseets; Canadians and Americans of French descent; and Americans of English, Scottish, or Irish heritage.

The international historic site includes archeological remains of Native American activities spanning several millennia. The Sieur de Mons habitation site retains evidence of the brief and difficult existence of one of the founding French colonies on the North Atlantic coast. Nineteenth-century components contain evidence of the lives and activities of Americans pursuing fishing and farming in a rural setting on the margins of a thriving seaport. Later American residents of St. Croix Island, lighthouse keepers and their families, left evidence of their occupancy through the mid-20th century. The remnants of mills and houses at Red Beach were workplace and home to many 19th-century immigrants from Scotland, England, and Ireland.

Natural Resources

Geomorphology

It was the topography of St. Croix island that motivated Dugua and Champlain to locate their colony there. The precipitous cliffs and bluffs were easily defended, and the island’s position in the middle of the estuary brought the entire river and adjacent shores within range of French cannon. The topography and surficial characteristics of both the island and mainland parcels have two principal settings, upland and coastal (Cronan, Kelley, Piampiano, et al. 1997, 29).

The upland setting includes all land beyond the reach of wave action, that is, those areas more than 2 meters (6.6 feet) above mean high water. It encompasses the bedrock knob, boulder slope, and smooth upland subsettings. The higher coastal bluffs, because they are occasionally influenced by storm waves, are excluded from the upland setting.

The bedrock knob subsetting is that part of St. Croix Island above 15.2 meters (50 feet) in elevation. Bedrock is exposed over most of this area, or it is covered by a thin veneer of soil. The rock is smooth and covered with lichen where exposed.

The boulder slope subsetting is only observed on the mainland hill parcel. This area is a steep, glacially plucked hillside up to 36.5 meters (120 feet) in elevation. Moss-covered bedrock occurs in some locations, but most of the area is covered with till and forest, and littered with granitic boulders.

All of the mainland shore parcel, the remaining area of the island, and Wrights and Chapel nubbles rest within the smooth upland subsetting. This region is characterized by a flat-to-gently-sloping ground surface. The smooth upland ranges from 10 to 15 meters (35 to 50 feet) in height, and possesses no change in elevation greater than 1 meter (3.3 feet) over a horizontal distance of 5 meters (16.5 feet). Relatively thick deposits of unconsolidated sediment support all of the smooth upland except for a few areas of bedrock west of the bedrock knob area on St. Croix Island.
The coastal setting includes beach-bluff, bedrock cliff, and bedrock ramp subsettings between mean low water and the highest influence of storm waves. Where bluffs are eroding, the upper extent of the coastal setting is as high as 10.5 meters (35 feet) above mean sea level. The beach-bluff area surrounds the southeastern tip of St. Croix Island, Wrights and Chapel nubbles, and the estuary-facing side of the mainland shore parcel, areas where unconsolidated deposits are actively eroding, with a beach partially occupying the intertidal zone.

The bedrock cliff region extends from about 12.0-meter (40-foot) elevation through the intertidal zone along much of the eastern side of the island. The bedrock outcrop is nearly vertical in many places, and commonly a pile of boulders larger than 1.0 meter (3.3 feet) in size lies at the base of the cliff. The bedrock possesses nearly vertical fractures tending generally northwest–southeast. Where larger fractures occur, coves are indented into the island and, during wetter periods, springs probably exist. Blocks of vegetated, unconsolidated material are slumping into the coves near the fractures.

The coastal bedrock ramp region is on the northern and western sides of St. Croix Island. In these areas the rock slope is relatively gentle (less than 20°), but punctuated by coves where bedrock fractures crop out (Cronan, Kelley, Piampiano, et al. 1997,32).

**Soils and Coastal Erosion.** St. Croix Island has a thin covering of soil overlying the bedrock at the north end of the island. The south end of the island has a deeper soil cover. The soil is fine-grained, well-drained, sandy loam, suitable for agriculture but also susceptible to erosion. Some soils were removed from the northeastern and southwestern parts of the island in the 19th century. The central portion of the island is a rock outcrop. On the mainland, soils are also thin, with many bedrock outcrops evident. There is also a large amount of fill associated with 19th-century industrial development around Plaster Mill Cove and with the construction and maintenance of U.S. Route 1. The shore parcel includes large areas of tidal mud flats, alluvial and marine-deposited soil extending below the high-water line. At the edge of the water is an area of stony beach. Along the shore parcel’s northern edge is an area of Buxton/Scantic complex soil, a fine-textured soil comprised of silts and clays. The upland parcel is comprised of Lyman loam, a soil derived from glacial till (Ganong 1945,8–9; Hadlock 1950; Sewall 1976; NPS 1977).

Erosion of bluffs is occurring at places on St. Croix Island, all around Wrights and Chapel nubbles, and along much of the mainland shore parcel. Rates of erosion vary around the island, and are influenced by a variety of factors, including groundwater and surface runoff, direct wave erosion, and human activities. Human foot traffic and runoff exaggerate erosion at the south bluff of the island (National Biological Survey 1995; Cronan, Kelley, Piampiano, et al. 1997,34). This is the area of greatest concern to management since it is the bluff nearest to known archeological resources. Bluff erosion is a natural process, and is ultimately responsible for regional beaches and other modern deposits. Existing historical maps depict the loss of land on the southern portion of the island. The present Wrights and Chapel nubbles are the rock cores of former upland promontories. However, the historical maps are too crude to provide adequate quantitative data. In the 1970s, the National Park Service began to monitor erosion on St. Croix Island.

Background

been little to no retreat of the south bluff of the island over the past 17 years (with the likely exception of only the southernmost point). Erosion does not appear to be ongoing at a sufficient rate to present a problem except where archeological resources may exist very close to the bluff edge. Through measurements taken during a ground survey in July 1996, and rigorous aerial photographic interpretation of images made in 1971 and 1996, the rate of south bluff recession was determined to be roughly 11 centimeters/year (4.3 inches/year), with a potential error of ± 5 centimeters/year (± 2 inches/year). The mean erosion rate for three points on the south bluff for the 25-year period 1971–1996 was estimated to be 2.74 meters (9.0 feet) (Cronan, Kelley, Piampiano, et al. 1997, 13, 35). Available ground photography also lends subjective support to minimal geomorphic change, other than at the southernmost point. Some revegetation has occurred between 1978 and 1995, with most taking place since 1990 (National Biological Survey 1995).

Vegetation

St. Croix Island itself was described by Champlain as "covered with firs, birches, maples, and oaks" (Ganong 1945, 33). The interior upland plateau of the island is presently dominated by a mowed area composed of perennial grasses and herbs. The grassland is dotted with various older specimen trees, such as a single sugar maple and groups of spruce (Cronan, Kelley, Piampiano, et al. 1997, 25).

The perimeter of the island plateau is fronted with a mixed successional forest composed of patches and admixtures of the following trees, along with other herbaceous and woody species. The species mix includes a number of plants commonly associated with disturbed areas.

- American beech (*Fagus grandifolia*)
- paper birch (*Betula papyrifera*)
- white cedar (*Thuja occidentalis*)
- bigtooth aspen (*Populus grandidentata*)
- pin cherry (*Prunus pensylvanica*)
- raspberry (*Rubus spp.*)
- striped maple (*Acer pensylvanicum*)
- yellow birch (*Betula alleghaniensis*)
- speckled alder (*Alnus rugosa*)
- trembling aspen (*Populus tremuloides*)
- red spruce (*Picea rubens*)
- Eastern white pine (*Pinus strobus*)
- wild rose (*Rosa spp.*)
- cranberry (*Vaccinium oxycoccos*)

The perimeter vegetation zone performs a major role in protecting and stabilizing the steep banks that slope from the plateau to the intertidal zone below. The mixed plant community also serves as habitat for a variety of animals and birds. The eroding bluff on the south end of the island contains a mixture of bare sand zones, birch, alder, grasses, beach pea, and other successional herbs and shrubs (Cronan, Kelley, Piampiano, et al. 1997, 23).

The intertidal zone at St. Croix Island includes an upper littoral fringe, a midlittoral zone, and a lower littoral zone. The upper littoral fringe is often referred to as the black zone due to the dark color produced by the dominant smooth, black, encrusting lichen, *Verrucaria ceriocos*. Just below it is a universally present narrow band of the brown fucoid alga, *Fucus spiralis* or spiral wrack. The midlittoral zone contains a well-developed community dominated by knotted wrack, *Ascophyllum nodosum*, a species ubiquitous in the western North Atlantic between 40° and 65° N and especially abundant along the coast of Maine. Rockweed (*Fucus vesiculosus*) dominates the rocky intertidal habitat surrounding St. Croix Island. The mosaic intertidal zone also includes small patches of salt marsh vegetation such as salt meadow grass (*Spartina patens*) and glasswort (*Salicornia europaea*), as well as mud or sandflat habitats covered with the ephemeral green alga (*Enteromorpha*) (Cronan, Kelley, Piampiano, et al. 1997, 16–17).

Wrights Nubble on the southeastern end of the island contains a mixture of speckled alder, balsam fir (*Abies balsamea*), red spruce, striped maple, yellow birch, trembling aspen, sumac (*Rhus* sp.), ferns, and mosses. Chapel Nubble, on the southwest end of the island, contains a sparse successional shrub/forest mixture of speckled alder, yellow and paper birch, and goldenrod (*Solidago* sp.). The mainland shore parcel is an open park-like cover
type with mixed-age forest growth of red oak (*Quercus rubra*), paper birch, Eastern white pine, wild rose, speckled alder, red spruce, sugar maple (*Acer saccharum*), and mature trembling aspen.

The mainland hill parcel is covered with a mixed, uneven-aged forest dominated by conifers. There are mature Eastern white pine, red spruce, red maple (*Acer rubrum*), aspen, and birch, rising from a mossy forest floor. The site is rather densely stocked with various age classes (Cronan, Kelley, Piampiano, et al. 1997,28).

**Water Resources**

Saint Croix Island IHS is located in the St. Croix River estuary where salt water from Passamaquoddy Bay dominates. The St. Croix River, designated to the Canadian Heritage Rivers System, flows through the rolling Appalachian Hills on a journey from the Chiputneticook Lake system to the tidewaters of Passamaquoddy Bay.

The range between mean high and mean low water at the site is 6.7 meters (19.6 feet), with an extreme range of 8.5 meters (28 feet). The tidal current in the estuary is strong on both outgoing and incoming tides. A large portion of the rocky ledges, gravel beaches, and the mudflats of the international historic site are covered and exposed twice daily by tidal salt water.

Glacial deposits of sand and gravel store groundwater on the site, releasing it slowly through springs or seeps during times of scant precipitation.

Small streams flow into the St. Croix River on either bank opposite St. Croix Island. It is thought that these sources of potable water drew the French settlers to the site.

The primary water resource on the site is the considerable extent of the shoreline within the intertidal zone. In the past, water quality has been an issue in the St. Croix River estuary due to outflows from a pulp and paper mill in Woodland, and from sewage treatment plants in Calais, St. Stephen, and St. Andrews. Improvements in water treatment at these facilities over the last 25 years have markedly improved water quality in the river and estuary, allowing the restoration of Atlantic salmon to the system. However, fecal coliform levels are still too high to permit the unrestricted harvesting of softshell clams (St. Croix International Waterway Commission 1993,12; St. Croix International Waterway Commission, 1995 Annual Report [1996],4–5). None of the other parameters measured in that summary was considered abnormal or high by the authors (Cronan, Kelley, Piampiano, et al. 1997,37). Water chemistry data reported by Nielsen et al. for the 1993–94 water year at Milltown showed fecal streptococcus readings ranging between <19 colonies/100ml (October 29, 1993) to >650 colonies/100ml (August 4, 1994).

The island and mainland properties at Saint Croix Island IHS do not contain any surface waters in the form of freshwater ponds, streams, or wetlands. There is, however, a stream draining the Flowed Lands Ponds watershed that empties into the St. Croix River at Plaster Mill Cove across the mainland shore site via a culvert under Route 1. This stream was dammed in the 19th century to provide power for a plaster mill and a granite-turning mill. The watershed is relatively free of human development, though there are about a dozen summer camps on Beaver Lake, and the watershed has been subject to recent silvicultural activity in the form of selective cutting (Warden Jim Martin, Maine Department of Inland Fisheries and Wildlife, personal communication; Cronan, Kelley, Piampiano, et al. 1997,38).

Due to commercial shipping in Passamaquoddy Bay, the St. Croix River estuary has a potential for an oil spill. Damage from such a spill would be affected by prevailing conditions of wind and tide. Canada and the United States have held joint exercises every two years to prepare government agencies and private firms for the eventuality of an oil spill in international waters, working out a joint response plan to ensure quick action in the case of cross-border incidents (Gulf of Maine Times 1997,4).
Wildlife
The midlittoral zone surrounding St. Croix Island contains a well-developed community of barnacles (Semibalanus balanoides), blue mussels (Mytilus edulis), common periwinkles (Littorina littorea), smooth periwinkles (Littorina obtusata), and dogwinkles (Nucella lapillus). The blue mussels and softshell clams of today are the same species the French settlers ate in 1604–05.

The remains of sea urchins (Strongylocentrotus droebachiensis), Atlantic deep-sea scallops (Placopecten magellanicus), and other macrofaunal crustaceans along the shore suggest that the island is surrounded by a rich subtidal estuarine community.

During the 1995–97 natural resources inventory, harbor seals, herring gulls, cormorants, spotted sandpipers, various warblers, common loon, song sparrow, white-throated sparrow, swallow, red-breasted mergansers, osprey, and cormorants were observed on and around the island (Cronan, Kelley, Piampiano, et al. 1997, 25). NPS personnel have also noted kingfishers, black ducks, mallard ducks, great blue herons, and bald eagles. Ospreys have nested on Wrights and Chapel nubbles, and swallows inhabit the island’s sandy cliffs (NPS 1977, 14–15). Alewives formerly ran in the outlet of the Flowed Land Ponds and Beaver Brook which flows into Plaster Mill Cove across the shore parcel in Red Beach, but installation of a new culvert under U.S. Route 1 during the 1960s blocked access to that outlet from salt water (Jim Martin, Maine Inland Fisheries and Wildlife Warden, personal voice communication).

Threatened and Endangered Species
The island provides both intertidal and upland habitats supporting a range of various plants and animals. American bald eagles, a federally listed-as-threatened species under the Endangered Species Act, nested on the island as recently as 1993. Bald eagles have nested in the St. Croix River estuary for at least the last 15 years and have used St. Croix Island as a nesting site for some of that period. A pair of eagles established a nest in a shoreline white pine located on the eastern side of the island in March 1990. The pair hatched two eaglets that summer. One fledged in July; the other fell from the nest and was recovered by rangers who placed it in a foster nest in Princeton, Maine. In 1991, the pair of eagles raised one eaglet on the island; in 1992, two eaglets; and in 1993, one eaglet. The pair was not observed on the island by NPS personnel since 1993.

No other species of management concern are known to inhabit Saint Croix Island IHS. It has been proposed that Atlantic salmon, which are currently being reintroduced to the St. Croix River, be listed as an endangered species, but that proposal is still under study. They are currently considered a Category 2 species in the St. Croix River, which means that additional information is needed in order to assign them an appropriate designation.

Wetlands
According to the U.S. Fish and Wildlife Service’s National Wetlands Inventory, St. Croix Island is ringed by intertidal wetlands of three types: rocky shore, beach/bar, and flat. The mainland shore parcel contains two types of intertidal wetlands: rocky shore and flat (Fefer and Schettig 1980, Atlas Map 1, Region 6, Maps 2 and 3). These wetlands support a variety of marine species, shorebirds, and upland mammals.

Floodplains
St. Croix Island and the mainland shore parcel are shown on the National Flood Insurance Program Flood Insurance Rate Map for the City of Calais, Maine, in Washington County, as being for the most part “Areas determined to be outside 500-year flood-plain.” Since much of the international historic site fronts on, or is located in, the St. Croix River estuary, areas immediately adjacent to the intertidal zone would be inundated during 100- or 500-year floods. Chapel and Wrights nubbles off the south end of the island, for instance, would be affected in such situations, as would the boat-launching ramp area on the mainland shore parcel.
Air Quality

Especially during summer months, prevailing southwesterly winds bring "smog" (a mix of ozone and ozone precursors) and particulate (primarily sulfate and nitrate) to the whole of northern New England and Atlantic Canada, including Saint Croix Island IHS. These pollutants affect visibility and acidic deposition, constituting a regional air quality problem. Atmospheric deposition of heavy metals, such as mercury, is also a concern in the region, though less is known about their sources, transport, and effects to both humans and natural resources.

Significant regional sources of emission within 100 kilometers (62 miles) of Saint Croix Island IHS include a paper mill in Woodland, Maine; a flakeboard mill at St. Stephen; a nuclear power plant at Point Lepreau, New Brunswick; a fossil fuel power plant at Coleson Cove, New Brunswick; and an oil refinery at Saint John, New Brunswick. The three Canadian emission facilities are generally downwind of the international historic site, but the Woodland mill is positioned to send emissions toward the island on any westerly wind.

As a Class II area under the Clean Air Act, Saint Croix Island IHS has the same protection afforded all other areas in Maine, with the exception of the Class I areas at Acadia National Park, Moosehorn National Wildlife Refuge, and Roosevelt Campobello International Park near Lubec. Efforts to protect air quality at the three Class I areas will essentially assure similar protection at Saint Croix Island IHS. Each of the Class I areas maintains some form of ongoing air quality monitoring program.

The Northeast Regional Air Quality Committee has recently been established "to preserve and enhance air quality and air quality related values of protected and other sensitive areas of the northeast United States and Atlantic Canada." The group is made up of representatives from Maine, New Hampshire, Vermont, Massachusetts, the National Park Service, U.S. Forest Service, U.S. Fish and Wildlife Service, and their Canadian counterparts.

LAND RESOURCES

Federal ownership at Saint Croix Island IHS includes the island of 2.6 hectares (6.5 acres) and approximately 6.4 hectares (15.7 acres) on the mainland at Red Beach. There are two mainland parcels, one on the shore of the St. Croix River estuary overlooking the island, and one to the west of U.S. Route 1 on a wooded hill. NPS ownership in the shore parcel totals 4.7 hectares (11.5 acres). NPS ownership in the hill parcel totals 1.7 hectares (4.2 acres).

There are four nonfederal tracts on the mainland within the site boundary: three adjacent to the shore parcel, and one adjacent to the hill parcel. The 1949 enabling legislation for the site authorizes acquisition of the four tracts within the boundary. (See Part 4: Land Protection Plan for additional details concerning land resources.)
BACKGROUND

CONTEXTUAL BACKGROUND

REGIONAL CONTEXT

The St. Croix River, designated to the Canadian Heritage Rivers System, flows from the Chiputneticooc Lake system to the tidewaters of Passamaquoddy Bay, a distance of approximately 180 kilometers (110 miles). Saint Croix Island IHS is located in the tidal estuary of the river, approximately 6.5 kilometers (4.0 miles) north of the St. Croix River’s entrance into Passamaquoddy Bay. The river has played an important role in Canadian and American history both before and after the period of European exploration and settlement. Today, throughout the entire length of the St. Croix basin the international boundary between Canada and the United States runs along the channel of the river and the lakes it connects.

Down East Maine and the Fundy shores of New Brunswick and Nova Scotia are known for their rugged, forested landscape, tidal bays, and rocky coasts. This is a landscape, characterized by rolling hills, that has been shaped by the effects of glaciation. The continental ice sheet that covered this area until approximately 12,000 years ago left behind deposits of unsorted moraine, as well as areas of sandy outwash. In other areas, bedrock has been exposed. As continental ice sheets melted throughout the northern hemisphere, sea level rose, creating “drowned” river valleys like the St. Croix estuary that are characteristic of the Maine coast. The masses of glacial sediments impeded drainage in many areas, creating numerous swamps and ponds.

Resort communities at St. Andrews, New Brunswick, and Bar Harbor, Maine, have attracted visitors to the North Atlantic coast for most of this century. Acadia National Park lies 200 kilometers (125 miles) southwest of St. Croix Island along the rocky coast of Maine. Roosevelt Campobello International Park is situated at the mouth of Passamaquoddy Bay on the Bay of Fundy, 72 kilometers (45 miles) southeast of Saint Croix Island IHS via road. Other national parks and national historic sites on the Bay of Fundy include St. Andrews Blockhouse National Historic Site, Fort Beauséjour National Historic Site, and Fundy National Park in New Brunswick; and Port Royal, Fort Anne, and Grand Pré national historic sites in Nova Scotia. (See descriptions of the national parks and historic sites in the following “Historical Context” section.) There are also many state and provincial parks, local historic sites, and other attractions in the area including the 9,700-hectare (24,000-acre) Moosehorn National Wildlife Refuge, 22 kilometers (14 miles) west and south of the site.

A portion of coastal Washington County, Maine, and coastal Charlotte County, New Brunswick, is known as the “Quoddy area” because it surrounds not only the St. Croix River estuary, but also the larger Passamaquoddy Bay into which the estuary flows. The Quoddy area extends from Machias Bay (Maine) eastward along the shore, around Passamaquoddy Bay to Blacks Harbour (New Brunswick), and offshore to Grand Manan Island.

The Quoddy area and Saint Croix Island IHS are within a six-hour drive of the entire population of New Brunswick and Maine, and not more than a ten-hour drive from the urban centers of New England, the Maritime Provinces, and Québec.

Historical Land Use

Historical patterns of early use and settlement in the Quoddy area are typical of those in coastal Maine and the Maritime Provinces. Dramatic changes in Native American life were inextricably linked to the landing of the Sieur de Mons company in 1604. Continuing to be drawn by fish and lumber, other Europeans later established permanent settlements in protected coves and along hospitable shores. Although the 1692 Charter of Massachusetts granted by British monarchs William and Mary consolidated the Plymouth and Massachusetts Bay colonies and all other lands north to the St. Lawrence River (Edwin Atlee Garrett III, October 22, 1996), loyalists during the American Revolution used the St. Croix River as a line of sanctuary, some even moving their homes and possessions across the river on barges. Through the 19th century, lumbering, fishing, farming, and shipbuilding sustained the local economies. In the latter 19th and early 20th centuries, traditional
forms of land use and resource use intensified, as exemplified by the establishment of canneries and large timber operations. These traditional occupations have continued to dominate life on the islands and the mainland of the Quoddy area. This rugged, rural lifestyle is clearly evident in the present cultural landscape.

Climate
The climate of the Quoddy area has changed over the millennia as the continental ice sheet melted, sea levels rose and fell, and global and regional patterns of atmospheric and oceanic circulation changed. At the end of the ice age, summers may have been warm, but winters would have been more severe than they are today. Winters gradually moderated and the climate became generally warmer; warmer conditions began between 8,500 and 7,500 years ago, and prevailed for most of the next 4,000 years. A period of general cooling followed a peak of warm temperature around 5,000 years ago. More recently, the "Little Ice Age" (c. 1550–1880) brought colder temperatures (Bradstreet and Davis 1975; M. Davis et al. 1980; R. Davis et al. 1975; Grove 1988). Climate in the most recent decades has been characterized by late, cool springs, moist summers, with frequent fog, especially in late spring and early summer, and long, but fairly moderate winters. Snow typically begins in October or November, is heaviest December through March, and ends in April or early May. Yearly snowfall varies considerably. Late January and early February are the coldest periods, with average daily temperatures of about -7° Celsius (20° Fahrenheit) in February. Temperatures peak in July at an average of 17° Celsius (63° Fahrenheit) and rarely exceed 32° Celsius (90° Fahrenheit).
Precipitation averages 110 centimeters (43 inches) annually (Cronan, Kelley, and Piampiano 1990). Flora and Fauna Forest composition and fauna of the region have changed during the last dozen millennia. Glacial melting left a mixture of tundra and spruce forest, which gradually changed as soils developed, new species entered the region, and climatic conditions altered. This was a relatively dynamic ecosystem which, by 10,000 years ago, was characterized by a mixed forest dominated by conifers, especially pine. About 5,000 years ago there was a decline in conifers, especially hemlock, and the forest became increasingly dominated by northern hardwoods, like beech, maple, ash, and elm. Two thousand years ago spruce again increased (Bradstreet and Davis 1975). Since the early 19th century, intensive logging has affected the mixed forest of conifers and hardwoods in which the St. Croix colonists settled. Today, coastal forests in the Quoddy area are dominated by red spruce with yellow birch, mountain ash, and maple. Inland areas contain a mix of white and black spruce, balsam fir, and tamarack, and uplands are characterized by a mixture of maple, beech, birch, spruce, fir, pine, and hemlock (Hinds 1983, 269).

The fauna of the Quoddy area has included large and medium-sized mammals such as bear, moose, deer, and wolf, the last of which is no longer found locally. Small to medium-sized mammals such as raccoon, chipmunk, gray squirrel, woodchuck, bats of various species, and several varieties of rodents and insectivores, may still be found in the area. More than 200 species of birds inhabit the region. Common birds include loons, double-crested cormorants, black ducks, American bald eagles, ospreys, herring gulls, great blue herons, belted kingfishers, spotted sandpipers, and a variety of perching birds (Christie 1983, 215).

In shallow or tidal waters with rocky or sandy bottoms, clams and mussels are found. Other marine fauna include fish and marine mammals. The Quoddy area is one of the richest fishing areas in the Bay of Fundy. The St. Croix River estuary and Passamaquoddy Bay contain many fish species, among the most economically important of which are (or have been) alewife, cod, haddock, hake, halibut, herring, mackerel, pollock, pout, salmon, shad, smelt, and tomcod (Scott 1983, 156–159; NPS 1977, 14). Passamaquoddy means “the place of pollock” in the Native language (Ganong 1906, 40).

Marine mammals were once abundant in the St. Croix River estuary and Passamaquoddy Bay, but their numbers have been severely reduced by hunting in times past. The most common marine mammals today are the harbor seal and the harbor porpoise. Several species of whales are found in the Bay of Fundy, where their numbers peak in July–September. Today, finback and minke whales are the most common, but larger whales were known in the past and are occasionally sighted today (Gaskin 1983, 245–252).

Historical Context Both Pierre Dugua and Samuel Champlain had taken part in voyages to New France before establishing the Saint Croix habitation. Dugua had sailed with Pierre de Chauvin de Tonnetuit and his partner François Gravé du Pont in 1600, Champlain as captain of a ship for Gravé du Pont in 1603. But as the most ambitious attempt of its time to establish an enduring French presence in the “New World,” the 1604–05 French habitation on St. Croix Island set a precedent for early French claims in New France. Preceded by the smaller trading post set up by Pierre de Chauvin de Tonnetuit at Tadoussac near the mouth of the Saguenay River (where only five men out of sixteen survived the winter of 1600–01), the St. Croix settlement led directly to the founding of the French habitation at Port Royal, which survived for two winters but was abandoned in 1607 when Dugua’s patent was revoked. Champlain went on to found Québec in 1608, continuing a French presence in North America that has endured to this day. Port Royal was resettled in 1610.
The English did not sit idly by as the French established an increasing presence in North America. Beginning with the voyage of Bartholomew Gosnold in 1602, a series of English voyagers explored “the north part of Virginia” (as they called the New England coast), establishing a new route across the Atlantic from the Azores to what is now the coast of Maine, making landfall in the vicinity of Casco Bay. Martin Pring arrived on the Maine coast in 1603, following a route similar to Gosnold’s, and George Weymouth arrived in 1605. The Virginia charter of 1606 laid the groundwork for colonies in both north and south Virginia: the English founded the Sagadahoc colony at the mouth of the Kennebec River in 1607 (abandoned in 1608), and Jamestown in Virginia the same year (Reid 1981,14–18).

During the opening decade of the 17th century, European settlement of the “New World” was an idea whose time had come, both the French and English (among others) entertaining similar thoughts of colonization. Settlement did not occur for its own sake but as a means of gaining valuable resources for the colonizing nations. As Champlain wrote in the first paragraph of his Voyages: “The greater number of men take to commerce, and especially that which is carried on by sea. Thence springs the people’s principal source of comfort, with the wealth and honour of states” (Champlain 1971,225). The colony on St. Croix Island resulted from a new outlook directing attention across the Atlantic from the hard-pressed “Old World” onto the riches both real and imagined of the “New.”

From the initial settlement at St. Croix to the signing of the Treaty of Utrecht in 1713, Acadia bounced like a shuttlecock seven times between French and British control. Having the upper hand in 1755, and fearing war with France was imminent, British authorities in Nova Scotia ousted the Acadians, ultimately deporting 10,000 people to British colonies in North America and Europe. As many as 8,000 Acadians sought refuge in Quebec. Frequently finding themselves unwelcome, many Acadians migrated in search of a new home. The Spanish colony of Louisiana took in over 3,000 Acadians between 1764 and 1785, giving a homeland to the French-speaking people, now known as “Cajuns,” whose culture has survived on the Gulf Coast to this day.

Because of the complex history of the region known as Acadia, Saint Croix Island IHS has ties to other historic sites in Canada and the United States from Louisburg on Cape Breton Island to Louisiana on the Gulf of Mexico, as described below.

**Relationship to Parks Canada Historic Sites and Programs**

The following national or international parks and historic sites in the Canadian Maritime Provinces have ties to Saint Croix Island IHS.

**Saint Croix Island IHS (Parks Canada).** Overlooking St. Croix Island from Route 127 in Bayside Local Service District, Charlotte County, between St. Andrews and St. Stephen, New Brunswick, this recent addition to the Parks Canada system uses a series of nine outdoor interpretive panels to tell the story of the Saint Croix habitation in both English and French. Beautifully laid out and landscaped, the installation leads visitors on a winding route along a hill sloping gradually to the river. The site sustains a feeling of respect for the memory of the 79 men who sought to establish a settlement at St Croix. It has spacious parking, two composting toilets, a pavilion for group gatherings, and an impressive welcoming panel. Constructed in 1996, the site was officially opened on August 17, 1997.

**Grand Pré National Historic Site.** This site in Grand Pré, Nova Scotia, commemorates Acadian activity from 1682 to 1755 in a region that has a strong attachment among Acadians as the heart of their ancestral homeland. It contains the site of the former Acadian church of Saint-Charles where Acadian men and boys were imprisoned while awaiting deportation in 1755, two Acadian house foundations, site of an Acadian cemetery, and a 19th-century blacksmith shop moved to the site. Acquired in 1956, the site was designated a nationally significant site in 1982.
Fort Anne National Historic Site. Located in Annapolis Royal, Nova Scotia, this site commemorates the role of Fort Anne in the history of Acadia, Nova Scotia, and Canada. The site consists of earthwork ruins, a restored 1708 powder magazine, underground storehouse, sally port, reconstructed 1797 field officers’ quarters, foundation remains from the French and British periods, and a variety of artillery pieces. Acquired in 1917, the site was designated nationally significant in 1920.

Port Royal National Historic Site. One of the earliest historical reconstructions in Canada, Port Royal in Nova Scotia’s Annapolis Basin is based on Samuel Champlain’s plans of the habitation established in 1605 after survivors abandoned St. Croix Island. The site consists of buildings grouped around a central courtyard, with a collection of 1,000 period objects in reproduction. The site is staffed by Parks Canada personnel in period costume. It was acquired and designated nationally significant in 1923.

St. Andrews Blockhouse National Historic Site. This reconstructed blockhouse is the only one of twelve coastal defenses surviving from the War of 1812. It was originally built by local townspeople at their own expense. The site consists of the blockhouse, a shore battery of three 18-pound cannon, and a collection of reproductions. The St. Andrews site was acquired in 1925, and was designated nationally significant in 1962.

Fort Beauséjour National Historic Site. Built by the French in 1751, taken by the British in 1755, this site consists of earthworks and foundations of the original buildings, stabilized or partially reconstructed, with restored features such as casemates and sally ports. The fort has an artifact collection of 2,200 items. Located 60 kilometers (37 miles) southeast of Moncton in Aulac, New Brunswick, the site was designated nationally significant in 1920 and acquired in 1926.

Fortress of Louisbourg National Historic Site. Located in Louisbourg, Nova Scotia, the former French fortress and naval base, once the largest French fort in North America, is now represented by a reproduction of about one-fifth of the original town and fortification as they appeared in 1744. The display collection contains over 6,000 artifacts and 4.5 million archeological objects. The site commemorates one of the major battlefields of the Franco-British struggle for empire in North America. Originally built between 1719 and 1745, the 5,213-hectare (12,880-acre) site was designated nationally significant in 1920 and acquired in 1928.

L’Anse aux Meadows National Historic Site. At this site in Newfoundland, Parks Canada commemorates the Leif Eriksson settlement (c. 1000 A.D.), the earliest known European settlement in North America, which pre-dates Columbus by 400–500 years and the Saint Croix habitation by 600 years. A plaque indicates that “The site also contains evidence of a long sequence of native North American cultures occupying the area before and after the Norse” (A.J.B. Johnson 1995,21).

Relationship to National Park Service Sites and Programs
To place interpretation of the Passamaquoddy people and their interaction in 1604–05 in perspective, a listing of National Park Service units honoring Native Americans or interpreting early Native American contact with Europeans was prepared. The list quickly expanded to include more than 112 units, outgrowing its original intent. In interpreting Passamaquoddy culture, Saint Croix Island IHS joins a distinguished group of National Park Service units in honoring Native American cultures across the nation to Alaska and Hawaii, and Parks Canada units honoring First Nations from Newfoundland to Yukon Territory. A listing of National Park Service units honoring Native Americans or interpreting early Native American contact with Europeans is included in Appendix 8.

Saint Croix Island IHS has programmatic links with other NPS and affiliated units commemorating European exploration and settlement in North America. The following sites are associated with French, English, or Spanish colonial exploration and settlement and provide historical context for understanding the events of 1604–05 on St. Croix Island.
**Acadia National Park.** Samuel Champlain named Mount Desert Island (l'île des Monts-des-Âretes), where much of 14,000-hectare (35,000-acre) Acadia National Park is located, during his reconnaissance of the coast from St. Croix Island in September 1604. The park’s character is determined by a combination of mountains, lakes, wooded valleys, and marine shores. Islands provide critical habitats for a great diversity of both animals and plants, many being of global, national, state, and local significance. The importance of the park’s surviving historic structures and designed landscapes (including its carriage road system and the Park Loop Road landscape) is due largely to their history, solid construction, and uniqueness, as well as the vision they represent. Acadia National Park officially began with the establishment of Digue de Monts National Monument in 1916. The name was changed in 1919 to Lafayette National Park, and in 1929 to Acadia National Park.

The superintendent of Acadia National Park has responsibility for Saint Croix Island IH. The superintendent also administers the Maine Acadian culture project. Working with the advice of a federal advisory commission, the National Park Service project assists local efforts to interpret and preserve Maine Acadian culture in the St. John River valley in northern Maine.

**Arkansas Post National Memorial.** This park commemorates the first permanent French settlement in the Lower Mississippi Valley, founded in 1680. Here René Robert Cavalier, Sieur de La Salle, hoped to found an inland empire connecting French Canada with the Gulf of Mexico. Containing 158 hectares (390 acres) in Gillett, Arkansas, the park was authorized July 6, 1960.

**Cabrillo National Monument.** This site in San Diego, California, memorializes Juan Rodríguez Cabrillo, the Portuguese explorer who claimed what is now the West Coast of the United States for Spain in 1542. Containing 55 hectares (137 acres), the site was proclaimed a national monument October 14, 1913.

**Cape Cod National Seashore.** Located on the outer shore of Cape Cod in Massachusetts, the park stretches 64 kilometers (40 miles) from Chatham to Race Point Light in Provincetown. Having found St. Croix Island unsuitable for settlement, Samuel Champlain sailed as far south as what is now Nauset Harbor (near the present location of Nauset Light and the seashore visitor center) in 1605, scouting for a more propitious site. Finding none, Champlain returned to the Bay of Fundy to found Port Royal, successor to the Saint Croix habitation. Containing 17,604 hectares (43,500 acres), the national seashore was established June 1, 1966.

**Colonial National Historical Park.** This park encompasses most of Jamestown Island in Virginia, site of the first permanent English settlement; Yorktown, scene in 1781 of the culminating battle of the American Revolution; a 37-kilometer (23-mile) parkway; and Cape Henry Memorial, which marks the approximate site of the first landing of Jamestown's colonists in 1607. The settlers' relations with Powhatan's people is interpreted here. Though James the First of England had found tobacco “lothesome to the eye, hateful to the nose, harmful to the braine, and dangerous to the lungs,” the Jamestown settlers founded an economy based solely on that crop. Authorized as a national monument in 1930, the park contains over 3,642 hectares (9,000 acres).

**Coronado National Memorial.** This site commemorates the first European exploration of the Southwest by Francisco Vásquez de Coronado in 1540–42, as well as the Hispanic heritage of the United States. Containing 1,922 hectares (4,750 acres) north of Albuquerque, New Mexico, the memorial was established November 5, 1952.

**De Soto National Memorial.** This site in Bradenton, Florida, commemorates the landing of Spanish explorer Hernando de Soto in 1539 and the first extensive organized exploration of what is now the southwestern United States by Europeans. Containing 27 acres, the site was authorized March 11, 1948.
Fort Caroline National Memorial. France's first attempt to stake a permanent claim in North America was at La Caroline, a settlement near the mouth of the St. Johns River in Florida. Growing persecution of French Protestants (Huguenots) led their most powerful member, Admiral Gaspard de Coligny, to propose a religious refuge in the “New World.” A first tentative garrison in 1562 failed to take hold, but a more ambitious attempt in 1564 founded a village and fort on the river's south bank. The Spanish massacred 140 French settlers on September 20, and an additional 350 French as heretics and enemies of their king. The present-day fort overlooks the site of the French Huguenot colony of 1564–65 where the French and Spanish began two centuries of colonial rivalry in North America. Located in Jacksonville, Florida, overlooking the St. Johns River, the site contains 56 hectares (138 acres). It was authorized by Congress on September 21, 1950.

Fort Raleigh National Historic Site. The first English settlement in North America was attempted on Roanoke Island in 1585–87. Named Virginia after Elizabeth, the virgin Queen, Sir Walter Raleigh's “Lost Colony” suffered an unknown fate. Raleigh’s dream was realized 20 years later at Jamestown. The site, now three miles north of Manteo, North Carolina, interprets interaction between the Algonkian people and the English. The site was designated April 5, 1941. It contains 64 hectares (157 acres).

Jamestown National Historic Site. Part of the site of the first permanent English settlement in North America (1607) is on the upper end of Jamestown Island, Virginia, scene of the first representative legislative government on this continent, July 30, 1619. Containing 20 acres, the site was designated December 18, 1940.

Jean Lafitte National Park and Preserve. The park consists of the Barataria, Chalmette, French Quarter, and Acadia units. The Acadia unit includes Acadian cultural centers in Thibodaux, Eunice, and Lafayette, Louisiana. The three centers provide a focus for community activities and interpret Cajun history and culture. Park cultural centers located elsewhere interpret other ethnic populations of the Mississippi Delta, some operating through cooperative agreements. Containing 8,094 hectares (20,000 acres), the park was authorized November 10, 1978.

Maine Acadian Culture Project. Located in the Upper St. John River valley in Northern Maine, with an office in Madawaska, this National Park Service project assists local citizens and organizations in preserving and interpreting the culture of Maine Acadians who first arrived in the Valley in 1785 and have thrived there ever since. Efforts focus on five educational themes: (1) association with the French language, (2) sense of family and home, (3) sense of place in the Valley, (4) role of religion in everyday life, and (5) early history and settlement. The project is managed by the Superintendent of Acadia National Park in Bar Harbor, Maine.

Salt River Bay National Historical Park and Ecological Preserve. The park, on St. Croix, U.S. Virgin Islands, contains the only known site where members of the Columbus expedition set foot on what is now U.S. territory. The area was a focal point of various European attempts to colonize the region during the post-Columbian period by the Spanish, French, Dutch, English, and Danish. Fort Sale is a remaining earthworks fortification from the Dutch period of occupation. Containing 382 hectares (945 acres), the park and preserve was authorized February 24, 1992.

Voyageurs National Park. Once the route of French-Canadian voyageurs, a series of interconnected northern lakes dotted with islands in a 88,225-hectare (218,000-acre) forested setting preserves the heritage of early European exploration, trapping, and trading in the region. Voyageurs National Park was established April 8, 1975. Park headquarters is located in International Falls, Minnesota.
Other National Park Service units honoring early European explorers include:

**Castillo de San Marco National Monument.** Construction of this, the oldest masonry fort in the continental United States, was started in 1672 by the Spanish to protect St. Augustine, first permanent settlement by Europeans in the continental United States, 1565. The floor plan is the result of “modernization” work done in the 18th century. Proclaimed as Fort Marion National Monument October 15, 1914; transferred from War Department August 10, 1933; changed to Castillo de San Marcos National Monument June 5, 1942.

**Chicago Portage National Historic Site.** A portion of the portage between the Great Lakes and the Mississippi, discovered by French explorers Jacques Marquette and Louis Joliet, is preserved here. Designated January 3, 1952.

**Father Marquette National Memorial.** The memorial pays tribute to the life and work of Father Jacques Marquette, French priest and explorer. It is located in Straits State Park near St. Ignace, Michigan, where he founded a Jesuit mission in 1671 and was buried in 1678. Authorized December 20, 1975.

**San Juan National Historic Site.** These massive masonry fortifications in San Juan, Puerto Rico, oldest in the territorial limits of the United States, were begun by the Spaniards in the 16th century to protect a strategic harbor guarding the sea lanes to the “New World.” Designated February 14, 1949.

**Socioeconomic Context**

**Demographics**

About 35,500 people reside in Washington County, Maine, and 35,300 in Charlotte County, New Brunswick. Maine has a population of 1,239,000 in its 8,602,951 hectares (33,215 square miles), for a population density of 0.14 person per hectare (0.06 persons per acre); New Brunswick has a population of 723,900 (1991) in its 7,343,913 hectares (28,354 square miles), for a population density of 0.10 person per hectare (0.04 person per acre). Cities that are nearest the site are Saint John, New Brunswick, about 115 kilometers (68 miles) to the east; Fredericton, New Brunswick, 137 kilometers (85 miles) to the northeast; and Bangor, Maine, about 158 kilometers (98 miles) to the west.

Washington County has a stable population that is somewhat older than the population of the state or the country. Per capita income in Washington County is about 25% lower than the state average and 33% lower than the U.S. national average.

Charlotte County has a stable population in a low-growth area. It is a moderate-income area, with per capita income about equal to the province average and about 20% lower than the Canadian national average.

**Public Education**

The Calais School Department (Union 106) provides elementary and middle school services to the City of Calais, the towns of Alexander, Crawford, and Robbinston, and Baring Plantation. More than 900 students were enrolled as of June 1994. The 1994–95 school budget for the entire system is $6.2 million. The city has been aggressive in its attempt to maintain a high-quality educational system.

Also located in Calais, the Washington County Technical College is one of seven institutions in the Maine Technical College System. The University of Maine System operates a full campus at Machias (UMM), a 45-minute drive from Calais.

**Tourism Economy**

Tourism in Maine has a total estimated economic effect of over $2.7 billion annually, and there are an estimated 8.6 million annual overnight visits. In Maine, tourism is concentrated in coastal areas from Kittery at the New Hampshire border to Bar Harbor. Farther east and north of Bar Harbor and Acadia National Park, the number of tourists decreases substantially.
Indicators of general visitation levels and trends in eastern Maine include data on taxable lodgings sales. The eastern Maine economic summary area (ESA) includes Washington County and the Bar Harbor area. Currently, this area receives about $43 million in lodging sales annually. Total taxable lodging sales increased on average 8.4% annually, from 1989 through 1993. These increases are above the underlying inflation rate, and indicate a growth in the level of visitation to the area. These data also show the extreme seasonality of visitation to the area. July and August represent 40–50% of annual receipts, with June, September, and October contributing another 35–40% of annual receipts.

One measure of the relative size of eastern Maine tourism is the percentage of total Maine lodging sales that it represents. At about 13% of total lodging sales, it is reasonable to estimate that the eastern Maine area (Washington and Hancock counties, including the Bar Harbor area) receives upwards of one million overnight visits annually, based on the state-wide estimate of 8.6 million overnight stays. Much of this activity occurs around Mt. Desert Island and Acadia National Park, with fewer visitors venturing farther east. There is no conclusive data on tourism levels in Washington County.

The available data on tourist visitation levels in Washington County, Maine, and Charlotte County, New Brunswick, are derived from a number of sources. As is typical in assessing tourism markets, there is no definitive estimate of numbers of tourists, and when assessing the various indicators of tourist activity available, care must be used to avoid double counting of visitors, or of including the activities of the local population as tourist activity. Tourism and travel, however, are clearly a major segment of business in these counties.

Washington County has through-travelers to the Canadian Maritime Provinces, people touring the area, and people on hunting and fishing trips. Few destination attractions have been developed in Washington County. The greatest attractions are its natural beauty and Down East, rural, coastal ambiance.

New Brunswick also has a large tourism industry. Many of its visitors pass by the Parks Canada Saint Croix Island I11S exhibit as they travel to or from St. Andrews, which is a major tourist destination. Some of these New Brunswick tourists may also pass the NPS site. Tourism contributes $676 million (Canadian) to the province. In 1994, there were an estimated 1.3 million non-resident travelers in New Brunswick (Goody, Clancy and Associates 1995b). In recent years, tourism interests in Washington County and southeastern New Brunswick have collaborated in promoting the international "Quoddy Loop" travel route and destination linking the two areas.

In Charlotte County there are about 728 rooms in commercial accommodations, and 734 campsites. In eastern Washington County there are several hundred rooms in commercial accommodations and 393 campsites. At an estimated average of 2.2 persons per room, and 3 persons per campsite, the total daily capacity during the peak season is about 3,800 in Charlotte County and 1,800 in eastern Washington County. Anecdotal evidence indicates that Washington County has a need for more accommodations, and there seems to be demand for higher-priced, higher-amenity accommodations (Goody, Clancy and Associates 1995b).

Border Crossings
One indication of the importance of travelers to the local economies is the number of border crossings. In recent years, 1.5–2.0 million cars annually have crossed to Calais from St. Stephen. This is one of the busiest border crossings on the entire U.S./Canada border.

The number of crossings from Calais to St. Stephen by automobiles grew from 1.6 million in 1989 to 1.9 million in 1991. Since that time, a decline to 1.4 million auto crossings has occurred. Much of the recent decline is attributed to the decline in the relative value of the Canadian dollar to the U.S. dollar.

It is estimated that of the total, one-half million cars cross the border into the U.S. on touring or pass-through trips, carrying perhaps 1.2 million individuals annually.
Travel is extremely seasonal. Summer is the busiest crossing period, with an average of 31% of all crossings occurring in June, July, and August. Canadian vehicles constitute about 83% of all border crossings. The vast majority—over 90% of Canadian vehicles and about 60% of U.S. vehicles—are on local business, shopping, errands, and social visits. The average number of passengers per vehicle for Canadian travelers is 1.9, which is fairly constant year-round. U.S. vehicles have a comparable number of passengers per car in the off-season when most travel is local, but the average increases to 2.2 passengers in the summer months when tourist traffic increases. A representative month—June 1994—had about 34,000 travelers on overnight trips crossing the border, about 20% of all travelers in that month. Given the seasonality of travel through the area, these data indicate that there could be 250,000 overnight travelers crossing the border annually at St. Stephen in each direction. However, there is substantial overlap between overnight travelers from the U.S. to Canada, and Canada to the U.S., with a significant number traveling in a loop. These travelers represent important potential visitors to Saint Croix Island IIHS (Goody, Clancy and Associates 1995b).

**ZONING AND LAND USE**

Land ownership in Washington County is 3.6% public ownership, 95.3% private land, and 1.1% tribal land. In Charlotte County, 32% of the land is held in public ownership and 68% is private land. Washington County land use is dominated by the forest products industry (64.6%). Much of the land has traditionally been open to the public for active recreation and, when combined with publicly owned recreation lands, a large percentage of the land is available for active recreation. Agriculture occupies 4.2% of the land in Washington County. In Charlotte County, 55% of the land is used for forest products (NPS 1993).

Private land within the vicinity of Saint Croix Island IIHS (and most of Calais outside of downtown) is zoned by the City as “rural residence and farming (R-2).” Calais zoning restricts land use to those uses that have traditionally predominated in rural New England: forestry and farming, farm residence, and other uses not inconsistent with a generally open, nonintensive pattern of land use. Lot sizes are large to prevent over-development where public sewers are not feasible and where a full range of urban services cannot be provided.

An overlay City of Calais shoreland zoning ordinance regulates use within 76.2 meters (250 feet) of mean high tide. The ordinance implements portions of the Maine Coastal Program, which was adopted pursuant to the Coastal Zone Management Act of 1972. Setbacks of 23 meters (75 feet) from the shore are required for most structures, and cutting of trees is restricted.

The majority of the land within the international historic site boundary is designated “limited residential/recreational” by the shoreland overlay. (A small portion of the international historic site adjacent to Plaster Mill Stream is designated a “stream protection” shoreland district.) Land uses relevant to NPS management that are permitted in the limited residential/recreational district include:
- non-intensive recreational uses not needing structures
- motorized vehicular traffic on roads and trails
- forest management activities except timber harvesting
- wildlife management practices
- soil and water conservation practices
- government structures, with planning board permit
- road construction, with code enforcement officer permit
- small non-residential facilities for educational, scientific, or nature site interpretation purposes, with code enforcement officer permit
- public parks and recreation areas not involving structures
- clearing for approved construction
- essential services accessory to permitted uses
- sewage collection and treatment facilities
- signs, with code enforcement officer permit
- fill or other earth-moving, with code enforcement officer permit if more than 10 cubic yards

Minimum land-use standards are adopted by the City to encourage low-density, seasonal residence and recreational use, and to prevent water pollution, erosion, and other damage to the material environment.
**VISITOR USE**

**VISITOR ACCESS**

Most visitors reach the shore parcel of the international historic site on the U.S. side of the St. Croix River by private automobile from U.S. Route 1. However, much of the traffic crossing the International Bridge at Calais, Maine, and St. Stephen, New Brunswick, arrives from the U.S. via Route 9. There are no signs on Route 9 directing visitors to Saint Croix Island IHS; there is one advance sign on U.S. Route 1, and one large sign on Route 1 at the site. Visitors to the region arriving via commercial airlines land in Bangor, Maine, or Saint John, New Brunswick, although Eastport, Machias, and Princeton, Maine, and St. Stephen, New Brunswick, have small private airports.

On the New Brunswick side of the river, the island is visible from Route 127 between St. Stephen and St. Andrews, an important visitation route. Canadian Heritage (Parks Canada) developed an exhibit interpreting Saint Croix Island IHS in 1996 on a property overlooking St. Croix Island along this route.

**Entry and Parking**

Site egress and parking at the NPS shore parcel are limited. In general, only one vehicle can use the single-lane site access drive at any given time; approximately four cars can park at the boat ramp on the shore. Due to the steep grade of the access drive and the limited turning radius, buses, motor homes, and vehicles pulling trailers generally park along the town road, and passengers walk to visit the site and facilities. Opportunities for expansion of parking or other paved areas at the current mainland site are extremely limited due to steep slopes and Calais shoreland zoning.

**Island Access**

The only visitor access to the island is by water. Visitors must use privately owned boats. There are no NPS-sponsored or NPS-licensed boat tours to or around the island. NPS maintenance personnel launch a small boat at the mainland shore parcel on Red Beach (Plaster Mill) Cove or at the state-maintained Robbinston boat launch approximately one mile south of the site. NPS personnel usually land on the beach at the southern end of the island.

Boats cannot depart Canadian shores and proceed directly to St. Croix Island without clearing U.S. Customs at the nearest designated port of entry (Calais, Robbinston, Eastport, Cutler, Lubec, or Jonesport). There are no exceptions to these reporting requirements.

**Disabled Accessibility**

The mainland visitor service facilities (trash disposal, outdoor restroom, and interpretive shelter) are currently accessible to visitors with disabilities under the Americans with Disabilities Act (ADA) guidelines. Lack of directional signs to the level graded parking space poses a problem because most visitors park by the shore without realizing they have the option of parking where there is level access to the interpretive shelter and restroom.
VISITATION

Current Visitation

No formal visitor survey or count has been conducted for the international historic site. Therefore, information about visitor characteristics is provided primarily by NPS staff observations. A statistically valid visitor use survey conducted for nearby Roosevelt Campobello International Park also provides useful information. The 1990 visitor use survey revealed that 87% of Roosevelt Campobello visitors reside in the United States. Although a plurality are from New England, 44 of the 50 states and the District of Columbia were reported in the sample. Canadians comprise 13% of park visitors, and visitors from six other countries were reported. Nearly one-quarter of all visitors reside in Washington County, Maine, and Charlotte County, New Brunswick. The vast majority of visitors come in small family groups. The average age of visitors included in the Roosevelt Campobello sample is about 50 years, and greater than one-third are retired. Bus-tour participants comprise a relatively small percentage (4%) of all park visitors (Manning 1990).

A log kept by park rangers who were stationed on site in 1985 and 1986, observations by NPS staff and locals in the tourist industry, and the Roosevelt Campobello survey suggest the following about visitors to Saint Croix Island IHS:

- Visitors arrive from all over the United States and Canada
- Saint Croix Island IHS is used by area residents as a park for picnics and relaxation
- Weather has an effect on visitation, and the visitor season is short
- July–August is the peak visitation period
- Many visitors stay for a very short visit, some not leaving their cars, or remaining in the boat ramp area; some may use the site simply as a rest stop

Estimates of the number of visitors to Saint Croix Island IHS rely on three types of observations. The first is a log maintained by NPS rangers in 1985 and 1986. These observations were made Thursday–Monday during the last week in June through the third week in August. The second source is a daily visitor count kept by the NPS maintenance employee on duty Monday–Friday during the 1987–1994 seasons. Based on these records, it is reasonable to assume that the site receives in the range of 2,000–3,000 visitors annually.

Recognizing the lack of detailed visitation data, the general management plan planning team made a third set of observations by installing a traffic counter across the drive at the mainland shore parcel on July 30, 1995. This provided a direct count of vehicles entering the site, seven days per week. In addition, on Sunday, July 30, and Monday, July 31, the planning team counted the number of vehicles and the number of visitors per vehicle. Based on these informal observations, a correlation was made between the number of passengers and the number of vehicles, resulting in an average of 2.5 passengers per vehicle. The traffic counter recorded 2,459 vehicles entering the site during August, and 990 vehicles during the first three weeks of September. Using 2.5 visitors per vehicle as a multiplier, there were approximately 6,000 visitors in August and more than 2,500 in September 1995. Although limited, these data indicate that a much higher estimate than suggested by staff observers—perhaps as many as 12,000–15,000 visitors per year—may be warranted. Based on experience at Acadia National Park and Roosevelt Campobello International Park, it is likely that St. Croix visitation in July equals that of August.

Traffic counter records for 1995 indicate that weekends and weekdays have similar attendance (an average of 66 vehicles per day on each weekday; 57 vehicles per day on weekends). Weekday averages are slightly higher than weekends (this may be due to maintenance personnel use of the drive on weekdays, and additional use as a lunch-break site for local workers). Weekend visitation accounts for about 32% of all use of the site. Many visitors are on extended touring vacations, which allows them to arrive on any day of the week.

There are no records for visitor use of the island. Visitors access the island for picnicking and sunbathing during the summer months, primarily on weekends. Annual visitation
is estimated to be 10% of mainland visitation, or 1,200–1,500 people.

**Potential Visitation**

A complex set of potential market segments, seasonal factors, and other variables affect the visitation potential for Saint Croix Island IHS. These issues have been discussed in detail in the visitation analysis (Goody, Clancy and Associates 1995b). Given the size and makeup of the resident and visitor segments, however, perhaps the most important factors that will determine the number of visitors to the site are the following:

- types of exhibits and programs offered
- nature of, and relationship with, the Saint Croix Island IHS exhibit in Canada
- the nature of the full interpretive experience

The visitation potential of Saint Croix Island IHS is bounded at the low end by current visitation levels (an estimated 12,000–15,000 visitors) and at the upper end by the visitation at the established sites of Moosehorn National Wildlife Refuge (currently about 56,000 visitors), Roosevelt Campobello International Park (about 135,000 visitors annually), and Cobscook Bay State Park (24,071 day and camping users in 1996). The visitation potential within this broad range will depend on the factors cited above.

Parks Canada estimates that 25,000–30,000 visitors will be drawn annually to the new Parks Canada Saint Croix Island IHS outdoor exhibit on Route 127 in Bayside Local Service District, New Brunswick. The exhibit is close to the Bayside port facility where cruise ships dock, on a major tourist route, and in proximity to St. Andrews, a popular tourist destination.

Visitation at Saint Croix Island IHS can be expected in the range of 12,000–75,000 visitors annually. This wide range is due to the preliminary nature of data collection, and the lack of certainty as to the location, extent, and type of visitor service and interpretive elements. As these issues are addressed, and planning is advanced, more precise estimates of visitation can be made.

Visitors to Saint Croix Island IHS are likely to be local residents, friends and relatives of local residents, area-destination tourists, or pass-through tourists.

**Local Residents.** This visitor segment is comprised of residents who live in Washington County, Maine, and Charlotte County, New Brunswick, currently representing about 70,800 persons.

Residents of the U.S. and Canada living within 150 miles of the site comprise a secondary source of visitation. This segment includes the next tier of counties. This population currently represents 194,500 persons in Maine and 262,000 in New Brunswick, for a total of 456,500 potential visitors in addition to local residents. This includes residents of urban areas such as Bangor, Ellsworth, and Bar Harbor in Maine, and Saint John and Fredericton in New Brunswick.

**Visiting Friends and Relatives.** Another pool of potential visitors is comprised of those who are visiting friends and relatives in the region. Typically, a rule of thumb for this segment is that there are one to one-and-a-half visitors per resident annually, which suggests the size of this source. Evidence of the validity of this estimate is provided in the Canadian Travel Survey of 1992. In that survey, New Brunswick is estimated to receive 965,000 visits to friends and relatives “staying at their home.” The total 1991 population for New Brunswick was 724,000; therefore, the visiting-friends-and-relatives segment is equal to about 1.3 visitors per resident. There may be some double-counting in this group because people may be visiting from within the secondary resident pool—that is, someone who lives in Bangor or Saint John visiting relatives in Calais. People who are visiting friends and relatives are good candidates to visit local attractions and points of interest.

**Area Destination Tourists.** Visitors who have the local area as a destination are also likely candidates to visit the site. The following is a summary of visitor segments:

- people who drive all or part of the Quoddy Loop
- destination visitors to St. Andrews, including motor coach tours
visitors to Roosevelt Campobello International Park, Moosehorn National Wildlife Refuge, and Cobscook Bay State Park
seasonal residents and those staying in rented accommodations
Canadians visiting the attractions of New Brunswick
visitors doing a coastal tour of Washington County, Maine, through the Passamaquoddy Bay area
visitors who come to camp, hike, hunt, and engage in other outdoor activities for recreation
people cruising the coast in private boats
cruise ship passengers docking at the Bayside terminal

Saint Croix Island IHS has a special constituency/audience among many Francophone North Americans. People of Acadian descent, in particular, consider the site the birthplace of French culture on this continent. This segment is looking for an authentic and focused experience, an appropriately reflective and respectful ambiance, and opportunities to obtain more in-depth information.

The exact size of this market is not known, but a reasonable estimate of “destination” visitors to the area is 150,000 to 300,000 visitors annually (Goody, Clancy and Associates 1995b).

Pass-through Visitors. There are at least two types of pass-through visitors: those touring the Maine/Maritimes area; and those making longer (non-touring) trips destined for other areas, or on business-related trips. Of those who are touring, there are a number of sub-groups:
Canadian travelers touring the Atlantic provinces and the Bay of Fundy on the New Brunswick side
U.S. travelers touring coastal Maine, including Acadia National Park, who extend their tour to include Washington County
through-travelers both northbound and southbound; these include U.S. residents driving to the Maritime Provinces and residents of Atlantic Canada traveling south to the United States or west to central Canada; the exact size of this segment is not known, but is estimated at 200,000 to 400,000 through-travelers

The segment of potential visitors most likely to visit Saint Croix Island IHS appears to be made up of regional tourists and pass-through travelers. These are people who have already decided to travel through eastern Maine or southern New Brunswick and who would only have to make a short detour or side trip to visit Saint Croix Island IHS.

Within this regional tourist segment are two groups with distinct needs and interests: the family audience which travels in July and August, and the adult/senior audience which travels primarily between May and October. If present visiting trends continue, it is likely that the majority of visitors will be adults and seniors. This suggests that interpretive programs should appeal mainly to adults, while providing some active/participatory elements to meet the needs of young children.

SITE INTERPRETATION

At present, little interpretation is offered by the NPS to the public regarding Saint Croix Island IHS. The shore parcel contains an open shelter with a single interpretive panel, and a supply of site brochures. There are no outreach efforts by the NPS. The level of interpretation offered is not in keeping with the international significance of the site.
INTRODUCTION

Saint Croix Island International Historic Site presents a rare opportunity to preserve and interpret a place highlighting the relationship between European newcomers and the Native peoples who had settled the area for thousands of years; a place crucial to European exploration and colonization of North America and the beginning of the French presence in the United States and Canada.

There are no visible 17th-century resources on the island to remind us what happened there in 1604–05. Yet there are resources to be preserved, both natural and cultural, and rich sources of information to help tell the story. There are Champlain’s maps and journals which chronicle the explorations of New France and present a first-hand account of the year French colonists spent on St. Croix Island. There is the island itself, the St. Croix River flowing by, and the surrounding landscape that was once called ‘Acadie’. The future of St. Croix Island lies in the continuing preservation of these resources and the sharing of the region’s significant past. This vision for the future of Saint Croix Island IHS is reflected in the following management guidance.

PURPOSE OF GENERAL MANAGEMENT PLAN

This general management plan (GMP) describes the conditions and experiences that should exist at Saint Croix Island IHS, and why they should exist. It focuses on why the historic site was created, what specific resource conditions and visitor experiences need to be maintained at the site, and what those decisions mean in terms of broad direction for resource management, visitor use, and development. The purpose of the plan is to clearly define the site’s mission, mission goals, and management direction. It provides a foundation to guide and coordinate all subsequent management decision-making.

The general management plan takes the long view, 15–20 years into the future. The plan considers the site holistically, in its full cultural and ecological contexts: as a unit of the national park system and as a part of a surrounding region. The National Park Service is required to maintain up-to-date general management plans for each unit of the national park system by the National Parks and Recreation Act of 1978 (PL 95–625).

MISSION

The National Park Service preserves Saint Croix Island IHS as a monument to the beginning of the United States and Canada. It was here that Pierre Dugua Sieur de Mons with his company of 78 men established a French settlement in 1604–05. In cooperation with Parks Canada, the National Park Service educates the public about that heroic effort, its context, and its consequences.

Site Purpose

The purpose of Saint Croix Island IHS is to conserve unimpaired the resources and values of St. Croix Island, an area of historic significance to the people of the United States and Canada, for the enjoyment, education, and inspiration of this and future generations.

Site Significance

In 1604, Pierre Dugua Sieur de Mons, accompanied by Samuel Champlain and 77 other men, established a settlement on St. Croix Island. Preceding Jamestown (1607) and Plymouth (1620), Sieur de Mons’ outpost was one of the earliest European settlements on the North Atlantic coast of North America. More specifically, it was the first attempt by the French at year-round colonization in the territory they called La Cadie or l’Acadie (Acadia). The settlement was short-lived, however, due to hardships suffered by the men, and in the summer of 1605, the French moved to a more favorable location where they established the Port Royal habitation on the shores of the present-day Annapolis Basin, Nova Scotia.

The experience of the French on St. Croix Island taught them much about the “New World” environment and about interacting with the Native peoples. From St. Croix Island, Samuel Champlain explored and charted the coast of Norembegue (Norumbega), including the Bay of Fundy and the Atlantic coast as far south as Cape Cod.
The valuable insights gained from both the St. Croix settlement and further exploration formed the foundation for a more successful settlement at Port Royal, and an enduring French presence in North America continuing to the present day.

In recognition of its important historic significance to both the United States and Canada, Saint Croix Island IHS is the only international historic site designated in the U.S. national park system. The National Park Service site is listed on the National Register of Historic Places. Parks Canada maintains a component of the international historic site on the New Brunswick shore of the St. Croix River.

**MISSION GOALS**

The mission goals stated below are derived from the management objectives proposed in the draft general management plan, September 1996. They have been updated to reflect the 1997 interim mission goals of the National Park Service.

**Preserve Park Resources**

- Cultural resources that are associated with the 1604–05 French colonization of North America, and the island itself—a significant historic place—are protected, restored, and maintained in good condition; and managed within their broader cultural context, including other NPS and Parks Canada units interpreting early European colonization and contact with Native peoples.

- In a manner compatible with achieving the cultural resources mission goal, natural resources on the island and on the mainland parcels, including land, water, and wildlife habitats, are protected, restored, and maintained in good condition; and managed within their broader ecosystem and cultural context.

- Lands within the site boundary are managed to protect the site’s natural and cultural resources in their relatively natural setting, and to assure an adequate base for site management and public use.

- The National Park Service contributes to knowledge about cultural and natural resources and associated values at Saint Croix Island IHS; management decisions about resources and visitors are based on adequate scholarly and scientific information.

**Provide for Public Enjoyment and Visitor Experience**

- The public understands and appreciates the significance of the settlement of 1604–05—its history and legacy—and French colonization in North America, and actively supports the preservation of parks and their resources for this and future generations.

- Visitors safely use the international historic site based on appreciation of its history and significance and are satisfied with the availability, accessibility, diversity, and quality of facilities, services, and appropriate recreational opportunities.

**Ensure Organizational Effectiveness**

- Facilities reflect the National Park Service’s commitment to environmentally sound design in a way that reinforces the cultural and natural resource values of the site.

- To protect site resources through responsive, effective, and accountable operation, management at Saint Croix Island IHS is integrated with comparable operations at Acadia National Park, the closest National Park Service unit; the National Park Service uses best current management practices, systems, and technologies to accomplish its mission for the site.

- Other agencies, organizations, and individuals in the United States and Canada are involved as feasible and appropriate to ensure that site resources are protected and preserved; that the site appropriately commemorates French colonization in North America and the St. Croix settlement of 1604–05; and that management and use are compatible and consistent to the greatest extent practicable with regional interests and state laws.
OVERVIEW

The management approach for Saint Croix Island IHS emphasizes preserving primary site resources and the sense of place that St. Croix Island and the surrounding area evoke for many people, particularly those of French ancestry. For many, it was here that their French roots took hold in North American soil. The proposed actions offer visitors to Saint Croix Island IHS an outdoor interpretive experience that takes advantage of the mainland shore parcel's relatively natural setting in order to help visitors imagine what happened here nearly 400 years ago. Visitors may "walk in the footsteps" of the 17th-century French colonists who planted gardens, made charcoal, and built a water-powered mill on the shores of the St. Croix River. They may look out at St. Croix Island and imagine the ships landing, the excitement as the men built their storehouse and dwellings. Visitors might also come to appreciate the colonists' hardships and despair as winter came and isolated them, disease killing many. Through panels in the interpretive shelter, a visitor may learn how the French colonist adapted to life in North America during their first winter, and how their time at St. Croix enabled them to establish a more successful French settlement at Port Royal.

To preserve resources and retain the relatively natural and peaceful setting, on-site development will be kept to a minimum. A parking and welcome area and an interpretive trail will be developed on the mainland to provide basic visitor services. To aid effective management, a ranger station will be established. A house which is currently private property, and lies within the legislated site boundary, will be acquired for that purpose on a willing-seller/willing-buyer basis and renovated to meet NPS needs. In total approximately 2.8 hectares (7.0 acres) on the mainland might be purchased, and conservation easements will be pursued within the site boundary.

The National Park Service will strive to present a broad range of services to as many visitors as possible through cooperation with regional tourism and educational efforts. An exhibit will be developed in the present Maine Tourist Information Center on the waterfront in Calais to orient potential visitors to the National Park Service and Parks Canada interpretive locations. If local, state, and federal cooperators develop a regional visitor center at a site in downtown Calais, the NPS will participate as appropriate. If the regional center is determined by the NPS not to be feasible, the NPS will expand the ranger station at Red Beach into a modest visitor center. An indoor facility, either at Red Beach or in downtown Calais, will offer a range of educational media and programs to visitors. All interpretation will be in both English and French and will complement Parks Canada exhibits at Bayside on the New Brunswick side of the river.

Visitation to the island will not be encouraged. Those who do visit the island on their own will find a more "natural" setting with fewer intrusions from built structures. A few interpretive panels will help island visitors to understand and visualize the former French habitation and the hardships faced by its residents. Post-1605 structures will be removed, as feasible. Minimal development, a more natural setting, fewer visual intrusions, and on-site interpretive panels will foster a sense of respect for this internationally significant island. Consistent with this policy, commercial tours around the island will be permitted but will not be allowed to land.
The primary resources of Saint Croix Island IHS are:
- St. Croix Island itself, site of the 1604–05 habitation
- In-situ archeological resources dating from 1604–05
- NPS archeological collections pertaining to the habitation

Secondary resources within the boundary of the international historic site include:
- 1904 memorial boulder and plaque on St. Croix Island
- St. Croix River Light Station boathouse on St. Croix Island
- Mainland shore parcel; likely used to support the 1604–05 habitation
- The natural setting of the mainland peninsula
- Privately owned McGlashan-Nickerson (Tract 01-104) and Pettegrove houses (Tract 01-103)

**Erosion Control**

The island has been much reduced in extent by natural forces since 1604–05 when Samuel Champlain made the sketches on which his subsequently published maps were based. Wrights and Chapel nubbles, once connected to the body of the island by bridges of soil, are now free-standing islands in the intertidal zone.

The bedrock foundation of St. Croix Island is fairly resistant to erosion, but the deposit of glacial soil resting on that base is subject to wind and wave action, and scouring by ice. There is no way to block storms from the Gulf of Maine, no way to prevent ice from rafting down the river. The NPS will not attempt to arrest the natural erosion processes occurring at the island. Erosion is not occurring at a sufficient rate to pose an immediate threat; the south bluff is now eroding some two inches a year. Besides, structural erosion control would likely fail to stop natural processes. Structural solutions such as riprap or jetties would be inconsistent with the proposed management goals for the island. (See “Soils and Coastal Erosion” subsection in the “Natural Resources” section in part one.)

Erosion on the southern point of the island will be monitored using a consistent data-collection method. To reduce surface runoff and resulting erosion, the grassy areas will be managed more like a field than a lawn. (This could be achieved by mowing less frequently than is currently practiced or through prescribed burning.) Shrub thickets composed of hardy species will be encouraged above and along steep banks. The roots of woody plants would hold soil particles in place, providing erosion protection. The existing cleared area on the upper plateau will be reduced to allow woody buffers to expand. Trees will not be encouraged near the banks, as windfalls could increase erosion potential. If planting of shrubs is necessary, native species will be planted, consistent with NPS policy.

Barriers will be established near the top and bottom of the south bluff of the island to deter visitors from scrambling up the fragile slope and to promote re-vegetation. (Native vegetation would be appropriate at the top, and a fence at the base.) Foot traffic at the top of the existing stairway may contribute to erosion which could eventually threaten the burial ground and habitation area. The situation will be monitored. Should foot traffic be found to create an erosion problem, the stairway could be relocated. If so, then limited archeological testing should be done at the new location to ensure that it is not affecting yet undocumented archeological resources.

The mainland shore parcel is exposed to the tidal influence of the St. Croix River estuary; however, the intertidal zone consists chiefly of rock and rubble, which stabilize the shoreline. Existing rubble may be maintained, but no structural erosion control measures will be added on the mainland.

**Archeological Resource Protection**

To protect in-situ archeological resources (such as the foundations of the storehouse or the floor of Sieur de Mons’ residence) an herbaceous ground cover will be
maintained in the habitation and grave site area. Areas of archeological significance will not be marked as interpretive components in order to avoid vandalism. No new visitor facilities (buildings or docks) will be developed on the island. Further subsurface archeological testing is not necessary to verify and document the island's resources. Therefore, no ground-disturbing archeological studies will be conducted on the island.

The mainland parcels contain known archeological resources which have been described in general terms but have never been thoroughly evaluated. Much of the shore parcel has been disturbed by industrial use, fire, the construction of U.S. Route 1, tidal erosion, and decay. Development proposed for the shore parcel will be conducted with consideration of any archeological resources that may survive from the French period, or later commercial and industrial use. If found, archeological resources will receive appropriate treatment. Nineteenth-century foundations on the hill parcel will be preserved. No ground-disturbing archeological studies will be conducted on the mainland.

**St. Croix Collections**

Seventeenth-century French artifacts and earlier Native American artifacts will be brought together and housed under optimal conditions of humidity and temperature in a new collections facility to be built at Acadia National Park headquarters in Bar Harbor, pursuant to the park's 1992 general management plan. Archeological resources from Saint Croix Island IHS will make up the bulk of the archeological artifacts that will be stored with five collections from Acadia National Park. Any Saint Croix Island IHS objects displayed by the NPS will be kept under controlled conditions suitable for museum storage and display. The artifacts curated by the Maine State Museum will continue to be loaned to the State of Maine as long as their care meets NPS standards.

**Treatment of Structures**

The ideal future condition would be to remove all post-1605 structures from the island, but this is presently not feasible. The navigation beacon operated by the U.S. Coast Guard is a visual intrusion upon the 1604–05 habitation site, both from mainland and island vantage points. However, 1995 correspondence with the U.S. Coast Guard indicated that the beacon and tower will remain operationally required for the foreseeable future. The NPS storage shed on the island is not apparent from the mainland, but intrudes on the island scene. Both the tower and storage shed will be removed when not operationally required. (For instance, the shed will not be required for mower storage if the grass is managed through prescribed burning.) In the meantime, the shed will be relocated or screened with vegetation to lessen its visual impact.

Similarly, the 20th-century oil house and 19th-century boathouse detract from the proposed interpretive presentation for the site. The oil house is a visual intrusion for island visitors, and the boathouse is intrusive from the mainland shore parcel where most visitors will gain their impression of the site and their understanding of its interpretive themes. The oil house will be removed. The boathouse appears to be eligible for listing on the National Register of Historic Places and will be documented. If it is found eligible for the National Register of Historic Places, the boathouse will be preserved. In the meantime it will be stabilized. Detailed drawings were made of both structures by the Historic America Building Survey in 1976. Photographs will be taken to document the oil house and boathouse.

The memorial stone and commemorative bronze plaque marking the 1904 tercentenary are in stable condition and require no special measures to ensure their preservation, except for regular maintenance. They will be preserved as a cultural resource.

**National Register of Historic Places**

Saint Croix Island IHS is listed on the National Register of Historic Places, but no documentation describing the
historically significant resources has been prepared. National Register documentation will be prepared for the international historic site, and it will be evaluated using National Historic Landmark criteria.

The National Register of Historic Places eligibility of the boathouse will be formally evaluated in consultation with the Maine state historic preservation officer, as stated above. The house on Tract 01-105 will be evaluated for listing on the National Register of Historic Places, prior to renovation as a ranger station and possible expansion as a visitor center. In any event, alterations by the NPS to the structure will be in an appropriate vernacular style in order to harmonize with the adjacent McGlashan-Nickerson (Tract 01-104) and Petlegrove (Tract 01-103) properties. The National Park Service will attempt to acquire conservation easements protecting the character of the two latter National Register of Historic Places properties over the long term, and all development on the shore parcel will be sympathetic to maintaining an appropriate setting for the houses.

**Ethnographic Study**

Ethnographic resources are the traditional natural and cultural resources to which groups associated with St. Croix Island still attribute special meaning. Generally, these resources include plants and animals, sites, structures, and landscapes. A study will be conducted to document the ethnographic resources of Saint Croix Island NPS, particularly focusing on resources of value to Native Americans (specifically the Passamaquoddy and, perhaps to a lesser extent, the Maliseets); Canadians and Americans of French descent; and Americans of English, Scottish, or Irish heritage.

**Land Protection**

A portion of Tract 01-104 (0.1 hectare/0.24 acre) along the bank of the northern side of the mainland shore parcel will be acquired in fee title, on a willing-seller/willing-buyer basis. The purpose of acquisition would be to avoid inadvertent trespassing or impacts on nonfederal lands and to create a more administratively manageable property line. Currently, the property line is not evident to visitors. Fencing or marking it would be an intrusive solution which would seriously jeopardize the proposed visitor experience. An additional portion of Tract 01-104 would be acquired, if the owners were willing.

Tract 01-105 will be acquired in fee title on a willing-seller/willing-buyer basis. The house on Tract 01-105 will be used as an NPS ranger station and possibly developed as a visitor center. The NPS will acquire the tract because site topography and regulatory shoreline setbacks make it impractical to develop a ranger station/visitor center within existing federal ownership. Federal ownership of the property will also aid in developing planned visitor amenities such as a parking and welcome area.

In conjunction with fee-title acquisition, agreements with the State of Maine will be needed to use a portion of a highway right-of-way for access and parking. The National Park Service will also pursue acquisition of conservation easements on two tracts within the site boundary. Easements will be pursued on the portion of Tract 01-104 not acquired in fee title, and on Tract 01-103. The purpose of the conservation easements would be to retain the rural atmosphere as a fitting context for the interpretive trail and to maintain the scenic quality of these adjacent parcels, particularly when viewed from the NPS shore parcel. The NPS will encourage private landowners and land conservation agencies to voluntarily protect the scenic and rural values of other properties on the adjacent shores of the St. Croix River estuary.

The National Park Service administers St. Croix Island in its entirety, so no additional land acquisition will occur there. A special use permit will allow the U.S. Coast Guard to utilize a section of the island to operate a navigational beacon, while limiting the amount of land dedicated to use by the Coast Guard (ideally limited to the land within the existing fence around the tower). It is not anticipated that there would be any federal ownership
in downtown Calais if the NPS were to participate in a regional visitors center. The property for the visitor center would either be acquired by the City of Calais or another entity. The National Park Service would utilize space in the center by lease or agreement.

Boundary adjustments will not be required to implement any of these land protection actions. A more detailed land protection plan in part four of this document supports the general management plan for Saint Croix Island IHS.

**Endangered Species Protection**

The St. Croix River estuary provides many suitable nesting sites for American bald eagles. In recent years they have nested in a large white pine on St. Croix Island. Should eagles attempt to rebuild a nest on the island in future years, the NPS will post signs warning visitors away from the nesting area and suspend activities under its control which might pose a threat to successful nesting.

**Oil Spill Contingency Planning**

Many U.S. and Canadian agencies and non-governmental organizations are involved in planning to mitigate the consequences of a potential oil spill in Passamaquoddy Bay and environs. The National Park Service will actively cooperate with the U.S. Coast Guard and the Maine Department of Environmental Protection, the lead agencies in developing an oil spill contingency plan for the Maine and New Hampshire Area that includes the St. Croix River estuary.
Two guiding principles will shape visitor use and education. One, all education (non-personal as well as personal) will be offered in both English and French in recognition of:
(a) the historic significance of the site as a French settlement in a region claimed by both the French and English;
(b) its special meaning to those of French heritage; and
(c) its special role as an international historic site. Parks Canada has agreed to provide appropriate French translations of all relevant textual material developed by the NPS.
Two, St. Croix Island itself will be treated with reverence. Public use of the island will not be encouraged, thereby minimizing negative effects on island resources.

EDUCATION

Education about Saint Croix Island HHS will be implemented primarily on the mainland. Facilities, personal services, and outreach efforts will be developed. A long-range interpretive plan in part three of this document provides the details of how the National Park Service will implement the following general guidelines for educational efforts.

Interpretive Goals
Five broad goals guide education at Saint Croix Island HHS:
- present the international significance of St. Croix Island in the context of the early European exploration and settlement of North America
- foster understanding, appreciation, and respect for the achievements and the hardships of the 1604–05 French colony on St. Croix Island
- provide visitors with opportunities to use and enjoy the site safely while protecting its cultural and natural resources for the future
- provide a variety of programs and services which meet the needs of visitors of different backgrounds, interests, nationalities, ages, and abilities
- provide a visitor experience which complements, but does not duplicate, Parks Canada’s interpretation of the same themes in its wayside exhibit overlooking the St. Croix River at Bayside and its reconstructed habitation at Port Royal National Historic Site

St. Croix Island: Lessons in Adaptations

1604 French Settlement on Saint Croix Island
- Meeting of two worlds
- A short-lived settlement
- Legacy of Saint Croix Island

The Context for Settlement
- Native homeland
- European beginnings in this region
- Acadia and New France

The Island Through the Years
- Later uses
- International border
- A special place
Interpretive Themes
The overall theme for Saint Croix Island IHS presents St. Croix Island as a place of learning for French colonists in North America. Stated briefly:

The experiences of French colonists on St. Croix Island 1604–05 helped them adapt to conditions in North America and led the way to a lasting French presence on this continent.

Secondary themes relating to later uses of St. Croix Island answer visitor questions about what they see when they visit the international historic site. However, these subsidiary themes are not the main focus of interpretive programming.

Facilities
Two approaches will be pursued regarding educational facilities. The first is to provide visitors an outdoor experience at the NPS shore parcel at Red Beach and at the Parks Canada outdoor exhibit at Bayside. The Parks Canada site has already been developed. The National Park Service will develop an interpretive trail so that visitors can “walk in the footsteps” of Champlain and the other French settlers. To meet the needs of people who make their way to St. Croix Island on their own, and to foster a sense of respect for this internationally significant site, limited self-guiding interpretation will be offered on the island.

The second approach is to develop facilities for an indoor experience. A small introductory exhibit will be installed at the Maine Tourist Information Center on the waterfront in Calais and a reception center installed in a new ranger station. In addition, a visitor center is envisioned, either at Red Beach or at another location developed by cooperators, possibly in downtown Calais. Visitor services in terms of access, parking, orientation, and amenities such as restrooms and sales areas will be greatly enhanced with an indoor facility. Staffed, indoor facilities will also provide an opportunity to offer a greater range of educational media and programs.

Personal Services
To provide more comprehensive education at Saint Croix Island IHS, staffed services will be provided during peak periods (May–October). Staffed programs will be offered at the NPS mainland site, using the welcome area, interpretive trail, and the NPS visitor center if it is developed at Red Beach. Special events will be offered on-site and in cooperation with Parks Canada at Bayside. If the regional visitor center is developed in downtown Calais, it would be staffed cooperatively by the NPS, community organizations, and other agencies. The National Park Service, with assistance from Parks Canada, would provide accurate information and possibly training to those who would be interpreting Saint Croix Island IHS exhibits or programs. All NPS program staff will be fluent in English and French. (See Appendix 7: Staffing.)

Outreach
Off-site interpretive, educational, and outreach programs will complement educational facilities and personal services. A new site brochure will be developed jointly with Parks Canada that presents the interpretive themes and deals with both the Bayside and Red Beach interpretive sites. The cooperatively produced brochure may also reference Acadian heritage sites in Maine, New Brunswick, and Nova Scotia. Other theme-related educational items such as journals, books, reproductions of Champlain’s maps, a multimedia CD-ROM, or a video will also be produced.

Rangers (from the NPS, and perhaps Parks Canada) will give school classroom presentations which might be done in period costume, and include audiovisual segments or a prop talk. Special activities will be developed that link to educational curricula for school groups visiting the NPS or Parks Canada sites.

Visitor Experience
It is anticipated that the outdoor interpretive facilities, ranger station, introductory exhibit at the Maine Tourist
Information Center, outreach efforts, and some personal services will be in place before a visitor center is developed. The following paragraphs describe what a visit to Saint Croix Island IHS would be like at that stage of implementing the general management plan.

Pre-Visit
Ideally, visitors would know about Saint Croix Island IHS in advance, so that they would plan their travel route to include a visit to this internationally significant site. They might receive basic information about the site while visiting Acadia National Park or Parks Canada sites in New Brunswick and Nova Scotia, or through tourist information centers.

Perhaps they would receive a brochure featuring Acadian heritage sites in Maine, New Brunswick, and Nova Scotia to be cooperatively produced by the NPS and Parks Canada, or view a multimedia CD-ROM.

Arrival
Most visitors would arrive in Calais via Maine Route 9, U.S. Route 1, or the international bridge from New Brunswick. Those driving north on U.S. Route 1 would meet signs directing them to Saint Croix Island IHS, and would be likely to stop there to explore the site before arriving in Calais. First-time visitors to the area coming from other directions would stop at the Maine Tourist Information Center to learn about area attractions. Once inside, they would learn about the significance and context of Saint Croix Island IHS by touring the NPS exhibit. The exhibit would introduce them to the 1604–05 settlement and invite them to visit Saint Croix Island IHS sites at Red Beach, Maine, or Bayside, New Brunswick, both less than a half-hour drive away. Equipped with a basic knowledge of the site’s significance, those visitors headed to Acadia National Park and other points south could proceed to Red Beach; those headed east to St. Andrews and the Maritime Provinces could go on to Bayside.

Directional signs along U.S. Route 1 (both north and south) would help visitors find their way to the NPS site. The parking area would be visible from U.S. Route 1, and would accommodate visitors in automobiles, motor homes, or buses (one at a time). The elements of the site would support the message that Saint Croix Island IHS is an international historic site. Visitors would find the site easily accessible and attractive.

Welcome
Visitors would be welcomed and oriented to the site’s themes and significance by a number of interpretive elements and visitor services provided in conjunction with the parking area. Both French- and English-speaking visitors would feel welcome. Features of the new welcome area will include:

- Flags of the United States and Canada, indicating the international significance of the site
- Site plan showing the trail, shelter, river, island, and some basic messages about key interpretive themes
- Reception counter in ranger station, including the new site brochure, and orientation to what is offered at the site
- Restroom, picnic area, water fountain, and outdoor education area to meet basic visitor needs

During peak season visitors would be greeted by a uniformed NPS employee who would engage them in telling the story of the site, possibly using props. A reception counter in the ranger station would provide basic orientation to the NPS and Parks Canada sites.

Interpretive Trail
Visitors would walk along the interpretive trail and enjoy the peaceful, natural setting. Along the trail visitors would come upon interpretive panels and cast figures in the landscape. These interpretive elements would convey messages about the French colonists and Native Americans who once stood at this site. Interpretive stops would convey messages about:

- The Passamaquoddy perspective
- Pierre Dugua and the reasons for the St. Croix Island settlement
- French exploration of the “New World”
- The St. Croix Island habitation
- Learning hard lessons through experience
the move to Port Royal, and the continuing French presence in North America

Having walked in the footsteps of Samuel Champlain, visitors would finish the interpretive trail filled with empathy for the 17th-century French colonists. At the existing interpretive shelter, visitors would see the island, easily identified by the 17th-century flag; they could get a better look by using view-scopes mounted in the shelter. Perhaps visitors would examine a three-dimensional model of Champlain's plan of the St. Croix Island habitation (given the inconclusive archeological evidence, the legend would clearly state that this is an idealized view of the settlement). Visitors would learn from a series of panels about the following: how difficult times at St. Croix translated into more durable colonies at Port Royal and subsequent French settlements in North America; the legacy of Champlain, his explorations, maps, journals, and role in exploring New France and founding Quebec; Acadia and Acadians (then and now); New France (this could include maps showing the extent of New France, French place names, and the number of French-speaking people in North America today); the later uses of St. Croix Island and the mainland for farming, quarrying, and plaster milling; light station activities; archeological research on St. Croix Island; and the international nature of the site (including its role in boundary determination, the War of 1812, and international historic site designation).

Departure

The above outdoor interpretive experience would stimulate visitors' interest in St. Croix Island and early French history so that they would seek out more information through books, visits to other sites, and outreach materials. If they haven't already stopped at the Maine Tourist Information Center on the waterfront in Calais prior to their site visit, visitors may view the indoor exhibit and stamp their "passport" as part of the Passport to Your National Parks program. Signs would point out that more information about St. Croix Island can be obtained from nearby sites such as the Parks Canada outdoor exhibit at Bayside. Visitors would re-embark on their journey feeling that their stop was educational and worthwhile.

Visitor Center

The following additional experience would be available to visitors when an NPS visitor center is developed at Red Beach or a regional visitor center is developed in downtown Calais.

NPS Center Arrival. Visitors would arrive at the site via U.S. Route 1, possibly after visiting the Saint Croix exhibit at the Maine Tourist Information Center. A National Park Service arrowhead and other exterior elements would greet the visitor and support the message that Saint Croix Island IHS is an international historic site representing one of the earliest European settlements in North America. A clearly defined and well-marked path from the parking and welcome area would draw visitors inside the visitor center (developed in the house on Tract 01-105) prior to enjoying the rest of the NPS site.

Regional Center Arrival. Visitors arriving in Calais would be directed to the regional center downtown, which would be easily accessible with ample parking. Visitors would be interested in learning about the many attractions in the area. Those visitors traveling north on U.S. Route 1 might have already stopped at Saint Croix Island IHS, experienced the outdoor interpretive trail, and viewed the island.

Welcome. In either location visitors would be greeted in English or French, and feel appropriately welcomed. At the reception counter they would learn about their options for visiting the center and other attractions in the area. At the regional center it would be clear to visitors what regional sites are featured, and what exhibits, services, and programs are available. Many visitors would choose to see the Saint Croix Island video and exhibits before continuing their journey.

Video Presentation. A 10- to 15-minute video available in both English and French would be an important interpretive tool for communicating the overall message of Saint Croix Island IHS. The video would weave the different themes together into the compelling story of the colony and its long-term legacy. The video could
combine historical images, reenactments filmed at Port Royal National Historic Site, and interviews with historians and with Maine Acadians. The primary focus would be the 1604-05 settlement, its context and legacy. However, the video would also provide information on later events and uses of the island to bring the story up to the present day.

The video could be played from a laser disc (one of the easiest and most fail-safe methods of presentation). A large monitor would be used. Should visitors arrive in a more-or-less steady flow, it is recommended that they be able to activate the video themselves, with a language selection feature. Signs would indicate the length of the presentation.

**Interpretive Exhibits.** The NPS center exhibit area would be smaller than the exhibit area for Saint Croix Island IHS at the regional center, but both would provide a similar experience. Visitors would view vignettes or dioramas, getting a sense of the 17th-century Native American presence in this region. By use of identifying lights on a 3-D model or diorama of Champlain’s depiction of the St. Croix Island habitation they could learn the location and function of the 17th-century buildings on the island. An exposed part of the center’s walls built with French period building techniques would give visitors clues about how to construct a small-scale model. The context of the settlement would be shown through maps of New France and large reproductions of Champlain’s maps, over which visitors could slide modern maps of eastern North America. Visitors would see artifacts from the St. Croix collections, shown in context. They might also encounter a “Wheel-of-Fortune”-type game in which visitors spin the wheel to find out about the different challenges faced by the settlers. Sensory exhibits would allow visitors to smell the spices, touch the beaver fur, contrast the sounds of 17th-century North America and Europe, and put on headphones to hear Acadian music played today. Interactive computer stations might allow visitors to participate in a computer role-playing game in which visitors plan a new settlement, or access databases containing information on where people of French heritage live today.

**Multipurpose Room.** In spring, fall, and winter school groups would take part in supervised interpretive activities in this space by reservation. In July and August, when family visits are at their peak, the multipurpose room would be set up as a children’s activity area. In the NPS center this room could be made available to local groups for meetings and community activities related to the significance of the site, or for the display of temporary exhibits. In the regional center it could be available to a larger range of local groups for meetings and community events.

**Acadian Commemorative Element.** Visitors with cultural connections to Acadia and St. Croix Island would take a moment from their schedule to contemplate the suffering and endurance of Dugua’s company on St. Croix Island and its significance in the settling of North America by the French. Visitors would pause in a quiet corner of the visitor center or outdoors.

**Sales Area.** Many visitors would want to take home a few reminders of their adventures. The sales area would provide quality, theme-related educational items such as journals, books, and reproductions of Champlain’s maps. This could be operated by a cooperating association or community group.

**Resource Center.** Here visitors would find books, research reports, copies of archival records, maps, and so forth. There would also be a computer with Internet access to other related sites such as Jean Lafitte National Historical Park (Louisiana) and the Port Royal National Historic Site (Nova Scotia).

**NPS Center Departure.** After viewing the video and exhibits in the center, visitors would want to view the island and perhaps enjoy a picnic. As they complete their experience in the center at Red Beach they would be encouraged to visit other sites in the neighborhood, including the Parks Canada outdoor exhibit at Bayside. Upon leaving the center, visitors would be directed to the interpretive trail where they would “walk in the footsteps” of the French settlers, and view the island that supported
the 1604–05 habitation. A landscaped service area with picnic tables and an outdoor education area would be located near the NPS center.

**Regional Center Departure.** As visitors leave the center at downtown Calais, signs would invite them to take a walk along the riverfront where they would find other interpretive panels showing them where they are in relationship to St. Croix Island, the international border, and other sites featured in the center. Before departing Calais they might stop in a local restaurant for a meal, or do some shopping. Having learned that there are several interesting sites and parks in the region, some may decide to extend their stay. They would have the option of viewing the island from the NPS site at Red Beach or the Parks Canada outdoor exhibit at Bayside. A description of the interpretive experience from an imaginary family's perspective is presented in Part 3: Long-Range Interpretive Plan (see “Interpretive Program” section).

**Island Visits**
For those who visit St. Croix Island in their own boats, the island interpretive panels would be relatively straightforward, conveying the significance of the island without being attractions in themselves.

**QUADRICESENTRIAL COMMEMORATION**
Commemorative events and activities are being planned by various organizations for the year 2004 to recognize and celebrate the 400th anniversary of the French landing and settlement at St. Croix Island. The anniversary provides an opportunity to foster appreciation of the international heritage of the site. Parks Canada has offered to host joint NPS-Parks Canada commemorative events during 2004. The fragility of the island resource and the small size of the NPS mainland parcel restrict the capability of the National Park Service to host large-scale events. The large open area, outdoor exhibits, and elevated perspective of the Parks Canada site at Bayside provide an ideal setting for public gatherings.

Given the increased visitation and publicity that can be expected for Saint Croix Island IHS in the year 2004, it is essential that interpretive facilities and programs be in place by that date. Considerable work will be needed to prepare for the quadricentennial, regardless of the level of development achieved by 2004. Although some of the interpretive products could be made by contractors, it will be necessary for the NPS to work with a number of partners to develop:

- regional promotional brochures
- site brochures
- communication strategies for interpreting the site
- public programming, including personal services and special events
- outreach products

**NATIVE AMERICAN CONSULTATION**
Tribal representatives of the Passamaquoddy and other relevant Native American groups will be consulted regarding the presentation of the interpretive themes prior to development of facilities, programs, or outreach products. Activities associated with the commemoration of the 1604–05 habitation will need particular sensitivity to, and inclusion of, the Passamaquoddy perspective.

**MAINE ACADIAN CULTURE PROJECT**
The National Park Service is assisting local and state governments, as well as other public and private entities, to identify and preserve material culture associated with Maine Acadians in the St. John Valley. The culturally sensitive preservation effort strives to maintain, transmit, and present to the public the Valley's regionally based expressive culture. Maine Acadians consider St. Croix Island the cradle of their French culture.

The superintendent of Acadia National Park administers the Maine Acadian culture project in addition to Acadia National Park and Saint Croix Island IHS. A National Park Service project office in Madawaska, Maine, is scheduled to be phased out over the next few years.
Due to the programmatic, historical, and cultural links between contemporary Maine Acadians and St. Croix Island, management of both entities will be overseen by a single bilingual (French-English) NPS staff based at Saint Croix Island IHS.

**VISITOR USE**

**St. Croix Island**

Most island visitors come for recreation (picnics, sunbathing, beachcombing) on the shore and only incidentally visit the more sensitive island plateau. The island is large enough to accommodate 50–100 people at one time. Consistent with management goals, use levels on the island will be maintained at existing levels, estimated to be 1,200–1,500 visitors annually. National Park Service personnel will monitor island use. National Park Service staff on assigned duty from Acadia National Park will be required to take appropriate action to restrict access if the 1,500 people-per-visitor-season threshold is exceeded.

The National Park Service will not provide regular boat access to St. Croix Island. If local entrepreneurs decide to give tours around the island, the NPS would facilitate interpretive programming by providing resource material, advice, and by monitoring program quality. No permits will be granted to land on the island with commercial tours, due to the fragile nature of the resource.

**Mainland**

On the mainland parcel, use levels will likely increase over current conditions due to improved facilities and increased services. Available parking will be the primary tool used to control the number of people at the site. The IHS parking lot will hold approximately 20 personal vehicles at one time. Visitors will likely stay 30–60 minutes, depending on whether a visitor center is developed at Red Beach. In an eight-hour day the proposed parking can accommodate a maximum of 320 vehicles. Assuming an average of three persons per vehicle and a stay of 30 minutes, these figures suggest that the annual capacity of the mainland parcel during a four-month season (June–September) will be 116,800 visitors. If a visitor center is developed and the stay extended to one hour, the maximum annual capacity will be 58,400 visitors. (This figure is close to the existing visitation of 56,000 for nearby Moosehorn National Wildlife Refuge.) It is doubtful such a maximum load will continue unabated through a full day, the time of peak visitation being more likely to be concentrated between 10:00 a.m. and 4:00 p.m.

It is not anticipated that visitor use will exceed site capacity during the life of this plan, except possibly in 2004. Observations by NPS staff will be supplemented by other techniques (e.g., traffic counters) to monitor use levels. Capacity will be adjusted, as warranted, when more is learned about use patterns and subsequent impacts on resources.

No use limits are proposed for the Maine Tourist Information Center exhibit. The location and size of a regional visitor center in downtown Calais has not been determined, so it is impossible to address capacity of such a facility at this time. If a visitor center were developed at Red Beach, approximately one-third of those on site, or 20 people per hour, could be expected to be indoors during times of peak visitation. The NPS visitor center would have a designed capacity of 45, the number of people on a typical bus.
New facilities that will be developed during the life of this plan include:
- mainland directional signs
- parking and welcome area
- interpretive trail
- interpretive elements on St. Croix Island
- exhibit at Maine Tourist Information Center
- ranger station at Red Beach
- visitor center, either at Red Beach or in downtown Calais

The 400th-Anniversary Commemoration of settlement of St. Croix Island creates a tangible deadline for completing development at Saint Croix Island IHS. The National Park Service will make every effort to have the following facilities in place for the celebration in 2004. However, phasing of the development may be required due to funding and other practical constraints.

The effects of the developments described below are set forth in the “Effects of Proposed Development” section in Part 5: Final Environmental Impact Statement.

**RED BEACH**

Care will be taken to minimize the effect on abutting mainland properties by siting development on the mainland at Red Beach carefully, and by planting vegetative screens. All effort will be made to retain an integral sense of place in keeping with the historic importance of the area. See Appendix 6: Cost, for the costs associated with development.

**Parking and Welcome Area**

First impressions set the tone for a visitor’s experience. Therefore, the elements that greet the visitor will support the message that Saint Croix Island IHS is an international historic site representing one of the earliest European settlements in North America. A new entrance sign will tastefully identify Saint Croix Island IHS. A new paved parking area, built at the upper end of the shore parcel (including a portion of Tract 01-105), will accommodate approximately 20 vehicles. Some fill and regrading of the entrance to the site will be required. The parking area will permit use by buses and recreational vehicles, and will allow a one-way flow of traffic for maximum visitor safety. Bicycle parking will be provided. The existing drive to the boat ramp will be retained, but vehicle use by the public may be restricted. The existing maintenance shed will be removed and the function located elsewhere (perhaps on Tract 01-105).

A welcome area will include two flagpoles, a panel showing the location of site features, and a landscaped service area with picnic tables, and education areas. The existing vault toilet will be relocated to the area. A well will be drilled to supply potable water at the site; a drinking fountain for visitors will be provided, and a water supply for maintenance purposes installed.

**Interpretive Trail**

An interpretive trail will be placed along the peninsula overlooking the river and the island. Approximately 130 meters (400 feet) long, it will include five or six interpretive elements such as wayside panels and cast figures, each with a visual point of interest and each conveying interpretive themes of the site. The interpretive trail will be designed to meander through the site revealing views of the river and the island. A cohesive design approach will be adopted for each “surprise” visual element. Colonists visited this same shore in 1604–05 to collect fresh water, cut firewood, and make charcoal, so a “walk in the footsteps” theme is highly appropriate to the site. The interpretive component of the trail will culminate at the existing interpretive shelter. A return route will be designed by way of the current drive to the boat ramp so that visitors may return to the parking area via an alternate route. The main trail will be fully accessible; the optional return route will have stairs and a steep grade.

The shelter will be modified to house viewscopes, perhaps a three-dimensional model of the habitation, and four or six interpretive panels conveying messages about the legacy of St. Croix Island. Modifications will also be made so that the shelter is fully accessible. (More details about the interpretive trail can be found in part three of this document.)
Ranger Station

If Tract 01-105 is purchased on a willing-seller/willing-buyer basis, the 208-square-meter (2,250-square-foot) house may be altered to serve administrative and maintenance functions, and to provide for visitor reception. Changes to the house would be relatively modest. A reception counter will offer current information about the history and significance of St. Croix Island, and orientation to the site. NPS staff will have offices in the ranger station for preparation of programs and events. The second floor could be used for staff housing. The maintenance operation on the mainland will be moved to make room for the welcome area and interpretive trail.

Whether or not a visitor center is to replace the ranger station depends on the outcome of plans to locate a regional visitor center in space to be developed by a group of partners in downtown Calais. If the cooperators are successful in funding and developing such a regional center, then the NPS will use the downtown Calais space for its main indoor interpretive effort at Saint Croix Island NHP in Calais. If they are unsuccessful, the NPS will develop a smaller visitor center in the ranger station building on Tract 01-105.

ST. CROIX ISLAND

Interpretive Elements

A limited number of visitors will access the island by boat. To meet their needs while, at the same time, maintaining an unobtrusive profile in keeping with the dignity of the site, the NPS will develop a small number of self-guiding interpretive panels on the island. A flagpole will be installed to fly a 17th-century French naval flag, making it easier for visitors on shore to identify the island. To protect in-situ archeological resources, specific sites related to the 1604–05 habitation will not be marked as interpretive components.

Other Island Development

No new visitor facilities (buildings or docks) will be developed on the island. The stairway to the island plateau will be redesigned and rebuilt in the existing location in a manner consistent with the site's international significance. Use of the stairs minimizes human-caused erosion on the steep banks of the island. However, the stairway has slumped, is unattractive, and is not sufficiently stable for long-term use by visitors to the island. A small NPS site sign at the base of the stairway will identify Saint Croix Island as an international historic site and advise visitors to treat it with respect. Commemorative elements proposed elsewhere in this plan will not be developed on the island itself.

CALAIS

Highway Signs

New road signs will be installed along U.S. Route 1 and Maine Route 9 to direct visitors to Saint Croix Island NHP. The NPS will work with the City of Calais and the State of Maine to locate appropriate directional signs. The NPS will also cooperate with Parks Canada and the Province of New Brunswick to ensure that signs dealing with Saint Croix Island NHP in Maine and New Brunswick are compatible.

Tourist Information Center Exhibit

An exhibit will be developed on the ground level of the Maine Tourist Information Center on the waterfront in downtown Calais. The 40-square-meter (400-square-foot) space offers easy access to parking, and overlooks the St. Croix River. The space will require minimal modification for the exhibit, facilitating an opening in time for the quadricentennial. The exhibit will not be staffed. Maine Publicity Bureau staff and facilities, including restrooms, will be available on the upper level. This location, strategically located within sight of the intersection of Maine Route 9 and U.S. Route 1, offers a timely and low-cost opportunity to increase awareness of the international historic site.

It is anticipated that the exhibit will have a life span of approximately 10 years. Therefore it will coexist with the interpretive trail on the NPS shore parcel at Red Beach, the Parks Canada outdoor exhibit at Bayside, and,
possibly, the proposed NPS visitor center. This means that the interpretive messages and approaches should not duplicate anything planned elsewhere. As the tourist center exhibit nears the end of its useful life, it will be replaced by permanent exhibits in a new visitor center.

The tourist center exhibit for Saint Croix Island International Historic Site will be an important step in meeting visitor needs for information about the site and its international significance. The interpretive approach for the exhibit will take care not to duplicate themes and approaches proposed for on-site use, either by the NPS at Red Beach or Parks Canada at Bayside. The tourist center exhibit will convey the significance of the site by presenting the context and legacy of the St. Croix Island settlement, rather than telling the story of the settlement itself. The focus will be on piquing the visitor's curiosity by presenting surprising facts which contradict popular notions of U.S. history. It can serve as either an introduction to a site visit or as a follow-up.

The proposed approach takes into account the unsupervised nature of the exhibit and the requirements for maximum durability and low maintenance. As a result, the exhibit will be primarily "heads-on" rather than "hands-on." Nevertheless, the children's needs for active learning will be met through a theme outdoor education area. The exhibit will be open to the public from May to October and possibly by reservation at other times.

**Visitor Center**

The controlled environment of an indoor visitor center will afford more opportunities for personal services and the application of a wide range of interpretive media. Resources and themes of Saint Croix Island IHS will be more effectively interpreted at a well-designed visitor center: it will be possible to display artifacts, provide interpretive exhibits and audiovisual presentations, offer comprehensive personal services, and generally provide a varied and enriching visitor experience. Indoor displays will help visitors better understand and appreciate why Saint Croix Island has been designated an internationally significant historic site. A visitor center will also enhance the overall visitor experience by providing more services such as sales of quality take-home items.

**Site Selection**

The National Park Service will cooperate with local, state, and federal groups and agencies as they determine the feasibility of a regional visitor center in downtown Calais. The center would be developed by others, with the NPS using space through agreement or lease. A staffed year-round center in downtown Calais would reach a large potential audience while, at the same time, playing a role in the local tourist economy. It would serve as a one-stop information center, directing those wishing to view the island to Saint Croix Island IHS at Red Beach and to the Parks Canada outdoor exhibit at Bayside.

The National Park Service would require approximately 540–750 square meters (5,000–7,000 square feet) of usable space for exhibits, offices, programs, and visitor services. Some spaces, such as restrooms, food services, reception area, theater, etc., could be shared commonly by the cooperating agencies.

The National Park Service will develop a visitor center at Red Beach if a regional visitor center is not feasible. The choice between a downtown or Red Beach facility will be made by the NPS in time to allow for funding and development by 2004 (practically speaking, by January 1999).

An NPS visitor center at Red Beach would have the advantage of immediacy to the historically significant resource and would offer a more complete experience than allowed by a remote location. Visitors could view the island and "walk in the footsteps" of Champlain and his contemporaries as part of a unified visit to the NPS site.

The NPS visitor center would be relatively modest in scale, but large enough to accommodate tours and school groups. (The Saint Croix Island IHS ranger station could be expanded to serve a full range of visitor needs.) It would be designed to harmonize with the National Register of
Historic Places properties on Tracts 01-103 and 01-104. The proposed Red Beach visitor center would provide a total of 290 square meters (3,120 square feet), comprised of 140 square meters (1,500 square feet) of existing and 150 square meters (1,620 square feet) of new space.

Design Elements
At either location the visitor center will be designed to acquaint visitors with the history and significance of Saint Croix Island IHS. It will include:
- reception area
- video presentation area and equipment
- exhibits
- multipurpose room
- resource room
- sales area
- offices and storage space
- amenities (restrooms, seating, drinking fountain)
- parking

A center in either location will be designed to offer visitors a friendly welcome and provide attention to visitor needs. Either one will include a reception counter that might feature distinctive interpretive elements (maps of France, the Atlantic Ocean, and the region; or built-in niches displaying items of interest). Near the reception area, there will be a brochure rack with information on Saint Croix Island IHS and other regional attractions. To meet visitor needs there will be a small cloakroom, and fully accessible restrooms. A water fountain and adequate seating will make the reception area comfortable.

The exhibit area in the NPS center would measure about 75 square meters (700 square feet). The exhibit area for Saint Croix Island IHS at the regional center would measure about 325 square meters (3,000) square feet. Since artifacts will likely be displayed, the exhibit area, or at least individual display cases, will be designed to museum standards of climate control and security, and will meet all NPS guidelines for artifact care. Climate control will also meet the needs of present-day multimedia equipment. Exhibit elements might include:
- vignettes/dioramas
- a 3-D model or diorama of Champlain’s maps
- large reproductions of Champlain’s maps
- an exposed part of the center’s walls built with 17th-century French building techniques
- displays of artifacts from the St. Croix collections
- “hands-on” sensory exhibits
- interactive computer stations

The reception area will be designed to allow for easy interaction between staff and visitors. A cloakroom will be large enough to accommodate a busload of visitors (usually 45 people).

At the regional center the video presentation area would ideally be a theater large enough to hold 50 people at one seating, one bus load plus one family. The video area at an NPS visitor center at Red Beach would be large enough to accommodate 25 people; bus groups would be split in two so that one half will view the video while the other half tours the exhibits. Since visitors will likely come in a steady flow rather than at particular times of day, the laser-disc video presentation will be activated by visitors, with a language selection feature.

The multipurpose room would be used for educational and other programs. It would be large enough to hold 45 people and would be fitted with cupboards, shelving, a drop screen, and audiovisual equipment. It would be decorated with murals or other artwork representing Saint Croix Island IHS. Folding tables and chairs, and a clean-up area with a sink would be needed.

The resource center will be a separate room, possibly with a glass wall to encourage visitors to enter. It will house the international historic site’s library and reference materials. There may also be Internet access to other related sites and a VCR where visitors could view videos from related sites, such as the reconstructed Port Royal habitation.

A commemorative element may be developed that would be aimed particularly at people (primarily those who
speak French or have a French heritage) who come to Saint Croix Island to experience a personal connection to the "cradle of French culture in North America." Since commemoration is not the role of the NPS, this element might be contributed by an outside group, possibly a community organization or an Acadian cultural association. The development of this element could be an initiative of the 400th anniversary activities.

There are many forms such a commemoration could take, ranging from a simple plaque to a sculptural element placed in a quiet corner of the visitor center or outdoors where visitors could reflect on the suffering and endurance of the colonists. The commemorative element will not be located on St. Croix Island.
The National Park Service will comply with all applicable federal and state laws, regulations, and executive orders, including those listed here, upon implementing the general management plan for Saint Croix Island NHS.

**FEDERAL LAWS, EXECUTIVE ORDERS, AND REGULATIONS**

**Cultural Resource Compliance**

One of the National Park Service’s mandates is to preserve and protect its cultural resources through the Organic Act of August 25, 1916, that established the National Park Service, and through specific legislation such as the Antiquities Act of 1906, the National Environmental Policy Act of 1969, and the National Historic Preservation Act of 1966 (described below). Cultural resources at Saint Croix Island NHS will be managed in accordance with these acts and in conformity with applicable policy directives, guidelines, and standards, such as The Secretary of the Interior’s Standards for the Treatment of Historic Properties.

The NPS operates under a 1995 servicewide programmatic agreement with the National Conference of State Historic Preservation Officers and the Advisory Council on Historic Preservation, in accord with Section 106 of the National Historic Preservation Act (16 U.S.C. 470 et seq.). Under that programmatic agreement, the National Park Service is cooperating with the Maine state historic preservation officer (SHPO) and the Council, notifying those offices of pertinent meetings, consulting on issues of concern regarding the preservation of Saint Croix Island NHS’s cultural resources, and submitting draft plans for review. The Maine SHPO has reviewed the draft general management plan (see the “Consultation and Coordination” section) and the National Park Service has considered comments received from the SHPO in preparing this final plan.

Further consultation with the SHPO will be carried out prior to implementing cultural resource actions identified below, as required by the 1995 programmatic agreement. Internally, the National Park Service will document any undertakings requiring further review using an “Assessment of Actions Having an Effect on Cultural Resources” form or other appropriate format. The form provides a mechanism for the site superintendent to document any project effects, outline actions proposed to mitigate such effects, and document that the proposed action flows from the general management plan.

The NPS will consult with the Maine SHPO and the Advisory Council, pursuant to section 106 of the National Historic Preservation Act of 1966 (as amended) and the programmatic agreement of 1995, prior to implementing the following undertakings presented in this general management plan:

- development of new facilities and services on the NPS mainland shore parcel, including the welcome area, interpretive trail, ranger station/visitor center, and well
- removal of the oil house which has been determined to be ineligible for listing on the National Register (no historic resources will be disturbed in the process of demolition)
- removal of the boathouse if it is determined to be ineligible for listing on the National Register

The agreement provides for a number of programmatic exclusions or actions that are not likely to have an adverse effect on cultural resources. These actions may be implemented without further review by the SHPO or the Council. The following undertakings are programmaticallv excluded from further consultation:

- preservation maintenance of the boathouse if it is determined to be eligible for listing on the National Register (IV.)
- changes in mowing patterns on the island and other routine grounds (IV.)
- maintenance (IV.B.2.)
- acquisition of lands for park purposes and conservation easements on privately owned properties (IV.B.5.)
- placement of fence on the island (IV.B.8.)
- replacement of existing stairs on the island at the same location (IV.B.9.)
- installation of signs and interpretive panels or wayside exhibits (IV.B.12.)
Section 110 of the National Historic Preservation Act requires the NPS to identify and nominate to the National Register of Historic Places all cultural resources under its jurisdiction that appear eligible. In addition, the national park service maintains an inventory, called the List of Classified Structures, of all above-grade and prehistoric structures within the national park system. The List of Classified Structures was updated, in consultation with the SHPO, in 1996. The National Park Service will undertake evaluation of the eligibility of the St. Croix River Light Station boathouse and the house on Tract 01-105 (if acquired by NPS) for listing on the National Register of Historic Places in consultation with the SHPO. The entire international historic site will be evaluated for listing as a National Historic Landmark.

Before any ground-disturbing action by the National Park Service, a professional archeologist will determine the need for any archeological testing. Any such testing will be carried out in consultation with the Maine state historic preservation officer and the Advisory Council on Historic Preservation. Should archeological resources be identified, the SHPO and the National Park Service will evaluate their potential for inclusion on the National Register of Historic Places; if eligible, the National Park Service will seek to avoid or mitigate any adverse effects.

**Accessibility Compliance**

In accordance with the Architectural Barriers Act of 1968 (42 U.S.C. 4151 et seq.), the Rehabilitation Act of 1973 (29 U.S.C. 701 et seq.), and Uniform Federal Accessibility Standards, all facilities and programs developed at Saint Croix Island IHS will be made as accessible as possible, given the site’s physical constraints.

**Natural Resource Compliance**

NPS managers will consult with the U.S. Army Corps of Engineers prior to implementing the Saint Croix Island IHS general management plan to ensure compliance with the Clean Water Act (33 U.S.C. 1251-1376) and to protect all wetlands. The NPS has no plans for work in wetlands at this time. Should the plan call for work in wetlands, detailed drawings and specifications will be submitted as necessary for review by the Corps.

Executive Order 11988 ("Floodplain Management") requires that all federal agencies avoid construction within the 100-year floodplain unless no other practicable alternative exists. No construction is proposed by the NPS in the 100-year floodplain at Saint Croix Island IHS.

Executive Order 11990 ("Protection of Wetlands") requires that all federal agencies avoid, whenever possible, effects on wetlands. The National Park Service plans no work in wetlands at Saint Croix Island IHS.

Section 7 of the Endangered Species Act of 1973, as amended (16 U.S.C. 1531 et seq.), requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat. Consultations have been conducted with the U.S. Fish and Wildlife Service Maine Field Office and will continue throughout adoption and implementation of the general management plan.

The National Environmental Policy Act (NEPA) of 1969, as amended, requires an analysis of potential environmental effects resulting from major federal actions and a public review of proposed management decisions. A final environmental impact statement accompanies this general management plan, in part five of this document, in compliance with NEPA.

**STATE LAWS AND REGULATIONS**

Implementation of the general management plan will be consistent to the maximum extent practicable with the enforceable policies of the Maine Coastal Program, pursuant to section 307 of the Coastal Zone Management Act of 1972. A determination of consistency with coastal zone management regulations will be sought once detailed drawings become available for submission.
to the state for review. All of the proposed actions that would take place at Saint Croix Island IHS are consistent with the Calais shoreland zoning ordinance, which implements a portion of the Maine Coastal Program.

No development is planned within resources protected by the Maine Natural Resources Protection Act. However, prior to any construction, the Maine Department of Environmental Protection will be consulted to ensure compliance.

**Local Zoning Ordinances**

No local permits are required for the proposed actions because the project lies entirely within the jurisdiction of the National Park Service. However, the NPS will work with officials of the City of Calais to make any development comply, as much as practicable, with local zoning ordinances.
PART 3: LONG-RANGE INTERPRETIVE PLAN
INTRODUCTION

PURPOSE OF LONG-RANGE INTERPRETIVE PLAN

The long-range interpretive plan provides the detail necessary to put the recommendations of the general management plan into action. It focuses on how the mission goals established in the Saint Croix Island IHS general management plan will be achieved over a 10-year time frame, relative to interpretation and education. Combined with annual plans and an interpretive database, the long-range interpretive plan provides a comprehensive blueprint for future education and interpretation at Saint Croix Island IHS.

Having an interpretive plan in place is especially timely because of the need to develop the National Park Service’s role in commemorative events for the year 2004, which will recognize and celebrate the 400th anniversary of the former French settlement on St. Croix Island.

This long-range interpretive plan replaces the existing Saint Croix Island Interpretive Prospectus (NPS 1970). The draft general management plan (NPS 1996b) included specific recommendations for interpretation and stated that a new long-range interpretive plan would be adopted as part of the general management planning process.

BACKGROUND

Background information to support this interpretive plan is contained in part one of this document. Relevant information includes:

- site history
- cultural and natural resource description
- discussion of interpretive value of archeological resources
- description of relevant sites and programs administered by the NPS and Parks Canada
- summary of visitor use

Additional supporting information, such as the site purpose and significance, can be found in part two. The mission goal established in the general management plan for site interpretation is:

The public understands and appreciates the significance of the settlement of 1604–05—its history and legacy—and French colonization in North America, and actively supports the preservation of parks and their resources for this and future generations.

CURRENT SITE INTERPRETATION

At present, little interpretation is offered to the public by the National Park Service regarding Saint Croix Island IHS. The shore parcel contains an open shelter with a single interpretive panel, and a supply of site brochures. There are no outreach efforts by the NPS. The level of interpretation offered is not in keeping with the international significance of the site. The weaknesses of the current situation are:

- visitors may miss the site altogether since there is little pre-visit publicity and only one advance sign on the highway
- there is no designated parking (there is room for three to four cars at the boat ramp) and no adequate parking for recreational vehicles or motor coaches
- some visitors may not see the interpretive shelter since there are no directional signs
- along the entry drive or at the boat ramp it is difficult to identify St. Croix Island from the mainland shelter; many visitors look at the wrong island (Little Dochet Island)
- the national and international significance of the site may not be fully appreciated due to the modest scope of the site interpretation
- the length of stay at the site appears to be extremely short since there is little for visitors to see or do, and only minimal visitor amenities are provided
Interpretive shelter

DATABASE FOR INTERPRETATION

Site Resources
The resources of Saint Croix Island IHS that are administered by the National Park Service are described in part one of this document. In summary, they are:
- St. Croix Island and associated cultural resources
- mainland parcels and associated facilities
- archeological collections

Historical Records
There is an exceptionally rich historical record regarding the settlement on St. Croix Island. Samuel Champlain, the colony’s geographer and cartographer, published journals about the colony, produced a series of maps and plans outlining his explorations and the habitation itself, and made illustrations of a number of features he encountered. His contributions can be found in:


Other useful references were produced in the early 1600s by inhabitants of Port Royal, where Samuel Champlain and two other men from the Saint Croix habitation joined others in 1605 to sustain the French presence in North America, moving on to found Québec in 1608. These references include Marc Lescarbot’s Histoire de la Nouvelle France and Nova Francia, and the writings of Father Pierre Biard, published in The Jesuit Relations:


Archival records are also plentiful. Some key primary sources (e.g., Duques’s letters patent and supply list) have been reprinted in Nouveaux documents sur Champlain et son époque:


Extensive research on 17th-century North American history has been carried out by the Department of Canadian Heritage (Parks Canada), and expert direction and information is available from its Atlantic region office.

Secondary Sources
There are scores of publications about Samuel Champlain and the history of New France, most of which mention St. Croix Island. Some of the most valuable secondary sources are:
Port Royal Habitation
A unique asset for Saint Croix Island IHS is the Canadian Heritage (Parks Canada) national historic site at Port Royal. The reconstructed Port Royal habitation—which is of the same period as the St. Croix Island settlement and directly linked to it historically—possesses an extensive collection of period and replica artifacts and reproduction period costumes. Port Royal site historians, program managers, interpretive specialists, and front-line interpreters have in-depth knowledge of the period and of how it can be presented to visitors. The expertise, research base, and resources available from Parks Canada constitute an outstanding resource for interpreting Saint Croix Island.

OPPORTUNITIES AND CONSTRAINTS

In planning how best to interpret Saint Croix Island IHS, it is important to consider not only the interpretive opportunities, but also the practical constraints.

OPPORTUNITIES FOR AND CONSTRAINTS ON INTERPRETATION

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Constraints</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Unique International Significance</strong></td>
<td><strong>Limited Public Awareness</strong></td>
</tr>
<tr>
<td>The historic significance of the St. Croix Island colony is extremely high and is relevant to Americans, Canadians, and Europeans.</td>
<td>The site and story of St. Croix Island are not well known in the United States. This may mean a lower level of initial visitor interest.</td>
</tr>
<tr>
<td>The story of St. Croix Island is interesting, dramatic, and of great potential visitor appeal.</td>
<td>Many people visiting the site will have naive and sometimes erroneous notions about the exploration and settlement of the United States. Interpretation programs at Saint Croix Island IHS will have to address these preconceptions.</td>
</tr>
<tr>
<td>Saint Croix Island IHS is the only international historic site in the United States national park system.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Undeveloped Site</th>
<th>Potential Development Is Limited</th>
</tr>
</thead>
<tbody>
<tr>
<td>The mainland shore parcel is in a relatively natural state with few modern intrusions in view.</td>
<td>Current NPS ownership is small.</td>
</tr>
<tr>
<td>Private land within the site boundary may be available for purchase.</td>
<td>Land-use regulations concerning shorelines and offshore islands restrict the potential development of interpretive facilities.</td>
</tr>
<tr>
<td>The island provides a natural setting aside from a few structures (beacon tower, bluff stairway, boathouse and memorial boulder with plaque).</td>
<td></td>
</tr>
<tr>
<td>Lack of development means that interpretive programming begins with a clean slate.</td>
<td>(Continued on next page)</td>
</tr>
</tbody>
</table>
(Continued from previous page)

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Constraints</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rich Interpretive Resources</strong></td>
<td><strong>Unrelated Structures</strong></td>
</tr>
<tr>
<td>There is a very complete historical record of St. Croix Island. This includes many visual records in the form of maps. Expertise and resources are available from Canadian Heritage (Parks Canada).</td>
<td>An oil house and boathouse associated with the former St. Croix River Light Station complex remain on the island. The boathouse has some regional historic significance, but does not relate to the site's international significance or to the main interpretive theme. A navigational beacon and NPS maintenance shed are operationally required in the near term.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Good Potential for Visitation</strong></th>
<th><strong>Access Is a Problem</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Saint Croix Island IHS is situated in an area of relatively high pass-through traffic on U.S. Route 1. It is also relatively convenient to travelers on Route 9 traveling between Bangor, Maine, and the Maritime Provinces.</td>
<td>Parking for cars, recreational vehicles, and buses is limited. The high tidal range means that costly and visually obtrusive deep-water docking facilities would be required for formal, regular access to the island. Visitors from Canadian shores must pass through customs.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Thematic Links</strong></th>
<th><strong>Distance</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Interpretation of Saint Croix Island can be thematically linked to existing NPS and Parks Canada sites and programs such as Acadia National Park, Port Royal National Historic Site, Jean Lafitte National Historical Park and Reserve, and the Maine Acadian culture project in the St. John Valley. This provides opportunities for practical support, cross-promotion, cost savings, as well as sharing of resources and expertise.</td>
<td>Thematically related heritage sites are relatively far from St. Croix Island. It would be difficult to offer visitors a linked experience of two or three destinations. The majority of visitors to Acadia National Park consider it a “destination” and do not travel farther north.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Resource Protection</strong></th>
<th><strong>Fragile Resource</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>The currently low level of visitation to the site makes it relatively easy to protect the cultural and natural resources of Saint Croix Island IHS.</td>
<td>Exposed to wind and waves, the island is subject to erosion. The island is bald eagle breeding habitat. Nesting has been observed within the past decade. The fragile nature of the island limits potential for interpretive programming. Increased use will require increased staffing and budget to prevent degradation of the island’s cultural and natural resources.</td>
</tr>
</tbody>
</table>
## Opportunities

### 400th-Anniversary Commemoration

The upcoming 400th anniversary of the French settlement at St. Croix Island gives a focus to site development.

The St. Croix International Waterway Commission is spearheading planning for 400th-anniversary events.

Parks Canada has agreed to the staging of the Saint Croix Island IHS segment of the event at its wayside exhibit in Bayside overlooking St. Croix Island.

### High Level of Support

Public consultations in the region have displayed a high level of community support for interpreting Saint Croix Island IHS; there is potential for partnerships and cooperative efforts.

Organizations such as the St. Croix International Waterway Commission, the Calais Regional Chamber of Commerce, and local historical societies are cooperating in the planning for the site.

NPS staff are committed to improving interpretation of Saint Croix Island, and Parks Canada is providing staff resources to cooperate with the project.

## Constraints

### Time Is of the Essence

There is less than six years in which to develop the site and plan for the upcoming 400th anniversary in 2004.

### Limited Federal Funding

It is unclear what financial resources will be available to support interpretation at Saint Croix Island IHS, but it is certain that they will be limited.
**TARGET AUDIENCE**

What is known about the existing and potential audiences for interpretation at Saint Croix Island IHS is described in part one of this document. In general, the current level of visitation is very low. Given the relatively small size of local markets, it seems likely that a large percentage of visitors to the international historic site will be tourists. Potential visitation could range 12,000–75,000, depending on the facilities developed and on marketing by partners.

The following chart breaks down the overall audience into distinct target groups and indicates their potential needs and interests.

<table>
<thead>
<tr>
<th>Segment</th>
<th>Characteristics</th>
<th>Needs/Interests</th>
</tr>
</thead>
<tbody>
<tr>
<td>Touring Families with Children</td>
<td>Come primarily in July and August</td>
<td>Need visitor amenities: e.g., washrooms with diaper-changing tables, food services, picnic areas, water for pets</td>
</tr>
<tr>
<td></td>
<td>Have likely traveled several hours by car before arriving at Saint Croix; children may be cranky and restless</td>
<td>Enjoy participatory, hands-on activities</td>
</tr>
<tr>
<td></td>
<td>Growing market due to traveling baby-boomer children and their families</td>
<td>Are looking for some educational value, but want easily understandable concepts</td>
</tr>
<tr>
<td></td>
<td>Need a place to park vans and recreational vehicles</td>
<td>Seek short, enjoyable experiences</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Seek merchandise, photo opportunities</td>
</tr>
<tr>
<td>Touring Adults/Seniors Traveling on Their Own</td>
<td>May through October</td>
<td>Tend to have a higher level of interest and more time; may be interested in more in-depth presentation</td>
</tr>
<tr>
<td></td>
<td>Currently largest segment of visitors at nearby Roosevelt Campobello International Park</td>
<td>Adults and healthy seniors may be seeking outdoor-adventure-type activities as long as they are relatively safe and comfortable; might be interested in boat tours, walking trails, etc.</td>
</tr>
</tbody>
</table>
# Long-Range Interpretive Plan

<table>
<thead>
<tr>
<th>Segment</th>
<th>Characteristics</th>
<th>Needs/Interests</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>People of French Heritage</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Acadians from Maine and Franco-</td>
<td>May through October</td>
<td>May have more knowledge of site’s heritage</td>
</tr>
<tr>
<td>Americans from Maine and elsewhere in</td>
<td></td>
<td></td>
</tr>
<tr>
<td>the U.S.</td>
<td>May make Saint Croix Island IMS a special destination as</td>
<td>May have more interest in in-depth presentation</td>
</tr>
<tr>
<td>Acadians from New Brunswick, Nova</td>
<td>“a pilgrimage”</td>
<td></td>
</tr>
<tr>
<td>Scotia, and Prince Edward Island</td>
<td>Site appears to be of intrinsic interest to Acadians from</td>
<td>May seek “sacred” experience such as touch the river, set foot on the island, see real</td>
</tr>
<tr>
<td>French-speaking Canadians from</td>
<td>Maine and from Canada’s Maritime Provinces; potential</td>
<td>artifacts</td>
</tr>
<tr>
<td>Québec and other provinces; European</td>
<td>for appealing to visitors from Québec and Franco-</td>
<td></td>
</tr>
<tr>
<td>visitors from France</td>
<td>Americans, if appropriate marketing is developed</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Commemorative element might be of interest</td>
</tr>
<tr>
<td><strong>Organized Motor Coach Tours</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Primarily seniors</td>
<td>Need bus parking/pull-off</td>
</tr>
<tr>
<td></td>
<td>Come from May through October, large numbers in autumn to</td>
<td>Need comfortable, well-equipped washrooms that can accommodate many users at one time</td>
</tr>
<tr>
<td></td>
<td>see fall foliage</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Usually have tight schedule, little time</td>
<td>Prefer primarily passive experience or easy walking with rest areas</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Like short, clear, packaged experiences, possibly with interpreter</td>
</tr>
<tr>
<td><strong>Cruise Ship Passengers</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>10–13 cruises to Bayside each summer with some 500</td>
<td>Pass by St. Croix Island on cruise; might enjoy interpretation of site’s history</td>
</tr>
<tr>
<td></td>
<td>passengers—a potential audience of over 5,000 people</td>
<td>from the ship</td>
</tr>
<tr>
<td></td>
<td>Dock from 9:00 a.m. to 1:00 p.m. with bus to St. Andrews</td>
<td></td>
</tr>
<tr>
<td></td>
<td>and St. Stephens as day destinations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Growing market but unlikely to visit site unless stopover</td>
<td></td>
</tr>
<tr>
<td></td>
<td>is extended and transportation provided; would be more</td>
<td></td>
</tr>
<tr>
<td></td>
<td>likely to stop at Parks Canada Bayside exhibit</td>
<td></td>
</tr>
<tr>
<td><strong>Local Residents</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Come all year round</td>
<td>Potential volunteers and supporters</td>
</tr>
<tr>
<td></td>
<td>May bring friends and relatives</td>
<td>May be interested in recent history (community memory)</td>
</tr>
<tr>
<td></td>
<td>School groups may have special interest in site to</td>
<td>Schools may be interested in educational kits, outreach programs, guided tours</td>
</tr>
<tr>
<td></td>
<td>educate students in local/national history</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Potential for repeat visitation if some changing</td>
<td>Will have local pride</td>
</tr>
<tr>
<td></td>
<td>programs are available</td>
<td></td>
</tr>
</tbody>
</table>
Implications

The most promising target segment appears to be regional tourists and pass-through travelers. These are people who have already decided to travel through eastern Maine or southern New Brunswick and who would only have to make a short detour or side trip to visit Saint Croix Island IHS. This would suggest that the interpretive experience should be conceived as a relatively brief interlude in a visitor’s trip rather than as the visitor’s main destination.

Within this regional tourist segment are two groups with distinct needs and interests: the family audience which will come in July and August, and the adult/senior audience which will come primarily between May and October. Based on present visiting and demographic trends, it is likely that the majority of visitors in the next 10 to 20 years will be adults, especially seniors. This suggests that interpretive programs should be sufficiently thought-provoking and relevant to appeal to adults, while providing some active/participatory elements to meet the needs of young children.

Saint Croix Island IHS may have a very special constituency/audience: namely, North Americans who speak French or are of French heritage (especially Acadians), who might consider the site a wellspring of French culture on this continent. To meet the needs of this segment—which will vary in size depending on the marketing approach—the interpretive program should offer visitors access to the “real thing,” an appropriately reflective and respectful ambiance, and opportunities to obtain more in-depth information. The general management plan provides that all interpretive programming (non-personal as well as personal) will be provided in both English and French.
The following interpretive themes and goals were established in the general management plan for Saint Croix Island IHS.

**THEMES FOR INTERPRETATION**

Several thematic approaches to Saint Croix Island IHS were considered by the NPS. The most obvious approach was to focus entirely on the 1604–05 habitation, taking a moment-in-time approach. However, this tended to focus attention unduly on the failure of the colony. The second possibility was to present the island’s evolution from the earliest times through to the present day. This approach risked submerging the unique and internationally significant 1604–05 event in a profusion of stories related to the development of a Maine coastal community. In the end, the general management plan adopted a third approach—focusing on the legacy of St. Croix Island. This provides a clear message and is consistent with the purpose and significance of the international historic site.

The overall theme for Saint Croix Island IHS adopted in the general management plan presents St. Croix Island as a place of learning for French colonists in North America. Stated briefly:

**The experiences of French colonists on St. Croix Island 1604–05 helped them adapt to conditions in North America and led the way to a lasting French presence on this continent.**

Secondary themes relating to later uses of St. Croix Island answer visitor questions about what they see when they visit the international historic site. However, these subsidiary themes are not the main focus of interpretive programming.

![Samuel Champlain's map of St. Croix Island](by permission of the Houghton Library, Harvard University)
The overall interpretive theme of the 1604–05 colony on St. Croix Island as a crucial learning experience for French settlers is expressed through two theme areas: the first presenting the particular story of the island settlement, and the second setting the colony in a larger context. The third theme area conveys essential information required to understand subsequent uses of the island. The three themes are weighted according to their importance:

**Overall Theme**
St. Croix Island: Lessons in Adaptation

**Theme 1 (70% emphasis)**
French Settlement on St. Croix Island 1604–05

**Theme 2 (25% emphasis)**
The Context for the St. Croix Island Settlement

**Theme 3 (5% emphasis)**
St. Croix Island through the Years

---

### INTERPRETIVE THEMES

#### Theme 1: French Settlement on St. Croix Island 1604–05
**Emphasis:** 70%
**Angle:** Lessons in Adaptation

<table>
<thead>
<tr>
<th>Sub-theme</th>
<th>Story Statements</th>
</tr>
</thead>
</table>
| Meeting of Two Worlds | St. Croix Island and the surrounding area have been used by Native Americans for thousands of years; at the time of contact with the French, this part of the Passamaquoddy homeland was called Muttoneguis (a name with many variant spellings; this is the one used by Eric Johnson in the archeological study).

Like most Native peoples of the Maine-Maritimes region, the Passamaquoddy people (called Etchemins by the French explorers) lived primarily by hunting and fishing.

The arrival of Pierre Dugua, Sieur de Mons’ expedition on St. Croix Island might have been the first encounter between many of the Passamaquoddy people and Europeans. Throughout the 16th century, English, Basque, French, Spanish, and Portuguese adventurers came to eastern North America for fishing, whaling, and fur trading, but few apparently entered Passamaquoddy Bay.

Native Americans acted as guides, interpreters, and intermediaries for both the de Mons expedition and for Champlain’s explorations.

For the French, St. Croix Island and its surroundings were a “New World” with unfamiliar flora, fauna, landscapes, and climate. French ways of life were often ill-suited to this new context.

Interactions between the de Mons expedition and the Native Americans they met were largely positive; aboriginal peoples helped the French survive in and adapt to North America. |
## Sub-theme: A Short-Lived Settlement

In 1603, King Henry IV of France granted Letters Patent (trading rights) to Pierre Dugua, Sieur de Mons, giving him full authority over North America between the 40th and 46th parallels, including present-day Philadelphia and Montreal. This area was known as *La Cadie* (Acadia).

In 1604, Dugua led an expedition to *La Cadie* with plans to establish a settlement there. After exploring several potential sites for a colony, Sieur de Mons chose St. Croix Island because of its location, good anchorage, and ease of defense.

Sieur de Mons named the island Île Sainte-Croix because of the cross shape formed in the river just upstream.

Samuel Champlain drew a plan of the St. Croix colony. It included dwellings for Sieur de Mons and his men, and barracks for soldiers. Other buildings included a chapel, storehouse, blacksmith shop, kitchen, and bake oven. On the mainland, gardens, a mill, and a charcoal furnace were established.

The colony was built using French construction techniques. Dugua brought many building materials (such as bricks) from France, along with other items including food, seeds, household items, weapons, and trade goods.

The colony was composed of 79 men and boys. In addition to Pierre Dugua and Samuel Champlain, it included gentlemen, soldiers, artisans, laborers, clerics, and a doctor. No women were present; they were to have come later when the colony was better established.

The winter of 1604–05 was severe. Ice in the river made it virtually impossible for the colonists to leave the island to hunt for food, to get fresh water, or to collect firewood. Facing harsh winter weather with meager food, insufficient fresh water, and little fuel, many men fell sick from malnutrition, particularly scurvy. Thirty-five men—almost half the colony—died and were buried on the island.

When spring came, Native Americans brought fresh food to the surviving colonists. Later, a supply ship arrived from France.

Pierre Dugua decided to move the colony to a better site. After scouting several locations, he decided on Port Royal. Building materials from St. Croix Island were moved across the Bay of Fundy. Most survivors returned to France, but three men, including Samuel Champlain, stayed on at Port Royal.

From time to time the inhabitants of Port Royal visited St. Croix Island, but in 1613, Samuel Argall from Virginia leveled the last structures standing on the island (along with Port Royal and St. Sauveur) in defending the rival English claim to territory in the “New World.”

(Continued on next page)
From their difficult experiences at St. Croix Island, the French learned many important lessons about survival in North America. This hard-won experience prepared the way for the more successful French settlement at Port Royal.

Lessons learned at St. Croix Island included how to choose a successful site, how to build for the harsh North American climate, and how to learn from Native Americans better ways to live and travel in the region.

Another legacy of the St. Croix Island colony was Samuel Champlain’s set of highly detailed maps extending from present-day Nova Scotia to Cape Cod. These were invaluable tools for later French exploration, trade, and settlement.

Sieur de Mons and Champlain’s explorations in 1604–05 gave us many French place names that are still in use today.

After St. Croix Island and Port Royal, Champlain went on to play a key role in the exploration and colonization of the continent. He is often considered to be the father of New France.

Pierre Dugua Sieur de Mons returned to France bearing not only furs but a collection of flora, fauna, and Native American objects, arousing considerable French interest. Dugua continued to promote trade and colonization in North America.

Leading to more successful future settlements, St. Croix Island marked the planting of French roots in Acadia.

From the St. Croix Island settlement, there is an uninterrupted French presence in North America which continues to this day. There are over 16 million North Americans of French heritage, over half of whom still speak French as their mother tongue.

Aboriginal people lived in North America for thousands of years before Europeans arrived. Europeans called the Americas the “New World” because it was new to them.

There were many distinct Native American peoples, each with its own language and culture. The area near St. Croix Island was the homeland of the Etchemin (Passamaquoddy) people. Other Native and aboriginal groups encountered by Dugua and Champlain were the Maliseet, Micmac, and Abenaki.

The Maliseet-Passamaquoddy and Soutiquois-Micmac cultural traditions were fairly similar to one another in terms of tools, clothing, shelter, and transportation.
The story of Europe's exploration and settlement of North America is more complex and episodic than one usually thinks.

The first known European presence in North America was that of Norse explorers in 1000 A.D.

In the late 15th and early 16th centuries, Spanish, Portuguese, English, and French navigators explored the coasts of North America.

There were many motives for exploration: the search for riches and a sea route to the Orient, a quest for empire, a sense of religious mission, and a desire for adventure.

By 1600, there was considerable fishing, whaling, and fur trading activity on the east coast of North America.

Before 1604, both the French and the English had attempted some poorly financed and poorly organized settlements, but none had succeeded.

The 1604-05 colony on St. Croix Island was one of the earliest European settlements north of Florida. It predates such well-known settlements as Jamestown and Plymouth.

The Saint Croix habitation was founded by a combination of French Protestants and Catholics, Dugua himself being a Huguenot, setting a short-lived precedent for religious tolerance.

The St. Croix Island and Port Royal habitations were the beginnings of a permanent French presence in North America.

Port Royal became the wellspring of Acadia—a French-speaking area in what are now Canada's Maritime Provinces.

Samuel Champlain went on to found the territory of Quebec and to explore the river routes to the interior of the continent. He was followed by many other French explorers and traders who eventually explored a good deal of North America.

At its peak, New France covered much of present-day Canada and about a third of the present-day United States.

Throughout much of the 17th and 18th centuries, the British and French fought for control of North America.

Although Acadia was ceded to the British in 1713, and the rest of New France fell to the British in 1763, Acadians, Quebec residents, and other French-speaking North Americans have maintained distinct cultures and identities.

(Continued on next page)
Theme 3: St. Croix Island Through the Years

Later Uses of St. Croix Island

Since the early French habitation, St. Croix Island has seen many uses typical of Maine coastal communities. It has been known by a variety of names, including Neutral Island, Bone Island, and, most commonly, Dochet Island. Since 1856, navigational aides have been built on the island to guide mariners. There was a light station there until 1977. Today the U.S. Coast Guard maintains a navigational beacon.

In the early 19th century, the island was settled by the Hillesers and later by the Brewer and Mingo families. Farming, fishing, and sand quarrying took place on the island.

On the mainland portion of Saint Croix Island HLS, a large industrial complex—the Red Beach Plaster Mills and Red Granite Quarry—operated from the 1830s to 1925. At its peak in the 1880s, an entire community formed around the complex.

The island was established as a national monument by the U.S. Congress in 1949.

International Border/International Meeting Place

St. Croix Island is situated on the border between the United States and Canada.

When the international boundary was determined in 1797, the identification of St. Croix Island as the site of the 1604–05 settlement was key in fixing the St. Croix River as the border.

The island was considered to be neutral ground in the War of 1812.

There is a tradition of friendly and family relations between Americans and Canadians in the St. Croix River valley.

Because of its significance to both the United States and Canada, the site was designated as an international historic site in 1984. It is the only international historic site in the U.S. national park system.

A Special Place

Saint Croix Island HLS holds internationally significant archeological remains of the 1604–05 settlement.

The excavations carried out by the International Boundary Commission were one of the earliest archeological investigations in North America.

Excavations in 1950 and again in 1968–69 revealed the in-situ remains of the settlement and brought to light hundreds of artifacts, mostly bricks, nails, and stoneware.

St. Croix Island is part of a small complex of granite outcrops covered by sandy soil. The island is fragile and eroding.

There is a 6-meter (20-foot) tidal range in the St. Croix River, and the area boasts a diverse ecosystem of intertidal life. Saint Croix Island HLS is bald eagle habitat.

We need to use Saint Croix Island HLS with care to protect both its cultural and natural resources.

We should have pride in NPS stewardship of this special place.
GOALS AND OBJECTIVES FOR INTERPRETATION

The National Park Service has a broad mandate to provide interpretive programs and facilities in order to foster understanding and appreciation of significant cultural and natural resources. Mission goals and more specific interpretive goals were adopted in the general management plan to guide interpretation at Saint Croix Island IHS. The following objectives flow from those interpretive goals.

Interpretive Goals
- present the international significance of St. Croix Island in the context of the early European exploration and settlement of North America
- foster understanding, appreciation, and respect for the achievements and the hardships of the 1604–05 French colony on St. Croix Island
- provide visitors with opportunities to use and enjoy the site safely while protecting its cultural and natural resources for the future
- provide a variety of programs and services which meet the needs of visitors of different backgrounds, interests, nationalities, ages, and abilities
- provide a visitor experience which complements, but does not duplicate, Parks Canada’s interpretation of the same themes in its wayside exhibit on the shore of the St. Croix River and its interpretation at Port Royal National Historic Site

Learning Objectives
- The majority of visitors will know that St. Croix Island was the site of one of the earliest European settlements in North America.
- Most visitors will know that the French colonists’ experiences on St. Croix Island played a key role in helping the French learn how to adapt to conditions in North America and to establish permanent settlements here.
- Most visitors will know that St. Croix Island was the starting point for an unbroken French presence in North America that continues to this day.

Affective Objectives
- The majority of visitors will feel a personal connection with the experiences of the St. Croix colonists and will empathize with the challenges of settling in a new place and suffering through difficult conditions.
- Most visitors will feel a sense of respect, and even reverence, towards this site as the burial ground of 35 French settlers and as a key outpost of European settlement in this part of North America.
- Most visitors will leave the site feeling they want to know more about Saint Croix Island IHS and the early exploration and settlement of North America.

Behavioral Objectives
- The majority of visitors will treat the cultural and natural resources of Saint Croix Island IHS with respect.
- Visitors will take time to enjoy, view, or participate in the interpretive programs, services, and facilities that are provided.
- Most visitors will be encouraged to stop at other cultural or historic sites they encounter in their travels, particularly those related to Acadian themes.

The general management plan establishes two guiding principles to shape the interpretive program. One, all interpretive programming (non-personal as well as personal) will be offered in both English and French, in recognition of: the historic significance of the site as a French settlement in a region claimed by both the French and English; its special meaning to those of French heritage; and its special role as an international historic site. Two, St. Croix Island itself will be treated with reverence. Public programming on the island will not be encouraged, thereby minimizing effects on island resources.

The following is a description of the mix of services and facilities, both personal and non-personal, that are essential to meet the site’s mission and achieve the goals and objectives for interpretation.

Facilities developed on the mainland will be the only interpretation many visitors will encounter, supplemented by personal services during peak periods or by reservation.
INTERPRETIVE PROGRAM

Visitors will have access to an outdoor interpretive experience on the NPS shore parcel at Red Beach and at the Parks Canada outdoor exhibit at Bayside. Plus, facilities for an indoor experience will be developed. A small introductory exhibit will be installed at the Maine Tourist Information Center on the waterfront in Calais. And, a new interpretive center is planned either at Red Beach or at a location developed by others, possibly in downtown Calais.

MAINE TOURIST INFORMATION CENTER EXHIBIT

An exhibit will be developed in the Maine Tourist Information Center on the waterfront in Calais. The space will require minimal modification for the exhibit, facilitating opening in time for the quadricentennial. A conceptual design has been prepared (see "Interpretive Intent and Approach"). It is anticipated that the exhibit will be replaced by more permanent exhibits in a new visitor center as the information center exhibit nears the end of its useful life.

Visiting the Exhibit

Crossing the international bridge, a family from Nova Scotia sees a sign to the Maine Tourist Information Center on the Calais waterfront and decides to go there to discover what there is to see in the area. Entering the center, they pick up several brochures, then spot a sign for the Saint Croix Island IHS display downstairs. Knowing that St. Croix Island was where settlers landed before founding Port Royal, they decide to investigate. On the ground floor they find large wall maps and several well-lit displays. The text is in both French and English. The exhibit introduces them to the significance of the 1604–05 settlement and invites them to visit the Saint Croix Island IHS sites at Red Beach, Maine, or Bayside, New Brunswick, both less than a half-hour drive away.

Another family, the Martins from Boston, is passing through Calais on their way to St. Andrews in New Brunswick for their summer holiday. When they see the Maine Tourist Information Center, they decide to get some information on what to see in the area. As they approach the front door, the children see an intriguing play structure around back and want to run ahead.

However, Mr. and Mrs. Martin want to get a map first. The family enters the information center. While Mrs. Martin speaks to the staff to get directions, the rest of the family looks around. "Hey, what's this?" asks 10-year-old David. He is pointing to a cutout figure representing Samuel Champlain holding a map. The information clerk explains that there's a very important historic site only a few minutes away and that there's an exhibit about it downstairs. The Martins decide to take a look.

Going out the door, they see signs clearly indicating the way to the National Park Service exhibit. The children, however, don't need to read the signs; they see the play structure ahead.

The Martin children skip away from their parents and are soon climbing on a play structure which resembles a scaled-down 17th-century French ship. Then they see an interpretive panel which orients them to the St. Croix River and explains the significance of St. Croix Island. They are amazed to think that Calais was the scene of such a historic venture. After the children have had a chance to stretch their limbs, they decide to visit the lower-level exhibit.

Entering the tourist information center exhibit, the Martins see a cutout figure of Samuel Champlain, similar to the one they saw upstairs in the information center, pointing to a historical map of St. Croix Island. Printed text in a balloon invites them as fellow travelers to explore the story of St. Croix Island. This surprising invitation sets a historical mood and appeals to their sense of adventure.

Looking around the exhibit room, the Martins see panels with images of trees and the river, as well as images of Native Americans, French colonists, and 17th-century buildings. It's certainly clear that this exhibit is about the very beginnings of settlement in North America. It appeals to the visitors, especially to the children, who are always interested in adventure.
The next thing the Martins see is a well-known image of the Pilgrims at Plymouth Rock. They are familiar with the reference, but the text intrigues them by suggesting that the Pilgrims were not the pioneers they thought. Reading on, they learn that French colonists settled on St. Croix Island were here in Calais 20 years before Plymouth Rock. They hadn't realized that the St. Croix Island settlement was so early. Now, that really is surprising!

At the back of the room, the Martins see two back-lit duratrans showing the NPS and Parks Canada sites as well as a map. The NPS site photograph shows a beautiful, wooded scene by the river, while the Parks Canada photograph shows an outdoor display. Both look interesting and inviting and show people enjoying the sites.

Young Elizabeth Martin is already at the next exhibit. Here she sees an image of British ships, flags, and settlers. "Hey, Mom," she calls, "was New England discovered by the English?" "I think so," says her mother. "Let's read what it has to say."

They look at the maps Champlain made during the St. Croix Island habitation, and are amazed to see that he explored the coast as far as Cape Cod, and named l'Isle des Monts-deserts. "So that's where the name 'Mount Desert' comes from. Fancy that."

Mr. Martin reads the next title: "Some people say...St. Croix Island isn't well known, so it's not very important." That's probably true, he thinks; it must be an isolated incident, or I would have heard of it. But as he sees the images of Port Royal and the maps of New France, he's amazed to realize that nearly 400 years of continuous French settlement in North America started here. "I thought the French were only in Canada," he says to his wife. "Imagine, the French started in North America with 79 men here, and now there are more than 16 million North Americans of French origin. That's amazing."

The Martins are now thoroughly intrigued. They realize that although they never heard of it before, a very important historical event occurred at St. Croix Island. They decide it's worth a visit to Saint Croix Island NHS for the children's education and to satisfy their own curiosity.

Consulting the map, the Martins realize the NPS site is only a few miles away and that they'll pass the Canadian site on their trip. They pick up a brochure and decide they'll make two stops. They have discovered there is more to do in this region than they were aware of prior to their stop at the tourist information center.

**Welcome Area and Interpretive Trail**

The NPS shore parcel will be developed to present an evocative outdoor interpretive experience that takes advantage of the site's natural setting to help visitors imagine what happened here nearly 400 years ago. Visitors will walk in the footsteps of the 17th-century French colonists who built gardens, a charcoal furnace, and water-powered mill on the shores of the St. Croix River.

The outdoor experience would be most effective in conjunction with an interpretive experience at an NPS visitor center at Red Beach. However, by itself, the outdoor experience should arouse visitors' interest in St. Croix Island and Acadian history so that they seek out more information through books, visits to other interpretive facilities and sites, and outreach materials. The trail concept is described in "Welcome Area and Interpretive Trail Concept" below.

A welcome area will orient visitors to the significance of the site and provide basic visitor services. An interpretive trail will encourage visitors to identify with the experiences of the French colonists. An outdoor exhibit in the interpretive shelter will communicate the legacy and significance of the St. Croix Island habitation. The outdoor interpretive facilities on the mainland are described below, as an imaginary family might experience them.
Visiting the NPS Shore Parcel

At home in Missouri, the Smith family is planning a summer vacation. Mr. and Mrs. Smith are thinking of taking their children east to Acadia National Park, and possibly on to New Brunswick to do some whale-watching. Poring over the tourist literature, they read a description of Saint Croix Island International Historic Site. It sounds interesting, and besides, it would make a perfect picnic stop between Bar Harbor and St. Andrews. They pencil it into their itinerary.

As the Smiths drive on U.S. Route 1, they see signs stating how far it is to Saint Croix Island NHS. This reminds the family of their planned stop and reassures them that they are on the right road. When they see the large NHS site sign, they pull off the highway. Other travelers, who had not planned a visit, stop when they see the parking lot and realize the site is not out of their way.

From their car, the Smiths see a landscaped area with some intriguing figures and signs. They head over and learn that they are at the site of one of the earliest European settlements in North America. The site plan shows that there is a walking trail with interpretive panels. It looks inviting and shouldn’t take too long, so they decide to take a stroll.

But first there are some basic needs to take care of. The children visit the nearby restrooms, and then the family sits down at a picnic table to have a bite to eat. While the parents linger, the children work off some of their energy on a play structure in the outdoor education area which looks just like a wooden ship (or old building). Mrs. Smith checks in at the ranger station to see if she can learn more about the site by talking with NHS staff on duty.

The family can’t wait to walk the trail. Already, the children have spotted some curious figures among the trees. They walk slowly with a sense of anticipation, wondering what they will discover while enjoying the peaceful natural setting and views of the river.

As they come upon a sculpted or cast figure in the landscape, they immediately put themselves in his shoes. For the first time, they stop to think about what it would have been like to be here in a fledgling settlement—with no other Europeans for thousands of miles.

Feeling empathy for the hope and suffering of the St. Croix colonists, the visitors emerge from the trail and see an interpretive shelter. Going in, they look through the view-scope to see the island more clearly for themselves. It is easily identified by the 17th-century French flag blowing in the onshore breeze.

The Smiths examine the three-dimensional model of the habitation on St. Croix Island. They are surprised to learn how many different kinds of buildings there were. Finally, they peruse the interpretive panels and learn that their own hometown in Missouri, St. Genevieve, was once part of New France. It is a revelation to realize that the experiences of a group of colonists in this distant corner of Maine has a direct relationship to their own lives. After they have viewed the island, the children return to the car along the shore of Plaster Mill Cove and the parents take the more level route back along the interpretive trail.

As the Smiths leave the site, they stamp their NHS passports at a self-serve stamping area in the ranger station. They also see a map indicating the Maine Tourist Information Center in Calais where they can learn more about Saint Croix Island NHS. They continue their journey, feeling that this stop really made their day worthwhile.

After the Smith family and the other visitors leave the site, the NHS staff do not go home. They go to the ranger station to prepare new activities, coordinate with regional tourism groups, coordinate with local teachers, and plan for major celebrations in 2004.

**Visitor Center**

A visitor center will be developed to provide for a wide range of interpretive media that can illuminate the story.
of the 1604–05 habitation. The location of the center is dependent upon ongoing planning by potential NPS partners. If the local, state, and federal entities are successful in developing a regional visitor center in downtown Calais, the NPS will participate in that endeavor. If a regional center is not feasible, the NPS will develop a visitor center in the ranger station building at Red Beach. See the “Visitor Center” subsection in part two of this document.

Visiting the NPS Center

The Cyr family from northern New Brunswick has pulled into the parking lot of Saint Croix Island IHS after following highway directional signs to the site. As Acadians, they have made Saint Croix Island IHS a destination on their summer vacation. They follow a clearly marked pathway to the visitor center developed in the former residence now used by the NPS as a ranger station. Flags and an interpretive panel remind them that this is a site of international significance.

As the Cyr family steps inside the NPS center, they are immediately welcomed by an interpreter. The interpreter greets them with a friendly “Bonjour.” He/she explains that the French settled here 20 years before the Pilgrims founded the Plymouth Colony, and more than 250 years before the house they are in was built.

The Cyr family was pleasantly surprised to be served in their own language in the United States. They are keen to look around, but before they do, they take advantage of the visitor amenities.

The Cyr family has come to the site to explore their roots, so they decide to begin their visit with a video that gives them an overview of the site’s significance. Much of the narration is in the words of Samuel Champlain, so the story has a human element which makes it easy for the Cyr’s to identify with the experiences of the first colonists.

Now the Cyr family decides to explore the various exhibits. There is something for everyone—traditional displays of the archeological collection, Champlain’s maps, as well as interactive computer games which challenge youngsters to prepare to settle in a new land.

The whole atmosphere of the exhibit is evocative due to dramatic lighting and sound effects. The children listen to nature sounds, cold winter winds, and French 17th-century music. They smell the spices that enticed Europeans to seek a way to the Orient, and feel the soft underdown of the beaver pelts used in 17th-century hats.

In a quiet corner, the Cyrs come upon a work of art. Sound effects of a moaning winter wind and a priest murmuring the last rites in Latin make them reflect on the suffering and endurance of the St. Croix Island colonists, and the later trials of the Acadian people in surviving in North America.

The Cyr children are curious about a room they see to the side of the exhibit hall. It has some intriguing things inside like puppets and costumes. The interpreter explains that most of the time this room is used for school groups, clubs, and bus groups. However, for the summer, they have set up a children’s activity area with coloring sheets, quill pens, etc., that the children can try out, which they do.

Outside again, the children have their eyes on the wooden play structure that looks like the frame of a French ship situated in front of the center. Now that they have seen the video and the exhibits, they’re ready to work off some energy.

The time has come for the Cyrs to view St. Croix Island for themselves. They want to see how big it is, and how far from the shore. They even want to touch the water of the St. Croix River in remembrance of their forefathers.

Back from the shore, while the children are dawdling in the sales area, Dad slips into the resource center. A genealogist, he is eager to find out the names of the men who traveled with Sieur de Mons to Acadia in 1604–05. Maybe one of them was named Cyr. As they exit, the family sees a panel pointing out the location of the Parks Canada outdoor exhibit at Bayside.
Visiting the Regional Center

An American family, the Joneses, has arrived in Calais via Maine Route 9 from Bangor. They follow the National Park arrowhead and other directional signs and pull into the ample parking lot beside an attractive new downtown facility. Before they enter, they pause to look at the building because, although it is clearly new, it evokes a sense of history. Maybe it is the steeply pitched roof line, the proportions of the building, or the impressive wooden doorway, but as they enter, the family already feels that they are in a special place.

As the Jones family steps into the center, they are immediately welcomed by a staff person who invites them to explore the center to find out about all the wonderful attractions of the region—especially, Saint Croix Island IHIS, which interprets one of the earliest European settlements in North America.

The Joneses want to look around, but before they do, they visit the restrooms. They see an exhibit directing them to two places where they can actually see Saint Croix Island, the Parks Canada outdoor exhibit at Bayside, New Brunswick, and the NPS site at Red Beach, Maine.

The Jones family had never even heard of French settlement in this part of the U.S. before they started their trip, so they decide to begin their visit with a video that tells the story of the site. Much of the narration translates the words of Samuel Champlain, so the video has an eyewitness element which makes it easy for the family to identify with the experiences of the colonists.

Now the family decides to explore the Saint Croix Island IHIS exhibits. There is something for everyone—traditional displays of the archeological collection and Champlain’s maps, as well as interactive computer games which challenge youngsters to prepare to settle in a new land. The whole atmosphere of the exhibit is evocative due to the dramatic lighting and the sound effects. The children listen to nature sounds, cold winter winds, and French period music. They smell the spices that enticed Europeans to seek a way to the Orient, and feel the soft underdow of the beaver pelts used in 17th-century hats.

While the children are enjoying the exhibit area, Mom and Dad visit the resource center. Former history majors, they are eager to see reproductions of Champlain’s journals and maps. Talking it over, they decide to go the extra six miles to Red Beach to view the island for themselves, and to see what the international historic site has to offer.

The Jones children are curious about a room they see to the side of the exhibit hall. It has some intriguing things inside like puppets and costumes. The interpreter explains that most of the time this room is used for school groups, clubs, and bus groups. However, for the summer, they have set up a supervised children’s activity area with coloring sheets, quill pens, etc., that they can try out, which they are quick to do.

Like most travelers, the family likes to take home a few mementos of their adventures. Today, the children choose a journal so that they, like Samuel Champlain, can record their travels. Having seen that Saint Croix Island, where the French landed, is only six miles away, the children ask their parents if they can go and see what it looks like. Smiling, the parents agree, having already decided to take them to Red Beach so they can learn more about the French settlement and view the island. “But first let’s find a place to eat,” says Mom. “I don’t know about you, but I’m famished!” Dad says he saw a nice-looking restaurant nearby in Calais, so that’s where they go.

As they exit, the family sees a panel pointing out the location of other regional attractions, some of which also have exhibits in the regional visitor center. They pick up a few brochures and decide to go to the Moosehorn National Wildlife Refuge to see Canada geese and woodcocks before continuing their journey. Over lunch, Mr. and Mrs. Jones decide to spend the night in a local motel so that they can see more of the area’s attractions the following day. They may even come back to the visitor center to see some exhibits they missed.
**ISLAND INTERPRETIVE PANELS**

The majority of visitors to Saint Croix Island NHS will remain on the mainland. Regular ferry service to St. Croix Island is not planned since increased public access might threaten the site's archeological and natural resources. Moreover, a ferry service and related dock facilities would be extremely costly and visually intrusive. Nevertheless, access to the island by private boat will be permitted.

To meet the needs of people who make their way to St. Croix Island on their own, and to provide background information imparting a sense of dignity in keeping with this internationally significant site, limited self-guiding interpretive facilities will be developed on the island. Interpretive elements will include: an NPS site sign; a flagpole flying a 17th-century French flag (this will also make it easier for visitors on shore to identify the island); and three to five interpretive signs, possibly made out of local material like granite or wood. These will be relatively straightforward interpretive panels which convey the significance of the island, but which are not attractions in themselves. (See “Island Interpretive Concept” for possible panel messages.)

**PERSONAL SERVICES**

Trained interpreters will be available on a seasonal basis to offer outdoor programming. Year-round personnel will staff the visitor center and conduct educational outreach activities. All program staff will be fluent in French and English.

**On-Site Programming**

**For Casual Visitors.** At peak visiting times, an interpreter would be stationed at the mainland shore parcel to interact with casual visitors. Since it is expected that visitors will arrive in a steady flow throughout the day, the preferred approach would be to equip the interpreter with tools to encourage conversation and stimulate interest with small groups of people (as opposed to having formal programs at fixed times). For example, interpreters might have a discovery cart or a treasure chest with a variety of objects for visitors to see and touch. Objects might include reproductions of artifacts from the archeological collections, Champlain's maps, and 17th-century clothing or implements.

If the NPS visitor center is developed at Red Beach, the interpreter will also give informal and impromptu guided tours of the center or interpretive trail, providing more in-depth interpretation of the displays. He/she would encourage young visitors to take part in activities in the multipurpose room, such as coloring pictures of 17th-century costumes or making models of wooden houses of the type which might have been built on St. Croix Island.

**For Organized Groups.** More structured programs will be offered to organized groups such as motor coach tours, service clubs, community organizations, day camps, etc. For adult groups, activities could include guided tours, a prop talk, or a presentation on archeology. For groups of youngsters, activities might include making maps 17th-century style, exploring the site with a quiz sheet, or singing traditional French folk songs.

**Educational Programming**

While most Americans know about early European settlements at Jamestown and Plymouth Rock, very few know about St. Croix Island. Saint Croix Island NHS offers an opportunity to educate young people about the international significance of this site, and the role of the French in exploring and settling North America. There are two aspects to educational programming: the first is preparing programs for school groups actually visiting the site; the second is preparing educational materials for state, national, and international school groups. The first type of program is described here; outreach products are described below.

In terms of programming for local schools, the NPS will work with teachers to develop educational tools that are directly linked to curricula. Teachers cannot be expected to research and develop lesson plans in their spare time, so funding will be sought to pay stipends for their contributions.
According to the school superintendent in Calais, there are many opportunities to tie into curricula in grades 4–12. It may be appropriate to focus on two or three grades and develop carefully targeted educational programs. For example, at the grade 4–5 level, the focus might be on concrete details of how the French colonists lived (describing their boats, clothing, costume, food, etc.). For grades 7–8, the focus might be on the context of the de Mons expedition in Maine history, and the exploration and mapping carried out by Champlain. In grades 11–12, students could examine primary resources, discuss the impact of the St. Croix colony from the perspectives of Native Americans, the French and the British, and consider why the Plymouth settlers have gone down in history while the St. Croix colonists have been left to play a lesser role.

At all levels, the program should combine classroom study with field trips. For the classroom components, teachers will be provided with kits which might include:
- a specially made video or slides
- posters or other visuals for the classroom wall
- resource materials (reproduced journal extracts and maps, images of 17th-century life)
- activity sheets (crossword puzzles, quizzes, maps)
- lesson plans
- suggested activities and research projects for the classroom
- references

NPS interpreters will develop the on-site activities for school groups. Again, different aspects would be highlighted at different grades: students in grades 4–5 might do an active discovery project on the trail or in the visitor center; grade 7–8 students might take a boat tour to the island; and grade 11–12 students might be given supervised access to the archeological collections.

An activity guide for teachers will be provided to prepare them to lead their classes around Saint Croix Island IHIS mainland facilities.

Extension Programming
Personal services interpretation could also be offered off-site on a prearranged basis. For example, an NPS interpreter could give presentations on a cruise ship, or at historical society meetings, service clubs, and senior groups. Such presentations which could be done in period costume might include an audiovisual segment (slide show or video) and a prop talk. Three or four presentations on different themes could be developed. Topics could include:
- the Sieur de Mons colony
- archeology at Saint Croix Island IHIS
- the legacy of St. Croix Island.

Outreach Products

To interpret the story of Saint Croix Island IHIS to people who may never visit the international historic site and to provide more comprehensive information for interested visitors through sales and free materials, the NPS will produce an array of outreach materials aimed at different audiences.

Educational Materials
The story of St. Croix Island is of significance not only to students who live in the vicinity of the site, but to students throughout the United States and Canada. The NPS will work with educators to develop supplementary learning materials that could be widely used at primary, middle, and secondary school levels. The types of materials that could be produced include:
- a Web site on the Internet
- a multimedia CD-ROM
- a video
- educational kits with a video, maps, reproductions of journals, activity sheets, suggested classroom activities, etc.

Outreach Tools
Some of the above mentioned tools (such as a Web site or a CD-ROM) would be widely accessible to audiences outside the formal educational system. Other outreach tools for general audiences include:
books and booklets on the site
traveling exhibits
participation in the Canadian Museum of Civilization's planned virtual Musée de la Nouvelle France
joint projects with print or broadcast media such as National Geographic or The Discovery Channel
postcards, journals, mapmaking kits, etc., possibly developed by a cooperating association

Since the St. Croix colony is part of the larger story of the development of Acadia and New France, most outreach products will be developed in partnership with other organizations. Potential partners include Parks Canada, the Canadian Museum of Civilization, and the Maine Acadian culture project.

Satellite Exhibit in Acadia National Park
Acadia National Park receives some 3 million visits each year and is one of the most highly visited parks in the United States. Given the thematic and administrative links between Saint Croix Island IHS and Acadia National Park, Acadia would be an ideal location for a satellite exhibit from Saint Croix Island IHS. Such an exhibit could focus on Champlain’s mapping of the North American coast as far south as modern-day Cape Cod during the period of the St. Croix settlement. If the exhibit were indoors, certain archeological artifacts could be displayed.

Loan of Artifacts
Until a visitor center is built for Saint Croix Island IHS, it will be difficult to showcase St. Croix artifacts for a local audience. To take advantage of the rich interpretive potential of the archeological collections, the NPS will encourage the loan of artifacts to other institutions which can present them to the public.

Current loans to the Maine State Museum (long-term) and the Moncton Museum (short-term) will be extended and other requests met as long as they meet NPS conservation standards.

Boat Tours
Although the NPS will not provide regular boat access to St. Croix Island, local boat operators will be encouraged to give tours around the island. The NPS will facilitate interpretive programming by providing resource material, training, and by monitoring program quality. Tours originating in Canada are legally prohibited from landing on American soil without going through U.S. Customs. All commercial tours will be prohibited from landing on St. Croix Island due to the fragility of the resource.

400th-Anniversary Commemoration
The year 2004 will mark the 400th anniversary of the St. Croix Island settlement. This anniversary provides an unparalleled opportunity to encourage appreciation of the international heritage of this site. The fact that this will be one of the first quadricentennial commemorations of any settlement in North America underscores the key message that the habitation on St. Croix Island marked a milestone in the international history of the continent.

In July 1995, the St. Croix International Waterway Commission hosted a celebration 2004 Workshop attended by a wide range of persons and groups interested in suggesting ideas for the upcoming anniversary. A coordinating committee has since formed with U.S. and Canadian representation to plan events for the quadricentennial. The NPS will work closely with these bodies, and with Parks Canada, in helping to shape actual events to be staged in 2004. Saint Croix Island IHS will also cooperate with other NPS sites, such as Jamestown, to provide context for European settlement of North America.

With 10 hectares (24 acres) of open space owned by the Province of New Brunswick and Parks Canada, the wayside Saint Croix Island IHS exhibit at Bayside on the New Brunswick side of the river is an ideal site for staging the quadricentennial commemoration. Parks Canada has offered to host joint NPS–Parks Canada events.

Given the increased visitation and publicity that can be expected in the year 2004, it is essential that the interpretive plan be implemented by that date. In addition, a
number of special initiatives could be considered. These might include one or more of the following ideas.

**Unveiling a Commemorative Work of Art**
A competition could be held to commission a work of art commemorating the St. Croix Island settlement. The contest could be announced early in 2002, an artist selected early 2003, and then the work would be unveiled as part of the 400th-anniversary ceremonies.

To promote the competition, a kit containing historical information about St. Croix Island would be distributed to associations of artists, art schools, and trade publications in the United States, Canada, and possibly France. This would foster appreciation of the resource among a widespread population, reaching many people who might not know of or normally visit the site. A corporate sponsor or a number of sponsoring partners would ensure wide visibility for this project.

The selection process could also be an important interpretive tool. A jury of respected artists and historians would jury the competition and would meet with media representatives to announce how the winning submission conveyed, through artistic means, the significance of the site.

With suitable fanfare, the work would be unveiled during the official commemorative ceremonies, then be moved to a permanent location in the NPS visitor center, the Calais waterfront, or some other appropriate location (the commemorative element will not be located on St. Croix Island).

**The French Connection**
The anniversary could involve the government of France, with French officials being invited to participate in official ceremonies and in the unveiling of the commemorative art piece. It could also be appropriate to solicit French participation in any historical reenactments or exhibitions.

**Acadian or Franco–North American Celebration**
To deepen understanding of St. Croix Island's significance as the beginning of an uninterrupted French presence in North America, the 400th-Anniversary Commemoration could extend an invitation to North Americans of French descent to come to St. Croix in 2004 for a celebration of French culture—food, family, farming, religion, music, theater, etc.

**Reenactments**
A number of reenactments could be staged. For example, local Passamaquoddi could be invited to re-create a 17th-century encampment. Or, if an appropriate replica ship of the era were available, a reenactment could be made of the landing of Sieur de Mons on St. Croix. The help of Parks Canada could be enlisted to create a dramatic presentation of the St. Croix Island story.

**Launch of New Publications**
The year 2004 might be an appropriate time to launch a new outreach product related to St. Croix Island, be it a book or a CD-ROM. One initiative could be to encourage the Champlain Society to reprint Champlain's journals and issue reproductions of his maps.

**Traveling Exhibit**
The NPS and Parks Canada, possibly in collaboration with a major museum, could mount a traveling exhibition about Saint Croix Island IHS which would tour the U.S. and Canada.

**Implementing the Long-Range Plan**
To implement this long-range interpretive vision, the NPS will need to take a number of steps.

**Acquire an Interpretive Database**
At present, the administrative office for Saint Croix Island IHS in Acadia National Park has very limited resource material for interpreting the site. As a first step in any interpretive development, the site should acquire copies of the primary and secondary sources relating to the themes of the site, as well as a collection of relevant visual and audiovisual material. An extensive collection of
research materials has already been assembled by Parks Canada; much of this may be available by reproduction to the NPS.

Create a More Appropriate Setting
To create the desired visitor experience on the mainland shore parcel, existing facilities will be modified as called for in the general management plan. Planned modifications include:
- relocation of the existing access road and parking lot
- relocation of the maintenance shed and outdoor toilet
- modifications to the existing interpretive shelter to make it accessible
- landscape work to minimize the obtrusiveness of the modern culvert under U.S. Route 1

On the island, the modern maintenance shed will be removed, or at least screened from view. The oil house will be removed. If not removed, the boathouse will be well screened from island viewpoints so as not to detract from the site’s international historic significance as the location of the 1604–05 French habitation.

The current practice of regular mowing on St. Croix Island creates an excessively manicured look that is not compatible with the image of an early settlement. Native vegetation will be allowed to grow back to a more natural, meadow-like appearance. Mowing could take place once or twice a year (or controlled burning every few years) to keep selected areas open.

On the mainland, some planting of trees may be required to create a more appropriate setting for the interpretive trail, and to screen adjacent houses.

Create New Services and Facilities
Several new services and facilities are called for in the general management plan, including new:
- direction signs
- parking and welcome area
- interpretive trail on the shore parcel
- interpretive panels on the island
- visitor center

Develop Interpretive Products and Programs
Considerable work will be needed to implement this interpretive plan. Although some of the interpretive products could be produced by contractors, it will be necessary for the NPS to assign a full-time staff person to the international historic site, working out of either the ranger station or visitor center. This site manager will need to work with a number of partners to develop:
- site brochure
- communication strategies for promoting the site
- interpretive facilities on the island and mainland
- public programming activities, including personnel services, educational products, and special events
- theme educational items to be sold to visitors
- outreach products
PHASING

The interpretive plan will be phased in over the next 10 years. Some indication of priorities is outlined below.

Short-Term (1998–2002)
- hoist appropriate flag on St. Croix Island
- work with local education authorities on educational programming
- develop directional signs with Maine and New Brunswick
- prepare development plans
- produce new site brochure
- develop media plans for interpretation
- plan 400th-Anniversary Commemoration with partners
- plan outreach products

Long-Term (2003–08)
- construct new facilities
- introduce personal services programming on site
- produce outreach products
- implement 400th-anniversary program
- work with cooperating association to develop educational items
WELCOME AREA AND INTERPRETIVE TRAIL CONCEPT

OVERVIEW

A welcome area will orient visitors to the site and invite them to walk an interpretive trail. The interpretive trail will begin at the welcome area and will wind through the site, revealing views of the river and the island.

The interpretive component of the trail will culminate at the existing interpretive shelter. A return route will be designed by way of the current drive to the boat ramp so that visitors returning to the parking area do not intrude on the experience of those following the trail for the first time. The main trail will be fully accessible; the optional return route will have stairs and a moderate grade.

It will be up to the interpretive planning and site design team to determine a trail route, locate the interpretive panels on the island, and make final decisions on the content and design approach. The following is provided for general direction.

Messages

- Welcome to Saint Croix Island International Historic Site—the site of one of the earliest European settlements in North America.
- Before Jamestown and before Plymouth Rock, French colonists came here in hopes of establishing a permanent settlement.
- Though the habitation was short-lived, its impact was enormous.
- St. Croix Island can be said to be the beginning of an uninterrupted French presence in North America that continues to this day.
- The National Park Service invites you to explore the site. Walk in the footsteps of the French colonists and imagine what it was like 400 years ago.

WELCOME

Interpretive Experience

As the Smiths drive on U.S. Route 1, they see the large NPS site sign and pull off the highway. From their car, the Smiths see a landscaped area with some intriguing figures and signs. They head over and learn that they are at the site of one of the earliest European settlements in North America. The site plan shows that there is a walking trail with interpretive panels. It looks inviting and shouldn’t take too long, so they decide to take a stroll.

Visual Elements

- site sign flanked by cut-outs (in wood or steel) of a 17th-century French colonist and a Passamaquoddy of the same period
- flags of the United States and Canada
- interpretive panel
- site plan showing the visitor center, trail, river, island, etc.
- brochure rack
- theme play structure

WALK IN THE FOOTSTEPS

Five or six interpretive stops will be created along the 130-meter (400-foot) trail, each with a “surprise” visual point of interest and three interpretive panels. Each stop will focus on a human action figure. Given the short length of the trail, this will not be unduly repetitive but will give unity to the trail and link the story elements. The figures could be made of cast stone, concrete, or fiberglass, or could be cut from sheet steel. They would not have to be fully detailed; indeed, cast-stone figures could add a ghostly sense to the site that might summon to visitors’ minds the spirits of those who were here so long ago.

For each stop there will be one interpretive panel relating to the figure that uses a quote or is written from a first-person perspective. The other two panels will provide more contextual information: one providing more in-depth information for adults, the other providing interesting facts and activities designed to engage children.
The planned interpretive trail winds through the wooded shore parcel.
**INTERPRETIVE TRAIL**

**Trailhead Visual Elements**
- cast pair of 17th-century shoes
- interpretive panels

**Trailhead Messages**

Nearly 400 years ago, 79 French colonists built a settlement on St. Croix Island. Though they lived on the island, they also established facilities—such as gardens, a charcoal furnace, and a water-powered mill—here on the mainland. We invite you to walk in the footsteps of these intrepid men and reflect on their experiences.

The trail is 130 meters (400 feet) long and takes approximately 20 minutes. Along the way, you will find six points of interest.

**Stop 1 Visual Elements**
- figure of Passamaquoddy woman or child near a wigwam looking out to the island
- interpretive panels

**Stop 1 Message**

“What are those strangers doing on Muttoneguis?”

<table>
<thead>
<tr>
<th>First-Person Panel</th>
<th>Adult Panel</th>
<th>Child Panel</th>
</tr>
</thead>
<tbody>
<tr>
<td>“Our ancestors have lived here since time immemorial.”</td>
<td>Archeological evidence shows that ancestors of present-day Passamaquoddy people have been here for thousands of years.</td>
<td>Many different tribes lived in North America before Europeans came here.</td>
</tr>
<tr>
<td>“We have encountered a few white men, but never have we seen such clearing and building.”</td>
<td>Early contacts between Natives and Europeans at St. Croix were mostly congenial—Indians guided European explorers, participated in fur trade, and helped Europeans survive here.</td>
<td></td>
</tr>
</tbody>
</table>
Stop 2 Visual Elements
- cast figure representing Pierre Dugua with beaver pelt or reading document (possible audio element)
- interpretive panels

Stop 2 Message
“I have come in the name of the King of France”

<table>
<thead>
<tr>
<th>First-Person Panel</th>
<th>Adult Panel</th>
<th>Child Panel</th>
</tr>
</thead>
<tbody>
<tr>
<td>“I, Pierre Dugua, Sieur de Mons, have been given a great privilege: to establish the name, power and authority of the King of France; to summon the natives to a knowledge of the Christian religion; to people, cultivate and settle the said lands; to make explorations.”</td>
<td>For more than a century, Europeans had been coming to North America’s shore for fishing, whaling, fur trading—yet they did not settle here.</td>
<td>The main draw of this place for Pierre Dugua was fur for beaver hats (possible touch element).</td>
</tr>
<tr>
<td>“My dream is to establish a permanent settlement.”</td>
<td>In 1604, there were no European settlements north of Florida.</td>
<td></td>
</tr>
</tbody>
</table>

Stop 3 Visual Elements
- cast figure of Champlain or other French colonist crouching down to look at a plant or collecting seafood
- interpretive panels

Stop 3 Message
“We deemed this location most advantageous”

<table>
<thead>
<tr>
<th>First-Person Panel</th>
<th>Adult Panel</th>
<th>Child Panel</th>
</tr>
</thead>
<tbody>
<tr>
<td>“The island is covered with firs, birches, maples, and oaks. It is by nature very well situated... Vessels could pass up the river only at the mercy of the cannon on this island, and we deemed the location most advantageous.”</td>
<td>The expedition geographer, Samuel Champlain, made many maps and illustrated the flora and fauna.</td>
<td>The island is named after the river, which the French saw as being shaped like a cross with branches coming in from east and west.</td>
</tr>
<tr>
<td>“The fish are so plentiful, we can catch them at will.”</td>
<td>The de Mons expedition took scientific specimens back to France, which aroused interest in the Americas.</td>
<td>Imagine how different France and North America were 400 years ago.</td>
</tr>
<tr>
<td>“How different it is here than in the cities of France.”</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Stop 4 Visual Elements

- young boy clearing land or building foundation
- interpretive panels

### Stop 4 Message

"We are building a habitation here"

<table>
<thead>
<tr>
<th>First-Person Panel</th>
<th>Adult Panel</th>
<th>Child Panel</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;I have come to the mainland to help build a water-powered mill so that we can grind flour to make bread.&quot;</td>
<td>Sieur de Mons brought a large number of building materials and supplies from France. Archeologists have found Normandy stoneware and European brick on the island.</td>
<td>Some boys as young as 10 or 12 were members of the expedition, along with gentlemen, priests, artisans, and soldiers.</td>
</tr>
<tr>
<td>&quot;Here on the shore, we have made gardens and a place to make charcoal.&quot;</td>
<td></td>
<td></td>
</tr>
<tr>
<td>&quot;On the island, we have dwellings, a storehouse, kitchen, forge, and many other buildings—all that we need to survive.&quot;</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Stop 5 Visual Elements

- a Passamaquoddy with hand shading eyes, observing the island
- interpretive panels

### Stop 5 Message

"They are trapped on the island"

<table>
<thead>
<tr>
<th>First-Person Panel</th>
<th>Adult Panel</th>
<th>Child Panel</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;Winter came very early this year, making life very hard.&quot;</td>
<td>The French were ill prepared for the snow and cold they encountered. Thirty-five of the 79-man crew died, mostly from malnutrition or scurvy, which they did not know how to treat.</td>
<td>Men got sick from eating an unhealthy diet. Their cider froze and they served it by the block.</td>
</tr>
<tr>
<td>&quot;Great sheets of ice in the river make it nearly impossible for island settlers to come to the mainland for firewood, water, and game.&quot;</td>
<td></td>
<td></td>
</tr>
<tr>
<td>&quot;Many of the men are sick; some have died.&quot;</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Stop 6 Visual Element

- French colonist loading a shallop
- interpretive panels

Stop 6 Message

"We are moving on."

First-Person Panel

"The Sieur de Mons decided to remove elsewhere and to build another settlement to escape the cold and the dreadful winter we had experienced at St. Croix Island."

Adult Panel

The French considered many sites but found none better for their needs than Port Royal, across the Bay of Fundy. There they applied the lessons they learned on St. Croix Island.

Child Panel

[Introduction to French ships and boats.]

"We are taking as much as we can from here to continue our endeavor in a more favorable location."

The settlers acquired knowledge of snowshoes, leggings, and other woodland techniques from the Native Americans.

INTERPRETIVE SHELTER

Visual Elements

- series of eight–twelve interpretive panels mounted on four sides of shelter
- three-dimensional model (bronze, wood, or fiberglass) of Champlain's plan of habitation (given the inconclusive evidence, clearly state that this most likely was an idealized view of the settlement)
- two view-scopes, one with a transparency of the habitation superimposed on the landscape giving a sense of the size and location of the habitation

Message

- summary of overall story of the habitation for those who skipped the trail panels
- how the lessons learned at St. Croix were applied at Port Royal and subsequent French settlements
- the legacy of Champlain: his explorations, maps, journals, and role in founding Québec
- Acadie and Acadians: then and now
- legacy of New France: French place names; the number of Francophones in North America today; maps showing the extent of New France

latter uses of Saint Croix Island IHS for farm, light station, and plaster mill; could take form of large photo album
- archeological research at St. Croix; possibly with some embedded nails or bricks
- the international nature of the site: Boundary Commission, War of 1812, international historic site services, educational products, and special events
- theme educational items to be sold to visitors
- outreach products
TOURIST CENTER EXHIBIT CONCEPT

OVERVIEW

The Maine Tourist Information Center exhibit will help raise visitors' awareness of Saint Croix Island International Historic Site and make it meaningful for them by setting St. Croix Island in the larger context of American history. Visitors will encounter common misconceptions about the European settlement of North America and then find out how the story of St. Croix Island reveals that history to be more complex than most people think. The tourist center exhibit will be located on the ground floor of the Maine Tourist Information Center on the waterfront in Calais.

Three popular misconceptions are dealt with: (1) that the Pilgrims were the first Europeans to settle in the United States; (2) that the English were the early explorers of the Eastern Seaboard, and (3) that the St. Croix settlement can't be important because few people have heard about it. We hope that by directly addressing the common notions that people may bring to the exhibit, we will help visitors better understand the significance of the site.

An advantage of this approach is that it does not duplicate either the NPS or Parks Canada messages or interpretive techniques. As well, it can serve as either an introduction to a site visit or as a follow-up.

Because the exhibit will be unsupervised, the design concept uses traditional graphic panels to present the content. The exhibit components can be visited in any order. As a general approach, the misconceptions are presented on panels on the sides of the room. Atmosphere components and practical visitor information are in the center. Although there can be no physical "hands-on" interaction because of the need for durability, there will be plenty of visual and intellectual engagement.

The exhibit area is at the rear of the building. The space overlooks the St. Croix River and a green, park-like area. It is not visible from the street, nor can it be accessed from the center proper. Visitors must go outside and walk around behind the building to enter the 37-square-meter (400-square-foot) exhibit space, or park in the parking area at the rear of the center. Therefore, it will not be sufficient to simply build an exhibit and hope that visitors will come. There will need to be a lure component on the street level of the information center. It will also be necessary to develop exterior elements to attract visitors.

A major element will be a theme play structure in the shape of a 17th-century French ship. Set against the backdrop of the St. Croix River, this structure will immediately establish a mood of adventure and exploration and will provide the active learning experience needed by children.

The tourist information center exhibit will be completely self-guiding and unstaffed. Like all Saint Croix Island International Historic Site interpretive programs, it will be presented in a bilingual English-French format.

The visitor center exhibit will be open to the public from May to October and possibly by reservation at other times. It is expected to have a life span of approximately 10 years. It will therefore coexist with the interpretive trail on the NPS site, the Parks Canada outdoor exhibit, and, possibly, the NPS visitor center. Thus, the interpretive messages and approaches should not duplicate anything planned elsewhere.

The project is organized into the following components:

Exterior Components
- "lure" in information center
- signs and theme play structure

Exhibit Components
- introduction
- atmosphere
- European settlement context
- international historic site
- mapping legacy
- French legacy
- exit
Overview of planned Saint Croix Island IHS exhibit in the Maine Tourist Information Center on the Calais waterfront
Each of these components is described in more detail below. While the exhibit description follows a linear pattern, visitors will be able to explore the exhibit in any order, as each component will be self-contained.

**INTERPRETIVE INTENT AND APPROACH**

The purpose of the Maine Tourist Information Center exhibit is to:
- meet the public's needs for interpretation while longer-range plans are being implemented
- inform visitors of the existence of Saint Croix Island IHS and the related Parks Canada exhibit
- communicate the international significance of the 1604-05 habitation
- encourage visits to both the NPS and Parks Canada sites

The tourist information center exhibit is meant to serve as a "teaser" for the main NPS site and the Parks Canada outdoor exhibit. While it must be interesting and appealing to visitors, the tourist center exhibit should not be an end in itself. It is the "box office," not the main attraction.

Since the exhibit's main purpose is to inform visitors that there is an internationally significant historic site only a short drive away, it must focus on communicating the site's significance and interest. This is a challenge because few Americans have heard of the site or are aware of the role of the French in the early history of the United States.

Recognizing this low level of awareness, the proposed interpretive approach is to put Saint Croix Island IHS in the context of popular American history. In other words, start with what people know rather than what they don't know—and then surprise them with the story of St. Croix Island.

Common misconceptions about early American history (e.g., that the first European settlers were the Pilgrims at Plymouth Rock) will be presented and then the St. Croix story revealed. It is hoped that this approach will pique visitors' curiosity about St. Croix Island and encourage them to find out more. We also hope that by providing reference points, this interpretive technique will enable visitors to place St. Croix in their own mental maps of American history, making the story more meaningful.

If the tourist information center exhibit is successful in achieving its purpose, visitors will leave saying, "Gee, I never knew about that . . . it sounds really interesting . . . let's go take a look."

**Interpretive Themes**

Three broad themes have been established for Saint Croix Island IHS (see "Themes for Interpretation," above). The tourist center exhibit will focus on sub-themes that establish the context and the legacy of St. Croix Island. The sub-themes selected for the exhibit are:
- legacy of St. Croix Island
- European Beginnings
- Acadia and New France

The other themes—particularly the story of the settlement itself—are to be communicated on-site.

**Exhibit Objectives**

The objectives of the exhibit can be stated as follows.

The majority of visitors to the exhibit will feel:
- surprised and intrigued by this little-known chapter in United States history
- motivated to visit the NPS and/or Parks Canada sites to find out more

The majority of visitors to the exhibit will know:
- that St. Croix Island was the site of one of the earliest European settlements in the present-day United States, predating such sites as Jamestown
- that the St. Croix Island colony had a lasting impact as the start of a continuous French presence on this continent
Some people say... The New England coast was discovered by the English.

Surprise!

The planned Maine Tourist Information Center exhibit contains graphics and text exploring common "myths" regarding European settlement of New England.
SUMMARY OF INTERPRETIVE INTENT

"LURE" COMPONENT AT TOURIST CENTER

Visual Elements

- cutout of Champlain holding a scroll with a message
- dispenser to hold information brochures

Message

Be an explorer!

Discover Saint Croix Island International Historic Site in Calais, Maine.

Visit the exhibit downstairs to find out more

SIGNS AND "THEME PLAY STRUCTURE" COMPONENT

Visual Elements

- themed play structure: climbing structure inspired by 17th-century ship design
- interpretive panel: image of French ship and historical map
- interpretive panel: location of NPS and Parks Canada Saint Croix Island sites in relation to Maine Tourist Information Center

Message

Main Idea

Nearly 400 years ago, colonists from France sailed up the St. Croix River and established a settlement on St. Croix Island, not far from here.

Secondary Ideas

St. Croix Island was one of the earliest European settlements in North America.

It has international significance as the start of a continuous French presence in North America.

Today, the story of this settlement is also told at the NPS site at Red Beach, and at the Parks Canada outdoor exhibit at Bayside, New Brunswick.
An outdoor play structure depicting a 17th-century ship is an integral part of the planned tourist center exhibit.
EXHIBIT INTRODUCTION COMPONENT

Visual Elements
- cutout of Samuel Champlain with his map of the colony
- Champlain could address visitors in first person (e.g., as "fellow-travelers")

Message

Main Idea
Explore the surprising story of Saint Croix Island IHS

Secondary Idea
In 1504–1605, French explorer Pierre Dugua Sieur de Mons established a colony of 79 men on Saint Croix Island. Among the colonists was famed cartographer Samuel Champlain.

ATMOSPHERE COMPONENT

Visual Elements
- strong visuals establish a sense of the time period—early 17th century
- intriguing mood of the unknown and adventure
- might show forests, fog on the river, Native Americans, early French colonists, 17th-century buildings and vessels

Message

Main Idea
St. Croix Island was one of the earliest European settlements in North America. It tells a story of vision, of adventure, of tragedy, and of learning.

Secondary Idea
These elements should just hint at the whole story of Saint Croix Island IHS, creating impressions of the time period and the story.
The figure of Samuel Champlain will invite tourist center visitors to explore the Saint Croix Island IHS exhibit.
EUROPEAN SETTLEMENT CONTEXT COMPONENT

Visual Elements
- stereotypical image of Pilgrims
- 16th- and 17th-century images and maps of European exploration and settlement
- documents from Saint Croix, Jamestown, and Plymouth—possible time line

Message

Main Ideas
Some people say... European settlement in North America started at Plymouth Rock.

Secondary Ideas
History of European contact is more complex than people usually think.

Actually, 20 years before the Pilgrims landed at Plymouth Rock, and three years before Jamestown, French colonists built a settlement on St. Croix Island near Calais, Maine.

INTERNATIONAL HISTORIC SITE COMPONENT

Visual Elements
- large back-lit duratrans of both the NPS and Parks Canada sites
- a map showing their locations relative to St. Croix Island

Message

Main Idea
You can discover the story of St. Croix Island at the National Park Service site in Calais, or at the Parks Canada display in Bayside, near St. Andrews.

Secondary Ideas
Saint Croix Island IHS features an interpretive trail and lookout.

The Parks Canada exhibit features outdoor panels.

MAPPING LEGACY COMPONENT

Visual Elements
- Champlain's maps, compared with modern maps
- examples of place names with French influence
- maps representing extent of explorations during the Saint Croix habitation

(Continued on next page)
Main Idea
Some people say ... The New England coast was explored by the English.

It was, but by the French, too. The coastline from Nova Scotia to Cape Cod was mapped by French cartographer Samuel Champlain during the St. Croix Island expedition.

Secondary Ideas
Champlain's maps were the most accurate depictions of what are now the Maritime Provinces and New England.

The maps were key to the future settlement and opening up of New England.

French Legacy Component

Visual Elements
- images of Port Royal
- maps/images of Acadia and New France
- images/place names showing French heritage in U.S. and Canada today

Main Ideas
Some people say ... St. Croix Island isn't well known, so it's not very important.

The St. Croix Island colony marked the start of a continuing French presence in North America. Today, some 16 million North Americans are of French origin.

Secondary Ideas
Although the St. Croix Island colony was short-lived, the settlers learned from their experiences and applied that new knowledge at Port Royal.

In the early 1600s, Acadia stretched from today's Philadelphia to just past Montreal.

New France once covered large areas of the United States as well as Canada.

Today, there are French communities in Maine, Louisiana, Missouri, and elsewhere.

Exit Component

Visual Elements
- map
- brochure

Main Idea
The NPS site and the Parks Canada exhibit are nearby and worth a visit.

Secondary Idea
Detailed way-finding and directions.
The tourist center exhibit will direct visitors to the NPS facility at Red Beach and the Parks Canada exhibit at Bayside.
EXHIBIT DATABASE

A number of interpretive resources are available for the Maine Tourist Information Center exhibit. In particular, there is a rich collection of material relating to the story of the 1604-05 settlement available from Parks Canada. However, given the emphasis of the exhibit on context and legacy, additional resources will be needed.

To develop this exhibit further, it will be useful to have copies made of many of the Parks Canada materials. These would include information on French ships, copies of Champlain’s maps and journals, and the collection of 17th-century iconography.

A certain amount of new research will be needed—especially visual research to convey the context and legacy themes. It is expected that images of Plymouth and Jamestown and other early European settlement efforts would be available within the National Park Service; however, resources must be made available to track these down. Similarly, there will need to be visual research in reference to the French legacy theme. These materials may be harder to find within the NPS but may be available to some extent at Parks Canada. This may require a small research contract or could be part of the interpretive development of the exhibit at the next stage.

Generally, collection of additional resources should be completed before a contract for detailed design development is issued, as the final design concept will depend very much on the visual resources available.

Artifacts/Props

Although artifacts associated with Saint Croix Island NHS are available, no artifacts are to be used since there are no climate controls and no supervision at the tourist information center. It is considered more appropriate for visitors to see the artifacts on-site in the NHS visitor center at Red Beach.

Reproductions and props relating to early-17th-century French settlement may be appropriate for the exhibit and are available from Parks Canada.

No reproductions or props related to other aspects (e.g., Jamestown, French legacy) have been researched at this stage. However, they may well be available within the NPS.

Graphics/Visuals

The most directly relevant visual resources come from the journals and maps of Samuel Champlain in Les Voyages du Sieur de Champlain. In addition, there is a large collection of 17th-century images available from Parks Canada.

Graphics/visuals relating to the context (Plymouth, Jamestown) and legacy (mapping) sub-themes would have to be researched but are likely readily available.

Contemporary images are available, but custom photography may be needed to meet the desire for large back-lit duratrans of the site.
ISLAND INTERPRETIVE CONCEPT

OVERVIEW

Simple interpretive panels will convey the significance of the island, but not be attractions to the site in themselves. They will likely be located at the stairway and on the rise of land near the navigational beacon, one group oriented toward the habitation site and another toward the burial area.

INTERPRETIVE COMPONENTS

Visual Elements

- three to five interpretive panels; mounted low to the ground; possibly granite or wood
- small site sign at base of stairway

Messages

Welcome to Saint Croix Island International Historic Site. Here, in 1604–05, French colonists built one of the earliest European settlements in North America. This was the start of an uninterrupted French presence that continues to this day.

This is where Pierre Dugua, Sieur de Mons and his company of 78 men built their habitation. If you had been here in 1604–05, you would have seen several wooden buildings: a storehouse, dwellings, blacksmith shop, bakery, chapel, among others. The settlers established gardens on the island and the mainland.

Thirty-five men died here from malnutrition and scurvy (a disease caused by vitamin C deficiency) during the winter of 1604–05. Those who survived faced much harsher conditions than they were prepared for. Pause and reflect on the bravery and suffering of the settlers from across the Atlantic who had cut themselves off from all but their personal resources. Native Americans and, later, a ship from France brought fresh supplies to the colonists in the spring of 1605. Pierre Dugua decided to move the colony to Port Royal, applying there skills and experience gained at high cost on this island.

Through the years, this island has been used for farming, as a fish station (for drying fish), as a light station, and for recreation. One of St. Croix Island's special characteristics is its location near the border between the U.S. and Canada; it is a place with meaning to both countries.

This is a very special place. Not only is it the site of the historic French settlement, it is also an ideal habitat for bald eagles and other wildlife. Please treat it with respect.

For more information, Parks Canada and the National Park Service invite you to visit Saint Croix Island IHSH exhibits on U.S. Route 1 in the Red Beach district of Calais, Maine, and on Route 127 in Bayside Local Service District, New Brunswick.
INTRODUCTION

PURPOSE OF LAND PROTECTION PLAN

Land protection plans are prepared for each unit of the national park system containing nonfederal lands or interests that may be subject to acquisition. In general the purpose of these plans is to:

- determine what land or interest in land needs to be in public ownership, and what means of protection other than acquisition are available to achieve unit purposes as established by Congress
- inform landowners about NPS intentions for buying or protecting land through other means within the unit
- help managers identify priorities for making budget requests and allocating available funds to protect land and unit resources
- find opportunities to help protect the unit by cooperating with state or local governments, landowners, and the private sector

This plan specifically focuses on how the land protection goals of the general management plan for Saint Croix Island NHS will be achieved within the above framework. The purpose of this plan is to guide land protection activities for Saint Croix Island NHS, subject to availability of funds and other constraints. It does not constitute an offer to purchase land or interests in land. It does not diminish the rights of nonfederal landowners.

The previous land protection plan for Saint Croix Island NHS was adopted in 1988. It was based on a 1978 record of decision for comprehensive design and initial development of facilities and a 1980 land acquisition plan for Saint Croix Island NHS. The 1988 plan relied on local zoning and the acquisition of conservation easements to protect nonfederal lands within the site boundary. The general management plan for Saint Croix Island NHS (see part two of this document) proposes protecting resources, providing a visitor experience, and developing facilities not adequately supported by the 1988 land protection plan.

The land protection actions described below were proposed by the National Park Service in the draft general management plan and draft environmental impact statement that was released to the public in September 1996. The draft plan stated that a new land protection plan would be adopted with the general management plan.

BACKGROUND

Background information to support this land protection plan is contained in part one of this document. Relevant information includes:

- description of site resources to be protected
- overview of the regional context of the site, including land use
- listing of the major issues addressed by planning
- description of public involvement

Additional information is contained in part two of this document. The general management plan presents the site purpose and significance; a description of resource management and visitor use goals; and planned actions. The mission goal established in the general management plan for land resources is:

Lands within the site boundary are managed to protect the site's natural and cultural resources in their relatively natural setting, and to assure an adequate base for site management and public use.

The general management plan does not call for boundary changes at Saint Croix Island NHS.

National Park Service Policy

The National Park Service Management Policies (1988) states Servicewide policy regarding land protection: "The National Park Service will use all available authorities to ensure that lands within park boundaries are protected. Where parks contain nonfederal lands, the Park Service will identify the minimum interest that needs to be acquired to carry out park purposes and will use cost-effective protection methods."
Land protection planning and land acquisition are subject to all applicable legislation, congressional guidelines, executive orders, and departmental and NPS policies and guidelines, including: the NPS Land Acquisition Policy Implementation Guideline (NPS-25); the Department of the Interior "Policy for the Federal Portion of the Land and Water Conservation Fund" (FR 47, 19784); the NPS "Land Protection Plan Instructions" (FR 48, 21121); the Uniform Relocation Assistance and Real Property Acquisition Policies Act (42 U.S.C. 4601 et seq.); and Executive Order 12630, "Governmental Actions and Interference with Constitutionally Protected Property Rights."

**Acquisition History**

The 1949 enabling legislation for Saint Croix Island National Monument (63 Stat. 158) authorizes acquisition of lands on St. Croix Island by donation from individuals or by transfer from federal agencies. The secretary of the interior is also authorized to acquire, in such a manner as may be considered in the public interest, land on the mainland not to exceed 20.2 hectares (50 acres). The legislation further authorizes the appropriation of such sums as may be necessary to carry out the provisions of the act. No funds have been appropriated by Congress for land acquisition at Saint Croix Island IHS.

Federal ownership at Saint Croix Island IHS is in two tracts:
- **Tract 01-101**: 1.42 hectares (3.5 acres)
- **Tract 01-102**: 7.56 hectares (18.69 acres)

Combined, they encompass 2.6 hectares (6.5 acres) on the island and approximately 6.4 hectares (15.7 acres) on the mainland. There are two mainland parcels included within Tract 01-102, one on the shore of the St. Croix River estuary overlooking the island (4.7 hectares/11.5 acres), and one to the west of U.S. Route 1 on a wooded hill (1.7 hectares/4.2 acres). The deeds for both tracts extend federal ownership to mean low water.

The National Park Service acquired jurisdiction over a period of 18 years. The U.S. Coast Guard transferred a portion of its island holdings in 1950 and the remainder in 1958 when the light station was decommissioned. Together the two parcels compose Tract 01-101. The Parker family donated holdings on the island and the mainland in 1968. Including three separate parcels, the holdings constitute Tract 01-102.

A special use permit issued by the NPS to the U.S. Coast Guard allows for maintaining the light tower on the island for the protection and guidance of shipping on the St. Croix River.

**Nonfederal Ownership**

There are four nonfederal tracts on the mainland within the 20.2-hectare (50-acre) site boundary. Three are adjacent to the shore parcel:
- **Tract 01-103**: 0.91 hectares (2.25 acres)
- **Tract 01-104**: 2.73 hectares (6.75 acres)
- **Tract 01-105**: 0.08 hectares (0.20 acres)

One is adjacent to the hill parcel:
- **Tract 01-106**: 1.62 hectares (4.0 acres)

All four nonfederal tracts are zoned by the City of Calais zoning ordinance as rural residence and farming (R-2).

**Tract 01-103**

The Joshua Pettigrove house on Tract 01-103 is used for a summer residence and has been in the same family for two generations. The current owner has been contacted and is willing to consider the grant of a conservation easement to the National Park Service.

The National Register of Historic Places nomination form for the property describes it as an ornate and well-preserved Gothic Revival—style frame dwelling located on a picturesque site overlooking the St. Croix River. Constructed about 1854, the house was long occupied by—if not built for—the Pettigrove family. It is one
of about a half-dozen extant Gothic cottages erected in the neighboring towns of Calais and Robbinston between the early 1850s and early 1860s, a grouping with few parallels in Maine.

The tract is a mix of forested and open areas surrounding the house. A long drive leads to the house from the town road, in front of the neighboring McGlashan-Nickerson house. The shore of the tract is wooded, screening the house from the NPS shore parcel and providing the "natural" setting that is desired for interpretation at the international historic site.

**Tract 01-104**

The McGlashan-Nickerson house dominates Tract 01-104, and is quite visible from the NPS shore parcel. The long two-story frame structure is a single-family residence. Built about 1883, the house is listed on the National Register of Historic Places. It consists of a connected main core, ell, and carriage house. Built for Scottish immigrant George G. McGlashan, it was acquired soon after by Calais justice Samuel H. Nickerson. The house is one of the most architecturally significant houses in the village of Red Beach, and the only one that displays wide use of Italianate-style detailing.

The tract is primarily open fields, with ornamental plantings surrounding the house. There is an apple orchard that may have historic value in its association with the house. The current owners of the property are willing to consider the grant of fee title for a portion of the tract to the National Park Service.

**Tract 01-105**

The wood frame house on Tract 01-105 is a single-family home. The two-story clapboard house with gable roof was built about 1865; extensive alterations occurred in 1901. Features include a full front porch, an enclosed porch off the ell, and two-story bays on the north and south façades.

The tract is largely occupied by the house, the remaining land being in lawn and thicket. The current owners of the property are willing to consider the grant of fee title of the tract to the National Park Service.

**Tract 01-106**

The wooded land of Tract 01-106 is undeveloped. However, the tract is composed of portions of five parcels, some of which are developed for residential use outside of the national historic site boundary. The current owners of the tract have not been approached about granting any portion of it to the National Park Service.
Protection Alternatives

The National Park Service employs three techniques, as appropriate, for protecting land within park boundaries: cooperative approaches, acquisition of less-than-fee interests, and acquisition of fee interests. Possible cooperative approaches are agreements, regulations, zoning, and other measures that do not involve acquisition of any interest in real property. Less-than-fee interests include easements or rights-of-way. Fee interest acquisition involves ownership by the NPS, possibly with arrangements for some rights (such as life tenancy) to be reserved by private individuals. All three of these protection methods are appropriate at Saint Croix Island NHS.

Zoning and Regulations

Private land within the boundary of Saint Croix Island NHS (and most of the area of Calais outside of downtown) is zoned by the City of Calais as “rural residence and farming (R-2).” Calais zoning restricts land use to those uses that have traditionally predominated in rural New England: forestry and farming, farm residence, and other uses not inconsistent with a generally open, nonintensive pattern of land use. Lot sizes are large to prevent over-development where public sewers are not feasible and where a full range of urban services cannot be provided.

An overlay City of Calais shoreland zoning ordinance regulates use within 76.2 meters (250 feet) of mean high tide. The ordinance implements portions of the Maine Coastal Program, which was adopted pursuant to the Coastal Zone Management Act of 1972. Setbacks of 23 meters (75 feet) from the shore are required for most structures, and cutting of trees is restricted.

Local zoning combined with local and state regulations will generally protect the natural resource values of private land within the boundary, but will not adequately protect scenic and cultural resources. For example, the exteriors and cultural landscapes of the houses listed on the National Register of Historic Places are not protected, and clearing of vegetation on the shore to the extent allowed by zoning could open views inconsistent with management goals for Saint Croix Island NHS.

Reliance on zoning and regulation will have no additional social or cultural impacts on nonfederal owners within the boundary. Nor will it require any additional action by the National Park Service.

Conservation Easements

A conservation easement is a legal agreement between a landowner and a conservation organization or government entity that restricts use of property. Conservation easements usually limit the number and location of structures, and specify what can be done to the surface of the land and its natural growth. The conservation easement is a legally enforceable agreement recognized by federal and state law. The restrictions are binding not only on the current owner but also on future owners. An easement is recorded at the local Registry of Deeds and becomes part of the title to the property, and all future owners accept the property subject to the easement restrictions.

A conservation easement does not give the conservation organization or government entity title to the property. On the contrary, the landowner retains all rights that are not inconsistent with a conservation easement’s purposes, including the right to control access and to convey title to the property. The conservation organization or government entity monitors the property for compliance with the restrictions, and enforces the easement if its terms are violated. Enforcement can include legal action and complete restoration of the property.

Conservation easements are negotiated individually for each property over which they are granted. They are a flexible and effective alternative means of protecting site resources. Specifically at Saint Croix Island NHS they would complement zoning and regulations to protect scenic and historic preservation values of private property within the site boundary. If granted in perpetuity, conservation easements would remain in force if zoning were to change. Acquisition of conservation easements is proposed in the general management plan for Saint Croix Island NHS, on a willing-seller/willing-buyer basis.
It is not anticipated that conservation easement restrictions would have a substantial effect on the primary use of private tracts within the site boundary. Conceivably, the protection of neighboring properties by conservation easement could increase market values of the tracts. Such easements would have no foreseeable impact on community life. Property under conservation easement would continue to be taxed by the City of Calais.

**Fee Acquisition**

When all interest in property is acquired, it is owned in “fee-simple.” While local zoning and state regulations lend some protection for private tracts within the boundary—particularly if combined with the potential added protection of conservation easements—fee-simple acquisition within the boundary would significantly enhance the Park Service’s ability to meet the proposed management objectives, and to offer facilities that would improve the visitor experience.

Fee-simple acquisition would be an appropriate alternative in two instances at Saint Croix Island IHS and is called for in the general management plan. Fee acquisition would protect current NPS ownership of the small but crucial peninsula from which St. Croix Island can be viewed, thereby protecting site resources and ensuring the integrity of the relatively rural setting of the interpretive trail and shelter. Acquisition is key to the development of a ranger station and possibly a visitor center at the international historic site and would facilitate construction of parking. The ranger station would provide administrative and maintenance facilities that are currently lacking at the site. The visitor center would offer a wide range of interpretive media to educate visitors about the significance and history of the 1604–05 French settlement of St. Croix Island. Shoreland zoning precludes such development within the majority of current federal ownership; such development would have negative impacts on site resources if located within the shoreland zone.

If the owners of tracts within the site boundary chose to sell, they would receive fair market value in compensation. Fee acquisition of the property referred to above would not remove any developable land from the market; one tract is already fully developed, and development is prohibited by zoning on the other property. Land acquired by the federal government would be removed from local tax rolls, but payment in lieu of taxes would be made to the City of Calais.

The general management plan for Saint Croix Island IHS requires that any federal development on tracts acquired in fee be sympathetic with the character of the village of Red Beach, particularly private property listed on the National Register of Historic Places. Public use of the tracts would be a change from current use.
The following recommendations are made subject to the availability of funds and other constraints. They do not constitute an offer to purchase land or interests in land. Condemnation may be used to resolve disagreements over fair market value and for solving title problems related to the following recommendations.

**Calais Zoning**

**Tract 01-106**

Calais zoning regulations provide adequate protection of National Park Service interests on the private lands within the site boundary adjacent to the NPS hill parcel. The primary values on the federal lands west of U.S. Route 1 are 19th-century archeological resources. Continued private ownership and use of Tract 01-106 subject to local zoning and state land-use regulations is appropriate.

**Less-than-Fee Acquisition**

**Tract 01-103 and Tract 01-104**

Looking from the interpretive shelter over the waters of the St. Croix River, the viewer is very aware of the wooded shoreline of the small cove to the north. That shoreline is divided between Tracts 01-103 and 01-104. Each of these adjacent tracts includes a private residence listed on the National Register of Historic Places; each adds scenic integrity to the views which is one of the prime resources of the international historic site; each contributes to the visitor experience; and inappropriate use of either could negatively affect the resources of the international historic site, primarily in the intertidal zone.

The National Park Service will work with the owners of Tracts 01-103 and 01-104 to acquire conservation easements that would protect the scenic integrity of the views as seen from the interpretive shelter on the shore parcel; the integrity of the National Register of Historic Places properties, particularly the façade of the house on Tract 01-104; and the St. Croix River estuary. Existing zoning and state land-use regulations may provide adequate natural resource protection, but do not adequately address views and historic preservation issues. Façade restrictions may be included with the more typical scenic and natural resource provisions of the conservation easements.

Federal ownership of the two houses on Tracts 01-103 and 01-104 is not required to meet NPS goals. (It is recommended that a portion of Tract 01-104 be acquired on a willing-seller/willing-buyer basis.)

The two tracts have equal importance and equal priority for the acquisition of conservation easements. Acquisition would be on a willing-seller/willing-buyer basis.

**Highway Right-of-Way**

Development called for in the general management plan will require agreements with the State of Maine to utilize a portion of the highway right-of-way near the existing entrance to the site. New grading within the right-of-way will be needed to realign the entrance and to develop the parking and welcome area.

**Visitor Center Lease**

The general management plan for Saint Croix IHS proposes that the National Park Service support formation of a partnership of local, regional, state, and federal groups and agencies to develop a regional visitor center in downtown Calais. It is possible that the NPS would then lease space as one of several tenants maintaining exhibits in the new or remodeled facility pursuant to the National Park Service space management guideline (NPS-89), likely for a 10-year term with two 5-year options for renewal. Another type of agreement may also be negotiated.

**Fee-Simple Acquisition**

**Tract 01-104**

It is recommended that a portion of Tract 01-104 be acquired to secure NPS ownership of the point of land on which the interpretive shelter is located and the interpretive trail is to be developed. This will prevent inadvertent trespass by international historic site visitors onto private land.
land. Currently, the property line along the top and bank on the northern side of the point is not marked. Fencing or blazing it would be an intrusive solution which might seriously impair the visitor experience. Fee acquisition would also protect current NPS ownership on the small but crucial peninsula, thereby protecting site resources.

Acquisition of the peninsula portion of Tract 01-104 is the highest priority for fee acquisition at Saint Croix Island IHS. Additional land will be acquired, if agreeable to the owners of Tract 01-104. Acquisition will be on a willing-seller/willing-buyer basis. Total acreage acquired would range from 0.1 hectare (0.24 acre) to 2.8 hectares (7.0 acres) more or less.

**Tract 01-105**

It is recommended that the entirety of this 0.08-hectare (0.20-acre) parcel be acquired for use as a ranger station and possibly a visitor center. If acquired, the tract will also provide more options for developing a parking and welcome area. Acquisition of the property is necessitated by the severe constraints placed by shoreland zoning on development on the existing shore parcel. Use of Tract 01-105 allows the most efficient development of the international historic site while at the same time providing maximum protection to intertidal and adjacent upland portions of the site. The suitability of both Tracts 01-104 and 01-105 for use as a visitor facility was assessed in a visitor center feasibility study (NPS 1995).

Tract 01-105 is the more desirable location for developing an indoor facility on the basis of proximity to the shore parcel, and lower development and maintenance costs.

Acquisition of Tract 01-105 is the second priority for fee acquisition at Saint Croix Island IHS. Acquisition will be on a willing-seller/willing-buyer basis.

<table>
<thead>
<tr>
<th>Tract</th>
<th>Hectares/Acres</th>
<th>Owner</th>
<th>Protection Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>01-101</td>
<td>1.42/3.5</td>
<td>USA</td>
<td>fee ownership: 1950 &amp; 1958</td>
</tr>
<tr>
<td>01-102</td>
<td>7.56/18.69</td>
<td>USA</td>
<td>fee ownership: 1968</td>
</tr>
<tr>
<td>01-103</td>
<td>0.91/2.25</td>
<td>David Livingstone</td>
<td>easement acquisition</td>
</tr>
<tr>
<td>01-104</td>
<td>2.73/6.75</td>
<td>Olen D. Sisk &amp; Winnifred E. Sisk</td>
<td>easement &amp; fee acquisition</td>
</tr>
<tr>
<td>01-105</td>
<td>0.08/0.20</td>
<td>Charles Thomas Robb &amp; Susanne Robb</td>
<td>fee acquisition</td>
</tr>
<tr>
<td>01-106</td>
<td>1.62/4.00</td>
<td>Alden Mingo &amp; Donna Mingo; Robert Davis, Susan A. Davis, Jeffrey Davis &amp; Richard F. Davis, Jr.</td>
<td>zoning &amp; land-use regulation</td>
</tr>
</tbody>
</table>
PART 5: FINAL ENVIRONMENTAL IMPACT STATEMENT
INTRODUCTION

PURPOSE OF ENVIRONMENTAL IMPACT STATEMENT

The purpose of an environmental impact statement is to ensure that the policies and goals defined in the National Environmental Policy Act (42 U.S.C. 4321 et seq.) are integrated into the planning, decision-making, and actions of federal agencies. An environmental impact statement ensures that environmental information is available to public officials and the general public before decisions are made and actions are taken.

BACKGROUND

Part one of this document describes Saint Croix Island IHS and the affected environment assessed here, including:

- planning issues
- legislative history
- cultural resources
- natural resources
- land resources
- socioeconomic context
- zoning and land use
- visitor use

Part one also describes general consultation and coordination for the entire planning effort.

Part two, the general management plan, presents:

- management goals
- site significance
- proposed actions

Current site interpretation is presented in part three, the long-range interpretive plan; and existing land protection mechanisms are presented in part four, the land protection plan.

GENERAL MANAGEMENT PLAN

Four alternatives for future management of Saint Croix Island IHS were presented and the potential effects of each evaluated in the Draft General Management Plan and Draft Environmental Impact Statement for Saint Croix Island IHS (NPS 1996b). The alternatives proposed federal actions on St. Croix Island and on the mainland in Calais, Maine. Proposals thought to be controversial included removing the remaining structures from the St. Croix River Light Station (boathouse and oil house), and selecting a site for a visitor center.

A draft environmental impact statement was included with the draft general management plan in order to anticipate and make public the consequences to the environment entailed by the alternative courses of action the NPS put forward for public and agency review. The draft environmental impact statement evaluated the environmental and socioeconomic effects of the actions proposed in the draft general management plan on site resources, visitor experience, and the surrounding area.

Alternative 3 was the proposal preferred by the National Park Service. In summary, the four alternatives were:

Alternative 1—No Action. Preserves and protects significant resources consistent with existing management. No new facilities developed.

Alternative 2—Walk in the Footsteps. Preserves and protects significant resources. Provides an outdoor interpretive experience emphasizing the natural setting. Promotes key interpretive themes through appropriate treatment of post-1605 structures. Fosters a sense of reverence on St. Croix Island. Provides moderate development, primarily an interpretive trail on the mainland shore parcel in Red Beach.

Alternative 3—NPS Contact Station. Preserves and protects island resources. Provides more comprehensive visitor services and interpretive programs by developing a modest visitor contact station on the shore parcel in Red Beach, in addition to the interpretive trail.

Alternative 4—Regional Resource Center. Protects significant site resources. Promotes the development of
a cooperative, community-supported regional resource center located in downtown Calais. Diffrs from Alternative 3 by depending on active partnership with community groups for funding and staffing of a larger, educational facility. Limits development at Saint Croix Island HHS essentially to the interpretive trail.

RECORD OF DECISION

After considering public and agency comment, the NPS decided to modify the preferred alternative and participate in cooperative development of a regional visitor center in downtown Calais with local, state, and other federal agencies. If the partnership fails to provide funding for development of a center in Calais or if it is not feasible, the NPS will develop a visitor center at Red Beach. The existing house on Tract 01-105 will be acquired on a willing-seller/willing-buyer basis and renovated as a ranger station to support administration and maintenance of the site.

The above action is presented in detail in part two of this document, the general management plan. The record of decision adopting this action is in Appendix 9. The following environmental impact statement provided the basis for the decision.
COMMENT ON THE FOUR ALTERNATIVES

Two documents were distributed by the National Park Service to facilitate review of the alternative proposals for Saint Croix Island IHS. One was a 150-page draft general management plan and draft environmental impact statement. The other was a 23-page summary. (See “Consultation and Coordination” in part one for more about how the documents were presented and reviewed.) Written comments received by the National Park Service about the two documents are summarized below. (See Appendix 5 for a more complete presentation of public and agency comments and NPS responses.)

COMMENT ON THE DRAFT GENERAL MANAGEMENT PLAN AND DRAFT ENVIRONMENTAL IMPACT STATEMENT

Out of twenty written comments received, two commentators submitted two letters apiece, making for a total count of eighteen different written comments received.

Of the eighteen comments, eleven favored Alternative 3 (five provisionally, in case Alternative 4 were funded first); three favored Alternative 4 (two favoring a regional resource center in Calais, one in Eastport); and one favored restoring the light station to its “former glory” or none of the above. Four written comments did not state a preference for one alternative or another.

Summarizing written comment on the Draft General Management Plan and Draft Environmental Impact Statement in general and the alternatives in particular:

<table>
<thead>
<tr>
<th>Alternative</th>
<th>Comments Favoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>3</td>
<td>11 (5 holding Alternative 4 in reserve)</td>
</tr>
<tr>
<td>4</td>
<td>3 (2 favoring a center in Calais, 1 Eastport)</td>
</tr>
<tr>
<td>no preference</td>
<td>4</td>
</tr>
<tr>
<td>Total comments</td>
<td>18</td>
</tr>
</tbody>
</table>

The five provisional votes for Alternative 3 were in favor of developing the interpretive trail as an initial phase of Alternative 3, then following in a second phase with an indoor facility at Red Beach unless funding were available for construction of a center in downtown Calais, which option would be pursued if financially feasible.

Other comments included:

- preparing for the 400th-Anniversary Commemoration in 2004 (4)
- using development to boost tourism in Calais/Washington County (4)
- emphasizing the island’s role in establishing the international boundary (3)
- installing a Saint Croix exhibit in the Maine Tourist Information Center in Calais (3)
- placing a monument to the 1604-05 French settlers on St. Croix Island (2)
- preserving the memory of St. Croix River Light Station (2)
- repatriating the bones of French settlers (2)
- urging the NPS to explore benefits to Calais/Washington County (2)
- preserving the boathouse and oil house (1)

No negative environmental impacts were identified by the public or other agencies for any of the proposed alternatives. The U.S. Fish and Wildlife Service did not anticipate any negative impact on nesting bald eagles. Though Atlantic salmon run in the St. Croix River, the Fish and Wildlife Service did not anticipate any adverse effects on that species from any of the proposed alternatives.

The Maine state historic preservation officer (SHPO) asked that the eligibility of St. Croix Island for National Historic Landmark status be determined, and the eligibility for listing on the National Register of Historic Places of Tract 01-105 (on a willing-seller/willing-buyer basis, the property proposed to be used as a visitor contact station under Alternative 3).

He also asked the NPS to preserve the boathouse due to its likely eligibility for the National Register of Historic
Places. He also urged that the oil house be preserved as a prudent fall-back relic of the light station (most of which burned in 1976) in case the boathouse were destroyed. He also informed the NPS that the Maine Historic Preservation Commission “generally concurred with the findings of National Register of Historic Places eligibility and ineligibility for the boathouse and oil house, respectively.” (See comment letter, Appendix 5.)

Stressing funding limitations, Maine’s two U.S. Senators supported moving ahead with Phase 1 of Alternative 3, then checking with local partners on the success of fundraising for a regional facility in downtown Calais. At that point a decision on implementation of Phase 2 could be made on the basis of information then available.

**Comment on the Summary**

The National Park Service received 16 written comments on the Summary Draft General Management Plan and Draft Environmental Impact Statement by the end of the comment period. One of these comments implicitly favored the no-action alternative, one favored Alternative 2, eight explicitly and three implicitly favored Alternative 3, one favored both Alternative 3 and Alternative 4 for different reasons, and two favored Alternative 4. In summary:

<table>
<thead>
<tr>
<th>Alternative</th>
<th>Comments in Favor</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>3 or 4</td>
<td>1</td>
</tr>
</tbody>
</table>

In general, the shore parcel was seen as the “commonsense” location for site interpretation. One comment favoring Alternative 4 expressed the thought that a regional resource center in Calais would attract a larger number of visitors than the shore parcel would; the other saw an advantage in housing exhibits by different agencies under one roof. Other concerns mentioned in the comments include:

- need for better signs (4)
- not wanting to encourage island visitation (4)
- boathouse and oil house (2 for removal, 1 for preservation)
- potential vandalism to site structures (1)
- opportunity to build model of Saint Croix habitation on the shore parcel (1)

Two comments favored the idea of the interpretive trail. One comment saw development on the shore parcel as a threat to the amount of green space available. The same commentator thought the NPS “grossly overestimated” real estate values in the Red Beach area.

**NPS Response**

The National Park Service has reviewed all written comments received from, and discussions held with, the public, state and federal agencies, and other interested parties. Detailed response to written comments can be found in Appendix 5. The following constitute the substantive issues considered following public review of the Draft General Management Plan and Draft Environmental Impact Statement.

**Oil House**

After considering the oil house’s visual intrusion on the habitation site, the loss of context due to destruction of the light station by fire in 1976, the estimated $30,000 cost to repair it, public comment, and the SHPO’s comments, the NPS will remove the oil house as proposed.

**Boathouse**

After considering the boathouse’s possible eligibility for listing on the National Register of Historic Places, its lost context, its intrusiveness as seen from the shore parcel, the degree of interpretation to be devoted to the light station (less than 5% of the interpretive effort), the erosion threat caused by visitation, the boathouse’s exposure to storm and tide, the cost of repairs to underpinning and roof, among other topics, the NPS will:
stabilize the boathouse
• determine its eligibility for listing on the National Register of Historic Places
• consider removal/relocation in the future if it is found to be ineligible

Location of Indoor Visitor Facility
When considering the best location for a visitor center, the following advantages of a regional visitor center in Calais were identified:
• perhaps give a boost to local economy
• perhaps tap into a larger pool of visitors (including those traveling on Route 9 from Bangor)—the “quantity” argument
• lower up-front cost to the NPS because local partners would pay for development, the NPS leasing space along with other exhibitors (estimated $50,000/year)

Advantages of a visitor contact station in Red Beach would include:
• integrity of the interpretive program, visitors receiving maximum benefit from their visit to the shore parcel in Red Beach—the “quality” argument
• visitors would not have to make two stops (one in Calais, one in Red Beach)
• staff would be available to answer questions on-site
• office space would be available for development of programs and outreach

Operating cost in Red Beach was estimated to be $212,000/year. Because the scope of a regional center has not been developed, no operating costs have been prepared.

Because it received comments strongly favoring two alternatives presented in the Draft General Management Plan and Draft Environmental Impact Statement, the National Park Service modified Alternative 3—Visitor Contact Station to also accommodate parts of Alternative 4—Regional Resource Center. The advantages of this two-pronged approach may include providing optimal visitor experience and interpretation at the international historic site while potentially providing access to a greater number of potential visitors in downtown Calais and attracting those visitors to the heart of the city where an increased visitor stream may benefit the local tourist economy. The modified Alternative 3 achieves the best balance between protection of site resources and effective interpretation.

Alternative 1 is inadequate on both counts. Alternative 2 improves site interpretation, but falls short of the optimum. While Alternative 4 removes the primary visitor experience from a vantage point overlooking the island, funding and partnership considerations augur well for pursuing a regional center.
This section considers the consequences of the actions recommended by the Saint Croix Island IHS general management plan:

- cultural resources
- visitor use and experience
- natural resources
- the socioeconomic environment
- NPS operations and administration

### Effects on Cultural Resources

**St. Croix Island**

Minimal ground disturbance and construction occur on the island as a result of installing interpretive panels on high ground in the middle of the island and improving stairs giving access to the plateau via the south bluffs from the shore. Siting of the interpretive panels requires archeological evaluation since post-holes for panels may potentially effect in-situ archeological resources. Limited self-guided interpretive facilities on the island increase visitor awareness and understanding of the significance of the site and its resources, promoting greater stewardship and respect for the cultural resources. Removal of the oil house (and possible removal of the boathouse) increases the identity of the site relative to the 1604–05 habitation at the expense of reducing the scope of future interpretation of the light station period. Photographs are taken to document both structures to supplement existing detailed drawings.

**Mainland Shore Parcel**

Ground disturbance and construction occur on the mainland as a result of development of a new parking and welcome area, an interpretive trail, placement of interpretive panels and directional signs, and some remodeling of the house on Tract 01-105 for suitable use as a ranger station. Ground disturbance also results from drilling a new well and possibly expanding the ranger station to serve as a visitor center. Archeological testing and/or monitoring precede any ground disturbance to ensure identification of resources before construction, with implementation of appropriate mitigation measures. Extensive outdoor, self-guided interpretation on the mainland contributes to a better understanding of cultural resources on the part of visitors, together with a deeper appreciation of the site’s significance.

Renovation for a modest ranger station utilizes plans and materials harmonious with vernacular architecture of the neighboring structures and landscape, thereby minimizing effects on National Register of Historic Places structures on Tracts 01-103 and 01-104. Expansion of the Tract 01-105 house to serve as a visitor center would result in some alteration of the viewshed from the Tract 01-104 house. The north wall would be extended approximately 5.5 meters (18 feet), enlarging the structure by about a third. The addition would be done in an appropriate vernacular style, minimizing its intrusiveness. Landscaping would be used to soften the effect of the larger structure. The visitor center itself would screen the larger parking and welcome area from the Tract 01-104 house. Foot traffic between the visitor center and the start of the interpretive trail would be somewhat visible from the Tract 01-104 house, but, again, the impact would be lessened by effective landscaping.

**Regional Visitor Center in Calais**

The National Park Service would not directly develop a regional visitor center in downtown Calais; construction would be handled by local NPS partners during a later phase of development, contingent on formation of an effective partnership between local, regional, state, and federal groups and agencies; and on funding. If a regional center is to be developed, the Park Service would utilize space in the center for a Saint Croix Island IHS indoor facility. Use of this space in downtown Calais would not affect cultural resources at Saint Croix Island IHS.

**Artifact Collections**

Native American and 17th-century French artifacts are preserved under controlled conditions in the new collections storage building at Acadia National Park in Bar Harbor, Maine. Items selected from the collections for display in a visitor center are protected in secure cases under controlled climate conditions.
EFFECTS ON VISITOR USE AND EXPERIENCE

St. Croix Island
New interpretive panels, together with removal of post-1605 structures on the island, increase the NPS's ability to focus visitors' attention and experience on events in 1604-05 and their evolving international significance in subsequent years. These actions support visitors' understanding of the primary interpretive theme. For some visitors, perhaps, interpretive signs on the island decrease the sense of an undeveloped, remote island experience. To mitigate this, signs are placed and constructed to be low-profile and unobtrusive. Their messages contribute to, rather than detract from, a sense of place.

Mainland Shore Parcel
The interpretive trail and outdoor exhibits on the mainland both broaden and deepen the visitor experience. Static interpretive media (outdoor panels and stations on the trail) are designed and placed to promote experiential learning among visitors of all backgrounds and ages. Additional directional signs and the expanded parking and welcome area reduce confusion about where visitors can best begin their visit, what services are available, and other potential circulation and access problems. Visitation is expected to increase due to additional visitor facilities, including signs and parking near U.S. Route 1, the interpretive trail, expanded interpretive and outreach programs, and possibly an NPS visitor center. As a result, the general public benefits from greater understanding of site resources and their historic significance.

A visitor center greatly increases the Park Service’s ability to meet interpretive and visitor use objectives for the site. Exhibits and media are not limited to static outdoor media. Visitors take away a greater understanding of the significance of the site due to the wider range of media and programming afforded by indoor facilities. Indoor display of artifacts increases the Park Service's ability to provide meaningful information. Additional media such as film, video, computers, written documents, and maps notably increase the effectiveness of interpretive programs.

Having interpretive staff at the shore parcel increases personal services programming on site and allows development of new outreach programs. These activities make it more likely that schoolchildren and the general public will learn of the site and its significant role in North American history. The visitor experience is improved through basic services, including adequate parking and improved restrooms. All new facilities, indoor and outdoor, are accessible to all visitors.

The location of the ranger station or NPS visitor center at the gateway to the site, with additional directional signs and an enlarged parking and welcome area for visitors adjacent to the ranger station, reduces uncertainty about where to begin a visit and what services are available.

Visitation is expected to increase toward the higher end of the potential visitation range with development of new facilities and visitor services, and improvements in interpretive programming and services.

Regional Visitor Center in Calais
To view St. Croix Island, visitors stopping first at the regional visitor center must make a separate trip to either the NPS site in Red Beach or the Parks Canada exhibit in New Brunswick.

With the regional visitor center in place, visitation reaches the higher end of its potential range with an urban indoor facility and active interpretive programming, ongoing outreach and marketing, and cooperation with regional and local organizations and agencies. Having first stopped in Calais, many visitors go on to visit the NPS or Parks Canada sites overlooking St. Croix Island.

Staffing and interpretive media at the regional visitor center allow for additional outreach and marketing activities in cooperation with partner agencies and organizations, including other interpretive sites in Canada and the United States.
Tourist Information Center Exhibit
A Saint Croix Island NPS exhibit on the ground floor of the Maine Tourist Information Center in Calais attracts a variety of U.S. and Canadian visitors looking for places to go and things to do in the region. It conveys a summary sense of the site’s significance, and invites visitors to learn more by going on to other NPS and Parks Canada exhibits.

Effects on Natural Resources

St. Croix Island
The scene on St. Croix Island changes in that post-1605 structures no longer dominate the landscape and distract from the key theme and international significance of the site. Nonintrusive vegetation management gives visitors a sense that the island is maintained in a relatively natural state.

Mainland Shore Parcel
Construction of the parking and welcome area and interpretive trail require removal of some vegetation, grading, and fill in the swale shared between Tract 01-105 and current federal ownership. Landscape plantings near the new parking area make up for lost vegetation and provide as natural a setting as possible through replanting of native vegetation. The new interpretive trail somewhat alters the relatively natural setting of the peninsula. Some visitors might experience a less rustic sense of place than they would in the past. Location of a new parking area on higher ground is beneficial in removing vehicles from the intertidal zone, thus reducing potential water quality effects. Standard soil and erosion control techniques are implemented during construction to reduce or eliminate effects of erosion on water quality. Although a moderate increase in visitation is expected, vehicular traffic is comprised primarily of visitors already traveling in the region. Air quality is unaffected, though some degradation occurs during construction of the new parking area and the interpretive trail.

Development of the ranger station or NPS visitor center, parking and welcome area, and trail result in minor short- and long-term effects to wildlife due to construction disturbances and additional human activity at the site. The affected soils have been disturbed by prior activity in the area. Minor erosion and sedimentation may occur during construction; best management practices are employed to minimize such effects.

The location of the ranger station and site parking area is near the main highway. Any increase in visitation results in little additional travel mileage or resulting air pollution. The effect on air quality, if measurable, is expected to be negligible.

Regional Visitor Center in Calais
If traffic congestion occurs in downtown Calais during peak visitation, then idling traffic would have a local effect on air quality in the region.

Mainland Hill Parcel
The NPS hill parcel across U.S. Route 1 from the shore parcel is unaffected by development because no facilities are to be located there. The land remains essentially wild, requiring only occasional maintenance attention.

Effects on the Socioeconomic Environment

Mainland Shore Parcel
Local residents are temporarily affected by increased traffic, noise, and dust during construction of the new parking area and interpretive trail, and any remodeling or expansion of the Tract 01-105 house. A temporary increase in construction-related jobs is expected to occur during development. NPS staffing is to increase, resulting in local procurement of services, housing, food, gasoline, and other commodities.

When construction is finished, some increase in traffic is expected in the shore parcel vicinity. Traffic congestion is minimal in the relatively rural Red Beach district. Signs and efficient site layout improve traffic and pedestrian safety at the shore parcel. Many visitors are drawn from people already traveling in the region, seeking
cultural tourism activities in general, and information about early French history in North America in particular.

Higher visitation at Saint Croix Island IHS places an increased demand on regional businesses for food, lodging, and related tourism services. It is possible local businesses may benefit from having increased visitation at Saint Croix Island IHS in the Red Beach district of Calais. Presently there are no shops or restaurants in the vicinity. Some visitors may seek lodgings in the area if they arrive near the end of the day. What economic impact is generated by increased visitation to the international historic site may well be felt in Calais, six miles north on U.S. Route 1.

Regional Visitor Center in Calais
Potentially, visitors have knowledge of a wider range of offerings in the region and extend their stay, resulting in increased heritage tourism and increased tourist spending region-wide. Several comments on the Draft General Management Plan and Draft Environmental Impact Statement suggest that an urban visitor facility would give the local tourist economy a much-needed boost. Given that traffic congestion is already a problem in Calais during peak visitation, a further increase is a cause for additional concern.

**Effects on Operations and Administration**

**St. Croix Island**
Less labor-intensive vegetation management requires fewer maintenance work hours while creating a more natural-looking and attractive site.

**Mainland Shore Parcel**
Relocating the mainland maintenance shed to the NPS ranger station is required to meet interpretive objectives. The new well improves maintenance of the facility by providing a supply of readily accessible water for cleaning.

NPS staffing is increased to include a site manager (year-round; full-time in-season, part-time off-season), two rangers (seasonal, full-time), and one maintenance person (seasonal, full-time). Maintenance equipment and storage are relocated within the ranger station, providing work space for all NPS personnel under one roof.

Development costs are commensurate with the cost of acquiring Tract 01-105, ranger station remodeling or visitor center expansion, outdoor interpretive facilities, expanded visitor services, maintenance, and increased staffing and operations costs.

**Regional Visitor Center in Calais**
Staffing requirements for a regional visitor center are higher than those for an NPS visitor center at Red Beach since, in addition to interpretive and maintenance staff requirements in Calais, maintenance staff and some interpretive staff are also required at Red Beach. Some of the increased services at either location can be provided by volunteers or through cooperative staffing arrangements with partner agencies and organizations.
PREPARERS AND CONSULTANTS

NORTHEAST REGION,
NATIONAL PARK SERVICE (NPS)

Marie Rust, Regional Director
Chrysandra Walter, Deputy Regional Director
Terry Savage, Superintendent, Boston Support Office
Sarah Peskin, Program Manager for Planning and Legislation, Boston Support Office
Paul F. Haertel, Superintendent, Acadia National Park
Len Bobinchock, Deputy Superintendent, Acadia National Park

PLANNING TEAM

The following individuals actively shaped the alternatives and prepared the general management plan and environmental impact statement.

Bruce Jacobson, Team Leader; former Resource Planner, Acadia National Park, NPS
Wayne Kerr, Project Coordinator, Canadian Saint Croix Island IHS Exhibit; Heritage Presentation Specialist, Historic Properties, Department of Canadian Heritage (Parks Canada)
June Creelman, Interpretation Planner, Apropos Planning
Claude DeGrâce, Senior Advisor, Historic Sites—New Brunswick, Department of Canadian Heritage (Parks Canada)
Steve Perrin, former Writer/Editor, Acadia National Park, NPS
Alicia Riddell, former Outdoor Recreation Planner, Washington Office, NPS

CONSULTANTS

The following individuals contributed background information on specific planning issues or provided design services for the production of this document.

James R. Allen, Coastal Geomorphologist, National Biological Service, North Atlantic Field Station, Boston, Massachusetts
Wells Bacon, Graphics Consultant, Mount Desert, Maine
Bob Barner, Heritage Partners; President, Bob Barner Publications, Boston, Massachusetts
Catherine Barner, President, Heritage Partners, Boston, Massachusetts
Patricia Bernier, Bibliographic Consultant, Port Williams, Nova Scotia
Constance Bodurow, former Project Manager; Goody, Clancy and Associates, Boston, Massachusetts
Ed Churchill, Chief Curator, Maine State Museum, Augusta, Maine
June Creelman, Heritage Partners; President, Apropos Planning, Ottawa, Ontario
Christopher S. Cronan, Department of Plant Biology and Pathology, University of Maine, Orono, Maine
Jane Cress, Copy Editor, Crackerjack Editorial Services, Penobscot, Maine
Bruce Hopkins, Heritage Partners; President, Bruce Hopkins Associates, Purcellville, Virginia
Candace Jenkins, former Project Manager; David Dixon/Goody, Clancy & Associates, Planning and Urban Design, Boston, Massachusetts
Eric S. Johnson, Archeologist, University of Massachusetts Archaeological Services, Amherst, Massachusetts
Joseph T. Kelley, Maine Geological Survey; Department of Geological Sciences, University of Maine, Orono, Maine
Thomas J. Martin, Goody, Clancy & Associates; Thomas Martin Associates, Boston, Massachusetts
Allan O'Connell, Research Wildlife
Biologist, National Biological
Service, University of Maine,
Orono, Maine

John Spalvins, Heritage Partners;
Exhibit Designer, Children's Mu­
seum, Boston, Massachusetts

Sarah Vance, Graphic Designer,
Brookline, Massachusetts

National Park Service,
Northeast Region

David Anthone, Architect, Northeast
Cultural Resources Center, Boston
Support Office

Victoria Bass, former Visual Infor­
mation Specialist, Planning and
Legislation Group, Boston Support
Office

Mike Blaney, Land Resources
Specialist, Acadia National Park

David E. Clark, Senior Environ­
mental Protection Specialist,
Boston Support Office

Judy Hazen Connery, Biologist,
Natural Resources Division,
Acadia National Park

Anthony DiLeo, Maintenance Crew,
Acadia National Park

Norm Dodge, Chief Park Ranger,
Acadia National Park

Gail Frace, Archeologist, Northeast
Cultural Resources Center, Boston
Support Office

Linda Gregory, Botanist,
Acadia National Park

Dick Hsu, Archeologist, Northeast
Cultural Resources Center, Boston
Support Office

Edward G. Ireland III, Appraiser,
Land Resources Program Center,
Northeast Region

Doug Jones, Fire Management
Officer, Acadia National Park

Rebecca Joseph, Program Manager,
Ethnography, Boston Support
Office

Ed King, Roads Foreman,
Acadia National Park

David Manski, Supervisory
Biologist, Acadia National Park

Wanda Moran, Park Ranger,
Acadia National Park

Jim Vekasi, Chief, Maintenance,

Acadia National Park

Deb Wade, Chief Naturalist,
Acadia National Park

Paul Weinbaum, Program Manager,
History, Boston Support Office

Department of Canadian Heritage
(Parks Canada), Atlantic Region,
Historic Properties

Don Chard, Management Planner

Greg Doucette, Designer

Birgitta Ferguson, Archeologist

Tom Gribbin, Landscape Planner

John Guilfoyle, Archeologist

Denise Hansen, Material Culture
Researcher

Warren Peck, Project Manager,
Site Infrastructure

Barbara Schmeisser, Project
Historian


REFERENCES CITED


References Cited


REFERENCE CITED


REFERENCES CITED


APPENDIX 1: LEGISLATION
APPENDIX 2: MEMORANDUM OF UNDERSTANDING FOR SAINT CROIX ISLAND INTERNATIONAL HISTORIC SITE
APPENDIX 3: MANAGEMENT CHRONOLOGY
APPENDIX 4: COORDINATION
APPENDIX 5: COMMENTS AND RESPONSES
APPENDIX 6: COST
APPENDIX 7: STAFFING
APPENDIX 8: NPS UNITS INTERPRETING NATIVE AMERICAN CULTURE(S)
APPENDIX 9: RECORD OF DECISION
AN ACT TO AUTHORIZE THE ESTABLISHMENT OF THE SAINT CROIX ISLAND NATIONAL MONUMENT IN THE STATE OF MAINE, APPROVED JUNE 8, 1949 (63 STAT. 158)

BE IT ENACTED BY THE SENATE AND HOUSE OF REPRESENTATIVES OF THE UNITED STATES OF AMERICA IN CONGRESS ASSEMBLED, That, for the purpose of establishing a Federal area of national historical importance for the benefit of the people of the United States, the Secretary of the Interior is hereby authorized to accept, for national monument purposes, on behalf of the United States, the donation of all non-Federal lands and interests in land situated on Saint Croix (Dochet) Island, located in the Saint Croix River, in the State of Maine. The Secretary is authorized to acquire, in such manner as he may consider to be in the public interest, not to exceed fifty acres of land or interests therein situated on the mainland, such property to be used for general administrative purposes and for a landing dock in order to provide a suitable approach and ready access to the island. (16 USC 450hh.)

Sec. 2. Upon a determination by the Secretary of the Interior that sufficient land and interests in land situated on the island have been acquired by the United States for the establishment of a suitable national monument, such acquired property, and any Federal properties on the island that are not required for other public purposes, shall be established as the "Saint Croix Island National Monument". An order of the Secretary of the Interior, constituting notice of such determination, shall be published in the Federal Register. Following establishment of the national monument, other properties situated upon the island may become a part of the monument upon acquisition of title to such properties by the United States, and Federal properties situated upon the island, upon a determination by the agency administering such Federal properties that they are no longer required by that agency, may be transferred to the Secretary of the Interior by such agency to become a part of the national monument. Notice of the addition of any such properties to the monument shall be published in the Federal Register by the Secretary of the Interior. There shall be excluded from the national monument, for such time as the United States Coast Guard shall consider it to be necessary, any portion of the island which is being used and which is required for the purposes of a Coast Guard light station. (16 USC 450hh-1.)


Sec 4. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act. (16 USC 450hh note.)

Publication of notice. Acquisition of property.

Appropriation authorized.
Redesignating the Saint Croix Island National Monument in the State of Maine as the "Saint Croix Island International Historic Site" [S.J. Res. 25].

Whereas in the summer of 1604, a small French expedition led by Sieur de Monts established the first European settlement in the northern half of North America on what is now Saint Croix Island, on the Saint Croix River, in the State of Maine;

Whereas pursuant to the Act entitled "An Act to authorize the establishment of the Saint Croix Island National Monument in the State of Maine" (approved June 8, 1949), portions of Saint Croix Island of national historical importance were established as the Saint Croix Island National Monument, a unit of the national park system (16 USC 450hh-450hh-2);

Whereas the historic settlement on Saint Croix Island marked the beginning of European colonization of Canada, from which the French embarked to establish the settlement which became Québec; and

Whereas Saint Croix Island is important to the history of the people of Canada as well as that of the people of the United States: Now, therefore, be it

RESOLVED BY THE SENATE AND HOUSE OF REPRESENTATIVES OF THE UNITED STATES OF AMERICA IN CONGRESS ASSEMBLED, That (a) in recognition of its historic significance to the United States and Canada, the Saint Croix Island National Monument in the State of Maine is hereby redesignated as the "Saint Croix Island International Historic Site" (16 USC 450hh-1 note).

(b) Any reference in a law, map, regulation, document, record, or other paper of the United States to such monument shall be deemed to be a reference to the "Saint Croix Island International Historic Site".

(c) Nothing in this joint resolution shall affect the status of the "Saint Croix Island International Historic Site" as a national monument and a unit of the national park system.

Approved September 25, 1984.
APPENDIX 2: MEMORANDUM OF UNDERSTANDING FOR
SAINT CROIX ISLAND INTERNATIONAL HISTORIC SITE

MEMORANDUM
[The original is in English and French.]

1. This Memorandum of Understanding between the Department of the Interior of the United States of America and the Department of Environment of Canada gives formal recognition to the international historic significance of St. Croix Island and outlines a cooperative program to commemorate this heritage. The Island belongs to the United States of America and is located near the mouth of the St. Croix River which forms the international boundary between part of the State of Maine, of the United States, and the province of New Brunswick, Canada.

St. Croix Island’s common heritage to the United States and Canada is the foundation for this Memorandum and is described as follows:

THE INTERNATIONAL HISTORIC SIGNIFICANCE OF ST. CROIX ISLAND

An expedition that sailed from Havre-de-Grace in France on April 7, 1604, signalled the beginning of permanent European settlement for the northeastern half of North America. The hardy colonists crossed the Atlantic and in July settled on a tiny island near the mouth of the St. Croix River. They called it “Sainte-Croix” or “Holy Cross.” Now centuries later, the island is recognized as the herald of permanent European settlement in Canada and the cradle of the Acadian presence on the continent.

The expedition was led by Pierre du Gué, Sieur de Monts. He had obtained a monopoly of the fur trade in Acadia from Henry IV of France, and was to wield authority over a vast, though vaguely described area from Cape Breton to Pennsylvania. Included with the expedition were several “gentlemen,” among them Samuel de Champlain, the King’s geographer, whose maps and records provide the earliest, reliable descriptions of a large part of the “New World,” and its native people.

In August, de Monts sent his main fleet back to France. He and Champlain with seventy-seven others settled in for fall and winter, thus beginning the long and often bitter process of adapting the European way of life to the North American environment. The first snow fell on October 6 and this marked the beginning of hardship and suffering. The settlers were not accustomed to the colder climate and the long winter season was unusually severe. Cut off from fresh water supplies on the mainland, unable to get firewood and lacking
PROPER FOODS, MANY OF THE MEN CONTRACTED SCURVY. THIRTY-FOUR MEMBERS OF THE PARTY DIED AND MANY OTHERS BECAME DANGEROUSLY ILL.

IT IS NOT SURPRISING THAT DURING THE SUMMER OF 1605, DE MONTS MOVED HIS SETTLEMENT TO PORT ROYAL ON THE BAY OF FUNDY COAST OF NOVA SCOTIA. SO WAS BORN THE STORY OF ACADIA AND OF NEW FRANCE WITH THE LONG PERIOD OF IMPERIALISTIC DESIGNS THAT SAW REPEATED CLAIMS TO THE LAND OVER THE NEXT CENTURY AND A HALF, BY FRANCE AND ENGLAND AS THEY VIED FOR MASTERY OF THIS PART OF THE WORLD.


AS GENERATIONS PASSED, THE ISLAND BECAME THE SYMBOL OF COMMON INTEREST TO BOTH COUNTRIES. CANADA, A NEW NATION FORMED IN 1867 FROM THE REMAINING BRITISH TERRITORIES IN NORTH AMERICA, JOINED ITS NEIGHBOR TO THE SOUTH IN A SEARCH FOR ITS ROOTS AND HERITAGE. STEEPED IN HISTORY AND SYMBOLISM, ST. CROIX ISLAND HAS BECOME A UNIQUE MONUMENT TO THE BEGINNING OF TWO NATIONS, AND A TRIBUTE TO LASTING PEACE AND GOOD WILL.

II. The Department of the Interior of the United States of America and the Department of the Environment, Canada, formally recognize the international historic significance of St. Croix Island.

III. In view of St. Croix Island's common heritage, and the joint benefits resulting from the formal recognition of the international historic significance of the Island as expressed through this Memorandum of Understanding, the Department of the Interior of the United States of America and the Department of the Environment, Canada, undertake, subject to availability of appropriated funds and personnel and in accordance with applicable laws and regulations in each country, to cooperate in the commemoration of the international historic significance as follows:

   a) the Department of the Interior will develop facilities for interpretation and visitor use on the United States mainland across from the Island;

   b) the Department of the Environment will, in co-operation with the Province of New Brunswick, Historical Resources Administration, develop facilities for interpretation and visitor use on the Canadian mainland across from the Island;
c) the Department of the Interior and the Department of Environment will cooperate in the research and interpretation of the historic resources;

d) the Department of the Interior and the Department of Environment will implement the change in designation from St. Croix Island National Monument in the United States and St. Croix Island National Historic Site in Canada to St. Croix Island International Historic Site/Lieu historique international de l’Île Sainte-Croix.

IV. This Memorandum of Understanding is effective when signed below by the representatives of the two Departments. The specific details of the above actions and areas of international co-operation are outlined in the attached Addendum to this Memorandum which is hereby incorporated by reference. The addendum may be amended or extended in ways which are in keeping with the spirit of the Memorandum of Understanding by mutual agreement in writing between the Director, Atlantic Region, Parks Canada and the Regional Director, North Atlantic Region, United States National Park Service.

Signed at St. Andrews this 9th day of September, 1982,

For the Department of the Interior of the United States of America
[signed]
For Secretary of the Interior in the presence of
[signed]
Governor of Maine

For the Department of the Environment of Canada
[signed]
for Minister of the Environment in the presence of
[signed]
Premier of New Brunswick

ADDENDUM

1. This is an Addendum to the Memorandum of Understanding for St. Croix Island of September 9, 1982, between the Department of the Interior of the United States of America, and the Department of the Environment of Canada with respect to the formal recognition and commemoration of the international historic significance of St. Croix Island.

The purpose of this Addendum is to outline the specific details and developments for the undertakings in part III of the Memorandum of Understanding in order to achieve the cooperative program for the international commemoration
of St. Croix Island. Responsibility for implementation of this program rests with the National Park Service, United States Department of the Interior, and Parks Canada, Department of the Environment in cooperation with Historical Resources Administration, Province of New Brunswick.

The developments that are to be undertaken by both the National Park Service, United States Department of the Interior, and Parks Canada, Department of the Environment, are divided into two stages, with each one reflecting complementary actions by both agencies. In this manner, coordinated and parallel development is expected to occur.

II. In order, therefore, to realize the purpose of the Memorandum of Understanding, the parties undertake, subject to availability of appropriated funds, and personnel, and in accordance with applicable laws and regulations in each country, to develop the following facilities as early as possible in the scheduled period:

i) Stage One, 1982–1987
   a) On the United States mainland site, the United States National Park Service will provide on their existing property:
      - an interpretive outlook building/structure;
      - a visitor parking area;
      - a mainland dock;
      - boat access to the Island.

   b) On the Canadian mainland site, Parks Canada in cooperation with Historical Resources Administration of the Province of New Brunswick will provide on lands to be acquired:
      - an outdoor interpretive display and viewpoint;
      - a visitor parking area.

   c) On St. Croix Island, the United States National Park Service will provide:
      - interpretive trails;
      - on-site interpretive exhibits or displays;
      - measures to protect the historic and natural resources.

ii) Stage Two, 1987–1992
   a) On the United States mainland site, the United States National Park Service will provide on their existing property:
      - a visitor reception centre;
      - a visitor parking area.
b) On the Canadian mainland site, Parks Canada and Historical Resources Administration of the Province of New Brunswick will provide:

- a visitor reception centre;
- a visitor parking area.

III. Throughout Stages One and Two the United States National Park Service and Parks Canada will cooperate, subject to availability of appropriated funds, and personnel, and in accordance with applicable laws and regulations in each country, in ways that will demonstrate the goodwill between the two countries and their common heritage by undertaking the following:

a) Parks Canada will make available to the United States National Park Service research reports and French translation services for use in interpretive and visitor programs on the United States mainland site and on the Island;

b) Parks Canada and the United States National Park Service will exchange interpretive guides and literature between the two visitor reception centres and on the Island;

c) The United States National Park Service will provide in their visitor reception center an exhibit on the reconstructed habitation at Port Royal National Historic Site in Nova Scotia. Parks Canada will contribute information, pictorial materials and artifacts as required for this purpose.

IV. Subject to the availability of appropriated funds, the United States National Park Service and Parks Canada will each bear the direct cost of its participation in the respective developments and cooperative efforts outlined above. Salaries and expenses of exchange personnel will be borne by the country of origin.

V. The Regional Director, North Atlantic Region, United States National Park Service and the Director, Atlantic Region, Parks Canada will review the progress of the developments and cooperative efforts and consult with each other on all matters of mutual interest at least every calendar year, at a time to be mutually agreed upon by the officials, in order to ensure that the program as expressed in this Addendum is achieved as scheduled.

AMENDMENT

1. This is an Amendment to the 1982 Memorandum of Understanding between the Department of the Interior, United States of America, and the Department of Environment, Canada, regarding the formal recognition and commemoration
of the international significance of St. Croix Island International Historic Site. Specifically, it amends the Addendum which is a part of the 1982 Memorandum and which delegates responsibility for implementing cooperative efforts for international commemoration of St. Croix Island to the National Park Service and Parks Canada.

The purpose of this Amendment is to reaffirm the commitment of both departments to the international historic significance of the island and to outline steps to achieve the international commemoration. It is necessary due, in part, to the expiration of the timetable outlined in the Addendum. This Amendment supersedes the language in the 1982 Addendum.

II. Responsibility for implementing this program rests with the United States Department of the Interior, National Park Service, and the Department of Canadian Heritage, Parks Canada.

III. To realize the purpose of the Memorandum of Understanding, the National Park Service and Parks Canada, subject to the availability of appropriated funds and personnel, and in accordance with applicable laws and regulations in each country, undertake the following:

a) conduct joint strategic planning for the international commemoration, with a special focus on the 400th anniversary of settlement in 2004;

b) ensure that any development on the island and the related mainland sites be environmentally sustainable and consistent with sound natural and cultural resource management practices; and,

c) consult with the public of both countries during joint planning efforts.

IV. To realize the above, the National Park Service and Parks Canada will cooperate with other governments and are receptive to working with partners, public and private, to complete the commemoration or enhance the commemoration beyond what the governments may be able to undertake, consistent with natural and cultural resource management policies.

V. Throughout the above the National Park Service and Parks Canada will cooperate, subject to availability of appropriate funds, and personnel, and in accordance with applicable laws and regulations in each country, in ways that will demonstrate the good will between the two countries and their common heritage by undertaking the following:
a) Parks Canada will make available to the National Park Service research reports and French translation services for use in the joint planning efforts and for use in interpretive and visitor programs related to the site;

b) National Park Service will share with Parks Canada data or information on the natural, cultural or historic resources of the site;

c) Parks Canada and the National Park Service will exchange interpretive materials and literature for use at their respective sites.

VI. Subject to the availability of appropriated funds, the United States National Park Service and Parks Canada will each bear the direct cost of its participation in the respective programs and cooperative efforts outlined above.

VII. The Director, Northeast Field Area, National Park Service and the Regional Executive Director, Atlantic Region, Canadian Heritage, will review progress of the programs and cooperative efforts and consult with each other on all matters of mutual interest at times to be mutually agreed upon by departmental officials, in order to ensure that the program, as expressed in this Amendment, is achieved.

VIII. This Amendment has been made in keeping with the provisions and spirit of the Memorandum of Understanding signed on September 9, 1982, and is hereby effective by mutual agreement with the Regional Executive Director, Atlantic Region, Canadian Heritage and the Director, Northeast Field Area, National Park Service.

[signed]                 [signed]
Marie Rust            Joe O'Brien
Director              Regional Executive Director
Northeast Field Area   Canadian Heritage
National Park Service  Atlantic Region

15 April 1996            8 February 1996
Throughout the following management chronology Saint Croix Island International Historic Site is referred to by the acronym SACR.

<table>
<thead>
<tr>
<th>Date</th>
<th>Action</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949</td>
<td>SACR authorized</td>
<td>Future acquisition of land is authorized for Saint Croix Island National Monument by Congress (63 Stat. 158).</td>
</tr>
<tr>
<td>June 8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1950</td>
<td>portion of island transferred to NPS</td>
<td>Northern portion of island is transferred to NPS by the U.S. Coast Guard, except for 1.21 acres retained for light station.</td>
</tr>
<tr>
<td></td>
<td>general development plan prepared</td>
<td>Map format plan is prepared by regional office.</td>
</tr>
<tr>
<td>1952</td>
<td>Scarborough named acting superintendent</td>
<td>Studies are conducted on St. Croix Island.</td>
</tr>
<tr>
<td>July 15</td>
<td>cultural resources investigated</td>
<td>U.S. Coast Guard decommissioned the light station; turns over remaining 1.21 acres to NPS, except for a plot retained for light beacon (100 x 100 feet or 10,000 square feet).</td>
</tr>
<tr>
<td>1958</td>
<td>light station acquired</td>
<td>Prepared by regional office.</td>
</tr>
<tr>
<td>December</td>
<td>boundary study prepared</td>
<td>Map is prepared by regional office.</td>
</tr>
<tr>
<td>1964</td>
<td>boundary mapped</td>
<td>Boundary study report is prepared by regional office.</td>
</tr>
<tr>
<td>July</td>
<td>boundary studied</td>
<td>Map format plan is prepared by regional office.</td>
</tr>
<tr>
<td>1965</td>
<td>general development plan prepared</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1966</td>
<td>master plan approved</td>
<td></td>
</tr>
<tr>
<td>February 25</td>
<td></td>
<td></td>
</tr>
<tr>
<td>October 15</td>
<td>island listed on National Register of Historic Places</td>
<td>Entire island is listed, due to French settlement.</td>
</tr>
<tr>
<td></td>
<td>SACR established</td>
<td>Individual structures are not listed.</td>
</tr>
<tr>
<td>1968</td>
<td>SACR dedicated</td>
<td>The National Monument is dedicated in ceremony on site.</td>
</tr>
</tbody>
</table>
### APPENDIX 3

<table>
<thead>
<tr>
<th>Date</th>
<th>Action</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>June 30</td>
<td>excavation conducted</td>
<td>Archeological excavations on the island will continue until 1969.</td>
</tr>
<tr>
<td><strong>1970</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>October 14</td>
<td>interpretive prospectus approved</td>
<td>Signed by regional director.</td>
</tr>
<tr>
<td><strong>1972</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>September 30</td>
<td>first Mass commemorated</td>
<td>A plaque is dedicated on the mainland shore commemorating the first Holy Sacrifice of the Roman Catholic Mass in the state of Maine.</td>
</tr>
<tr>
<td><strong>1973</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>master plan transmitted</td>
<td>DSC transmits draft revised master plan, dated May 1972.</td>
</tr>
<tr>
<td><strong>1975</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>April</td>
<td>structures studied</td>
<td>Report prepared by DSC (states that structures had been nominated individually to the National Register of Historic Places).</td>
</tr>
<tr>
<td><strong>1976</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>light station destroyed</td>
<td>Lighthouse, bell tower, and shed on island are destroyed by fire; wooden boathouse and brick oil house survive.</td>
</tr>
<tr>
<td></td>
<td>development concept plan initiated</td>
<td>The plan will evolve into the 1977 &quot;comprehensive design.&quot;</td>
</tr>
<tr>
<td></td>
<td>cultural resources survey</td>
<td>Conducted under Executive Order 11503 for mainland tracts, which results in a negative finding.</td>
</tr>
<tr>
<td><strong>1977</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>September 1</td>
<td>statement for management approved</td>
<td>After round of public review, signed by regional director.</td>
</tr>
<tr>
<td>December 9</td>
<td>public review of assessment of alternatives for a comprehensive design of initial development approved</td>
<td>Approved for public distribution by regional director. Proposes docking facility and visitor information center on mainland, and low-impact interpretation facilities on the island. Record of decision will select a staged development (as detailed in Appendix F and G of the assessment).</td>
</tr>
<tr>
<td><strong>1978</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March 7</td>
<td>international significance recognized</td>
<td>NPS, Parks Canada, and New Brunswick Historical Resources Administration begin discussing international recognition of the site.</td>
</tr>
<tr>
<td>March 31</td>
<td>review of alternatives/negative declaration approved</td>
<td>Similar to a FONSI, the declaration approved selection of Alternative 2, Option B.</td>
</tr>
<tr>
<td><strong>1980</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>land acquisition plan approved</td>
<td>Signed by regional director after review by public.</td>
</tr>
<tr>
<td></td>
<td>public &quot;open houses&quot; conducted</td>
<td>Conducted in Canada and U.S.A. regarding recognition of the international significance of the site; generally supportive response.</td>
</tr>
<tr>
<td>Date</td>
<td>Action</td>
<td>Comment</td>
</tr>
<tr>
<td>-----------</td>
<td>---------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1981</td>
<td>comprehensive design completed</td>
<td>Broken out of the Comprehensive Design, Alternative 2, the design will be implemented by categorical exclusion from NEPA.</td>
</tr>
<tr>
<td>March 31</td>
<td>interpretive shelter constructed</td>
<td>Categorical exclusion memo of August 4 to file; signed by superintendent.</td>
</tr>
<tr>
<td>Summer</td>
<td>interpretive shelter dedicated</td>
<td>Ceremony is held at Red Beach, co-sponsored by St. Croix Island Association.</td>
</tr>
<tr>
<td>1982</td>
<td>memorandum of understanding signed</td>
<td>MOU between Dept. of Interior and Dept. of Environment Canada is signed by Sec. of Interior to recognize international significance and outline cooperative program to commemorate this heritage.</td>
</tr>
<tr>
<td>September 9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1984</td>
<td>SACR designated an International Historic Site</td>
<td>Public Law 98-422 designates only international historic site in NPS.</td>
</tr>
<tr>
<td>September 25</td>
<td>land protection plan prepared</td>
<td>1949 legislation authorized acquisition of island and up to 50 acres on the mainland (including submerged land). 1966 master plan identified additional 13.2 acres of private land for acquisition; 1984 land protection plan identified zoning and/or conservation easement as preferred methods of protection; no land acquisition considered necessary in the foreseeable future because the site was considered to be adequately protected.</td>
</tr>
<tr>
<td>1986</td>
<td>concurrent jurisdiction established w/ State of Maine</td>
<td>Governor Brennan signs legislation creating concurrent legislative jurisdiction for SACR (and ACAD); effective 90 days after adjournment of legislature.</td>
</tr>
<tr>
<td>March 24</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1996</td>
<td>addendum to MOU signed</td>
<td>NPS and Parks Canada recognize the international significance of the site and are committed to joint planning and commemoration.</td>
</tr>
<tr>
<td>April 15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1998</td>
<td>general management plan approved</td>
<td>Final GMP approved by regional director; issued as part two of the SACR management document.</td>
</tr>
<tr>
<td>October</td>
<td>long-range interpretive plan</td>
<td>Included as part three of SACR management document.</td>
</tr>
<tr>
<td></td>
<td>land protection plan</td>
<td>Included as part four of SACR management document.</td>
</tr>
</tbody>
</table>
The purpose of this appendix is to list those individuals who attended public scoping meetings, those who contributed information and views to the NPS, and the agencies, organizations, and persons who received the Saint Croix Island IHIS planning documents for review. The *Summary Draft General Management Plan and Draft Environmental Impact Statement* was mailed to a mailing list of some 800 persons. The full draft document was distributed to the agencies, organizations, and persons marked with an * below. The *Final Draft General Management Plan and Final Environmental Impact Statement* was mailed to agencies and individuals from whom written comments were received during the 45-day comment period, and to agencies marked with an *

### Agencies and Organizations

#### U.S. Congress

- Sen. William S. Cohen
- Sen. Olympia J. Snowe
- Sen. Susan M. Collins
- Rep. John Baldacci

#### Federal Agencies

<table>
<thead>
<tr>
<th>Department of Interior*</th>
<th>Department of Canadian Heritage (Parks Canada)*, Atlantic Region, Historic Properties; Halifax, Nova Scotia, Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of the Interior, National Park Service, Jean Lafitte NHP &amp; Preserve; New Orleans, Louisiana</td>
<td>Environmental Protection Agency*, Region One, New England; Boston, Massachusetts</td>
</tr>
<tr>
<td>Department of Transportation, U.S. Coast Guard, First District; Boston, Massachusetts</td>
<td>Roosevelt Campobello International Park Commission; Lubec, Maine</td>
</tr>
<tr>
<td>Department of the Interior, Acadia National Park Advisory Commission; Bar Harbor, Maine</td>
<td>Department of the Interior, Maine Acadian Culture Preservation Commission; Bar Harbor, Maine</td>
</tr>
</tbody>
</table>

#### Native American Groups

<table>
<thead>
<tr>
<th>Indian Township Reservation; Princeton, Maine</th>
<th>Pleasant Point Reservation; Perry, Maine</th>
</tr>
</thead>
</table>

#### State Agencies

<table>
<thead>
<tr>
<th>Office of the Governor; Augusta, Maine</th>
<th>Maine State Planning Office; Augusta, Maine</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maine Historic Preservation Officer*, Maine Historic Preservation Commission; Augusta, Maine</td>
<td>Maine Department of Economic &amp; Community Development, Tourism Division; Augusta, Maine</td>
</tr>
<tr>
<td>Maine Department of Conservation, Bureau of Parks and Lands; Augusta, Maine</td>
<td></td>
</tr>
</tbody>
</table>
COORDINATION

Maine Department of Environmental Protection*, Bureau of Land Quality Control; Augusta, Maine

Maine Department of Transportation; Augusta, Maine

Maine State Museum; Augusta, Maine

Regional and Local Agencies
Acadian Archives/Archives Acadienne*; Fort Kent, Maine

Bar Harbor Historical Society; Bar Harbor, Maine

City of Calais; Calais, Maine

Friends of Acadia; Bar Harbor, Maine

Friends of St. Croix; Calais, Maine

Greater Calais Chamber of Commerce; Calais, Maine

Hancock County Planning Commission; Ellsworth, Maine

Maine Coast Heritage Trust; Northeast Harbor, Maine

Maine Publicity Bureau; Hallowell, Maine

Quoddy Regional Land Trust; Lubec, Maine

St. Andrews Chamber of Commerce; St. Andrews, Maine

New Brunswick, Canada
St. Croix Estuary Project;
St. Andrews, New Brunswick, Canada

St. Croix International Waterway Commission*; Calais, Maine

St. Croix Historical Society;
Calais, Maine

St. Stephen Tourism Information Center; St. Stephen,
New Brunswick, Canada

Schoodic Chapter, Maine Audubon Society; Calais, Maine

The Nature Conservancy,
Maine Chapter; Brunswick, Maine

Town of Robbinston;
Robbinston, Maine

Washington County Planning Commission; Machias, Maine

Washington County Technical College; Calais, Maine

PUBLIC
Persons attending June 1995
public scoping workshop
in Calais, Maine:

Patricia Bishop; Calais, Maine

Ruth F. Brogan; Calais, Maine

Kenneth and Edith Colson, Sr.;
Calais, Maine

Ken Colson, Jr.; Calais, Maine

Paul and Suzanne Crawford;
Robbinston, Maine

Nick and Geraldine Delmonaco, Jr.;
Calais, Maine

Mr. and Mrs. John Dudley;
Alexander, Maine

Allan Gillmor, Mayor; St. Stephen,
New Brunswick, Canada

John Pike Grady; Eastport, Maine

Keith Guttmansen, Executive Director, Greater Calais Chamber of Commerce; Calais, Maine

Scott D. Harriman, Community Development Director; Calais, Maine

Mr. and Mrs. Earl Jensen; Calais, Maine

Joni and Ronald Miller; Calais, Maine

Paul and Helen Oliver; Grove, Maine

Fred Gralensk; Pembroke, Maine

Frida Polk; Calais, Maine

George F. Haney; Moores Mills,
New Brunswick, Canada

Joyce Howell; Robbinston, Maine

Heather and Carl Ross; Calais, Maine
Mark L. Ryckman, City Manager; Calais, Maine

Olen and Winnifred Sisk; Calais, Maine

Lee Sochasky, St. Croix International Waterway Commission; Calais, Maine

Wayne W. Tallon, Town Manager; St. Stephen, New Brunswick, Canada

Chris Turnbull; Fredericton, New Brunswick, Canada

**Persons attending the October 1995 scoping meeting in Calais, Maine:**

Charles Allain; Fredericton, New Brunswick, Canada

Fred Becker; Calais, Maine

Chris Bernardini; Calais, Maine

Louis Bernardini; Calais, Maine

Pat Bishop; Calais, Maine

Tammy Bishop; Perry, Maine

Francis A. Brown; Calais, Maine

Vinton Cassidy, State Senate; Calais, Maine

Edith and Ken Colson; Calais, Maine

Paul Crawford; Robbinston, Maine

Judy Cuddy, Office of Senator Cohen; Bangor, Maine

Don Cyr; Lille, Maine

Sue Driscoll, State Representative; Calais, Maine

John Dudley; Alexander, Maine

Edward DuGay, Office of Rep. John Baldacci; Bangor, Maine

Frank and Ruby Fenderson; Calais, Maine

Eric Hanson; Calais, Maine

Madeleine Giguerre; Lewiston, Maine

John Pike Grady; Eastport, Maine

Diane Graettinger, Bangor Daily News; Calais, Maine

Carol and Dan Hollingdale; Calais, Maine

Earl and Erla Jensen; Calais, Maine

Gail Kelly, Office of Senator Snowe; Bangor, Maine

Charles A. Lewis, President, Eastport City Council; Eastport, Maine

Mary S. and Charles B. Livingstone; Calais, Maine

Bob Madore; Bangor, Maine

Theresa Madore; Bangor, Maine

Tom Moffatt, St. Croix International Waterway Commission; Calais, Maine

Jeane and Paul Mowatt; St. Andrews, New Brunswick, Canada

Hank and Phyllis Murphy; Robbinston, Maine

William J. Murphy, Pembroke Historical Society; Pembroke, Maine

Ann Olsen, Schoodic Chapter, Maine Audubon Society; Calais, Maine

J. P. Paradis; Lewiston, Maine

Barrett and Pamela Parker; Brunswick, Maine

Casey Paul; St. Stephen, New Brunswick, Canada

Bill Pearson, Calais Advertiser; Calais, Maine

Sandra Siekaniec, Assistant Refuge Manager, Moosehorn NWR; Calais, Maine

Olen and Winnifred Sisk; Calais, Maine

Lee Sochasky, St. Croix International Waterway Commission; Calais, Maine

Mr. and Mrs. Joseph Theriault; Harvard, Massachusetts
Persons sending written response/comment after the October 1995 scoping meeting:

Françoise Bourdon; Carlisle, Maine
Ed K. Browne; Pembroke, Maine
Loretta G. Doucette; East Falmouth, Massachusetts
John and Marie Dudley; Alexander, Maine
Patricia Estabrook; Houlton, Maine
David and Melodie Greene; Calais, Maine
Barrett Parker; Brunswick, Maine
Robert L. and Theresa Madore; Bangor, Maine
Alberta Farthing Owens; Woodland, Maine

Persons attending the October 1996 public meeting in Calais, Maine:

Bill Francis; Baring, Maine
Frank H. Fenderson, St. Croix Island Association; Calais, Maine
Allan Gillmor, Town of St. Stephen; St. Stephen, New Brunswick, Canada
John Pike Grady; Eastport, Maine
Diana Graettinger, Bangor Daily News; Calais, Maine

Persons and organizations contacting the NPS about Saint Croix Island IHS:

Edith Colson; Calais, Maine
Walter L. Elliott, Grand Lake Stream Historical Society; Grand Lake Stream, Maine
Paul Friesema; Evanston, Illinois
Edwin A. Garrett III, Bar Harbor Historical Society; Bar Harbor, Maine
Edwin A. Garrett IV, Bar Harbor, Maine
Daniel Greene, Melodie Greene, Heather Ogilvie, Frank Prescott, Jason Prescott, Ruth H. Prescott, and Tom [illegible]; Calais, Maine
Machias Bay Area Chamber of Commerce Tourism Committee; Cutler, Maine
Ann Olson; Calais, Maine

Scott D. Harriman, Community Development Director, City of Calais; Calais, Maine
Phil Hartford, Town of St. Stephen; St. Stephen, New Brunswick, Canada
Brand Livingstone, St. Croix Historical Society; Calais, Maine
Tom McLaughlin, WQDY-WALZ News; Calais, Maine
Tom Moffatt, St. Croix International Waterway Commission; St. Stephen, New Brunswick, Canada
Jeane Mowatt; St. Andrews, New Brunswick, Canada
Paul Mowatt, Bayside L.S.D.; St. Andrews, New Brunswick, Canada
Dave Myers, Georgia-Pacific Corporation; Woodland, Maine
Carol-Ann Nicholson, St. Croix Courier; Calais, Maine
Joseph Rinaldi, Calais Advertiser, Calais, Maine
Susanne Robb; Calais, Maine
Thomas Robb; Calais, Maine
Donald Saunders, Town of St. Stephen; St. Stephen, New Brunswick, Canada
Claire Wing, Robbinston, Maine

Dale Wing, Robbinston, Maine

WRITTEN RESPONSE

Persons sending written response during the October 11, 1996–November 25, 1996, 45-day comment period (those marked with an asterisk (*) commented on the Draft General Management Plan and Draft Environmental Impact Statement; others commented on the Summary):

- Bernette Albert; Madawaska, Maine*
- Richard P. Auletta; Kings Park, New York
- Les Cook; Brentwood, New York*
- Leo G. Cyr; Sterling, Virginia
- Verna Cyr-Fortin; Madawaska, Maine*
- John Dudley; Alexander, Maine
- Walter and Susan Elliott; Grand Lake Stream, Maine
- Patricia Estabrook; Houlton, Maine
- Edwin Atlee Garrett III; Bar Harbor, Maine*
- Edwin Atlee Garrett IV; Bar Harbor, Maine*
- Patricia E. Given; Island Falls, Maine
- David and Melodie Greene; Calais, Maine
- Brand Livingstone; Calais, Maine
- Gordon Lord; Calais, Maine
- John Marquis; East Hartford, Connecticut
- Sandy Morgan; St. Andrews, New Brunswick, Canada
- Jerome O'Keefe; Wilmette, Illinois
- Brenda Orr; Moncton, New Brunswick, Canada
- Richard and Joan Richards; Woodland, Maine
- Louis T. Zawislak; Metairie, Louisiana*

Agency representatives sending written response/comment during the October 11, 1996–November 25, 1996, comment period:

- Michael J. Bartlett, Supervisor, New England Field Office, U.S. Fish and Wildlife Service; Concord, New Hampshire
- Nathaniel Bowditch, Maine Office of Tourism, Department of Economic and Community Development; Augusta, Maine
- William S. Cohen, United States Senator from Maine; Washington, D.C. [in a joint letter with Senator William S. Cohen]
- Olympia J. Snowe, United States Senator from Maine; Washington, D.C. [in a joint letter with Senator William S. Cohen]
- Lee Sochasly, Executive Director, St. Croix International Waterway Commission; St. Stephen, New Brunswick, Canada
Persons sending written response/comment during the 30-day availability of the Final Environmental Impact Statement, March 20–April 20, 1998.

Lee Sochaskey, Executive Director, St. Croix International Waterway Commission; St. Stephen, New Brunswick, Canada
The National Park Service distributed 99 copies of the Draft General Management Plan and Draft Environmental Impact Statement for Saint Croix Island IHS, and more than 1,500 copies of the Summary Draft General Management Plan and Summary Draft Environmental Impact Statement. The National Park Service received twenty letters from eighteen different agencies, organizations, or individuals commenting on the draft plan, and sixteen comments on the summary from individuals, for a total of thirty-six written comments. Facsimiles of written comments to the full Draft General Management Plan and Draft Environmental Impact Statement are reproduced on the following pages, together with the National Park Service’s response. Comments from agencies and organizations are listed first, presented in alphabetical order by agency, followed by comments from individuals, also in alphabetical order. A summary of comments received in response to the Summary Draft General Management Plan and Summary Draft Environmental Impact Statement appears at the end of this appendix.

The alternatives referred to in these comments are those detailed in the Draft General Management Plan and Draft Environmental Impact Statement:

Alternative 1—No Action, in which the site would be managed very much as it has been managed in recent years with no new facilities

Alternative 2—Walk in the Footsteps, in which an interpretive trail would be installed on the mainland parcel, with, except for a few interpretive signs, only moderate change in the management of St. Croix Island to foster a sense of reverence

Alternative 3—National Park Service Contact Station, in which development would proceed in two phases, (A) including the interpretive trail of Alternative 2, and (B) a National Park Service contact station developed on land adjacent to the current mainland parcel, a facility making it possible to present more comprehensive visitor services and interpretive programs, and

Alternative 4—Regional Resource Center, which would also be implemented in two phases: (A) including the interpretive trail as in Alternative 2, and (B) a regional resource center built by National Park Service partners in downtown Calais in which the National Park Service and other agencies would lease space for facilities and exhibitions

A comment letter was received from U.S. Senator Susan M. Collins after the close of the comment period. Because she was elected to the seat vacated by Senator William S. Cohen, her comment is included here to assure continuity with Maine’s congressional delegation. Maine’s (then) two U.S. Senators submitted a joint letter, treated here as one comment.

Two commenters (Lee Sochasky and Edwin A. Garrett III) submitted two letters apiece, making for a total count of eighteen different written comments received.

Of the eighteen comments, eleven favored Alternative 3 (five provisionally), three favored Alternative 4 (two favoring a regional resource center in Calais, one in Eastport), and one favored restoring the light station to its “former glory” or none of the above. Four written comments did not state a preference for one alternative or another.

Summarizing written comments on the Draft General Management Plan and Draft Environmental Impact Statement:

<table>
<thead>
<tr>
<th>Alternative</th>
<th>Comments Favoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>3</td>
<td>11 (5 holding Alternative 4 in reserve)</td>
</tr>
<tr>
<td>4</td>
<td>3 (2 favoring a center in Calais, 1 Eastport)</td>
</tr>
<tr>
<td>no preference</td>
<td>4</td>
</tr>
<tr>
<td>Total comments</td>
<td>18</td>
</tr>
</tbody>
</table>
The five provisional votes for Alternative 3 were in favor of developing the interpretive trail as an initial phase of Alternative 3, then following in a second phase with an indoor facility at Red Beach unless funding were available for construction of a center in downtown Calais, which option would be pursued if financially feasible.

Other comments included:
- preparing for the 400th-anniversary celebration in 2004 (4)
- using development to boost tourism in Calais/Washington County (4)
- emphasizing the island’s role in establishing the international boundary (3)
- installing a Saint Croix exhibit in the Maine Tourist Information Center in Calais (3)
- placing a monument to the 1604–05 French settlers on St. Croix Island (2)
- preserving the memory of St. Croix River Light Station (2)
- repatriating the bones of French settlers (2)
- urging the National Park Service to explore benefits to Calais/Washington County (2) preserving the boathouse and oil house (1)

No negative environmental impacts were identified for any of the proposed alternatives. The U.S. Fish and Wildlife Service did not anticipate any negative impact on nesting bald eagles. Though Atlantic salmon run in the St. Croix River, the Fish and Wildlife Service did not anticipate any adverse effects on that species from any of the proposed alternatives.

The Maine state historic preservation officer asked that the eligibility of St. Croix Island for National Historic Landmark status be determined, and the eligibility for listing of Tract 01-105 on the National Register of Historic Places be evaluated (on a willing-seller/willing-buyer basis, the property proposed to be used as a visitor contact station under Alternative 3). He also asked the National Park Service to preserve the oil house and boathouse as reminders of St. Croix River Light Station (the main structures of which burned in 1976).

As detailed in the final general management plan put forth in part two of this document, provisions of the plan include:
- a Saint Croix Island IHS exhibit is installed in the Maine Tourist Information Center on the waterfront in downtown Calais; the exhibit refers visitors to both the National Park Service and Parks Canada exhibits in Red Beach and Bayside, respectively
- a ranger station for administrative use by the National Park Service is developed in the house on Tract 01-105
- an interpretive trail is developed on the shore parcel at Red Beach
- should a regional visitor center (referred to in the draft document as a “regional resource center”) in downtown Calais prove to be infeasible, the National Park Service ranger station is to serve as a visitor center (referred to as a “visitor contact station” in the draft document) in Red Beach
- the St. Croix Island collections are housed in the new collections building at Acadia National Park in Bar Harbor, selected pieces being placed on display in the visitor center (whether in Red Beach or downtown Calais)
- the eligibility of the light station boathouse on St. Croix Island for listing on the National Register of Historic Places is determined; if eligible for listing, the structure is stabilized; if determined to be ineligible, site managers reevaluate its appropriate use
- the light station oil house is removed from St. Croix Island
- a bilingual French/English brochure for Saint Croix Island IHS is produced

Following are comments on the Draft General Management Plan and Draft Environmental Impact Statement for Saint Croix Island IHS and National Park Service’s responses.
November 25, 1996

ACADIA NATIONAL PARK
ATTENTION: SAINT CROIX ISLAND HIS GMP/EIS
PO BOX 177
BAR HARBOR ME 04609-0177

Dear Mr. Harertel:

Comment on the proposed plan(s) for St. Croix Island.

1. While the Park Service feels that alternative three (3) is the preferred plan, we feel that alternative four (4) is our preferred plan.
   a. The estimation for visitors at the current site is 75,000/year, it cannot be the same amount if a visitor center is located where more vehicles travel. The current site is limited to visitors on U.S. Route 1.
   b. Traffic proceeding from Route 9 to Nova Scotia, P.E.I. or New Brunswick is more likely to stop if the visitor center is in Calais proper.
   c. If travelers have to drive approximately seven (7) miles down river to a visitor center, most will probably not do so, thus cutting down on the awareness of this historic site.
   d. The visitor center that would include the Moosehorn National Wildlife Refuge, is more likely to attract a variety of tourists and those who would be interested in wildlife will also receive a historic education at the same time and vice versa.

2. A visitor center in Calais proper would offer services the year around where as the Park Service proposal is for seasonal staffing only. This eliminates school children, throughout Maine (and possibly New Brunswick), from attending a briefing and historic trip during the school year.

3. A bigger visitor center would allow for display of most of the artifacts from the site.

4. The proposed 50 seat theater within this visitor center would permit a continuos showing of a narration and pictures, much like the program at Roosevelt's "Cottage" on Campobello Island or Abraham Lincoln's Historic Birthplace site in Kentucky.

5. A larger visitor center would also allow the participation of our native Americans,
COMMENTS AND RESPONSES

COMMENTS RECEIVED FROM AGENCIES AND ORGANIZATIONS

Comments by Keith N. Guttormsen, Executive Director, Calais Regional Chamber of Commerce, Calais, Maine

Response to Guttormsen comment 1:
It is true that if potential visitors are not aware of the site, they would be unlikely to visit it unless directed to it by signs, or they passed it en route to their original destinations. On the other hand, visitors who know of the site’s existence beforehand and intend to visit it are not likely to be deterred by having to drive only six or seven extra miles. More than its exact location, the crucial point here is potential visitor awareness of the site coupled to its importance on their scale of values. Visitation to Saint Croix Island IH5 will depend largely on public awareness resulting from posted signs, advance information, outreach, and publicity. The point was made at the October 24, 1996, public meeting that visitors who know of the site in advance are not going to stop short in Calais without driving the extra mile to view the island with their own eyes.

It is reasonable to assume that a regional visitor center housing exhibits by several agencies and organizations, including the National Park Service, would be likely to draw a greater number of casual visitors (those who happen across the facility in their travels) than a visitor center in Red Beach managed by the National Park Service alone. Since the exact location of such a proposed regional center has yet to be determined, there is no hard data available on which to base an estimate of the visitation that might be expected.

Response to Guttormsen comment 2:
The National Park Service proposal is to offer school programs by year-round staff. Outreach to schools is an important part of the National Park Service proposal.

Response to Guttormsen comment 3:
The St. Croix collections contain thousands of items, many of which are shards of brick or pottery. The collections will be housed under controlled conditions in the new curatorial building to be built at Acadia National Park, where they will be made available to qualified specialists. The more recognizable pieces suitable for public display could be contained in a case of modest dimensions at a visitor center either at Red Beach or in downtown Calais, assuming museum-quality climate control were available.

Response to Guttormsen comment 4:
A visitor center in either Calais or Red Beach would offer similar possibilities for interpreting the site through audiovisual means. It is hard to say that either location would have an advantage in this regard.
We will also be writing our State and Federal representatives to explain our position to them along with seeking funding from private philanthropic associations. We hope you will agree with us that this visitor center within Calais proper is a worthwhile project and will help us plan for same.

Sincerely,

Keith N. Gudomsen
Executive Director
Response to Guttormsen comment 5:
While the National Park Service will consult with Native American groups in planning and staging its Saint Croix exhibits in Red Beach or Calais, it is true that a regional visitor center in Calais would offer the possibility of local tribes setting up exhibits of their own in space they might lease for their own purposes.

Response to Guttormsen comment 6:
It seems reasonable to expect that a regional visitor center in downtown Calais would result in visitors remaining in the region for a greater length of time than they otherwise would, making use of a greater number of tourist services. It is difficult to quantify the duration and effects of such a hypothetical extension. While it is appropriate that the Calais Chamber of Commerce sees this as a prime objective, the mission of the National Park Service is to protect site resources and tell the story of St. Croix Island.

Response to Guttormsen comment 7:
Though the National Park Service would utilize space in the regional visitor center proposed in Alternative 4, the makeup and management of the entity developing the center would be outside National Park Service jurisdiction. The National Park Service would be one partner working with others to support the larger endeavor while focusing its efforts on its own limited mission of preserving the historical resources of St. Croix Island and providing educational programs and services to the public.

Response to Guttormsen comment 8:
Noted.
To whom it may concern:

This letter is being written in order to comment on the Draft General Management Plan and Draft Environmental Impact Statement for St. Croix Island.

My major concern as the Community Development Director for the City of Calais is the economic vitality of the City as a whole. While I can see the benefits of option three as it was proposed, I feel that option four best enhances the economic vitality of the City. With the current economic situation in Washington County in general, and Calais specifically, a visitors center in the downtown Calais area would certainly help stop a large amount of the pass through traffic that Calais receives. After stopping at the downtown visitors center it is our belief that many of these visitors would patronize our downtown businesses. This benefit should not be overlooked and we hope that option four will be considered further and in more detail before any final decision is made on this issue.

I would like to thank you for considering these comments and hope that should you have any questions you will feel free to call me here in Calais. Thank you.

Sincerely,

Scott D. Harriman
Community Development Director
Response to Harriman comment 1:
The National Park Service is sensitive to the economic situation in Calais specifically, and Washington County in general, and would wholeheartedly support development of a regional visitor center in downtown Calais if such a center were to provide the best and most cost-effective option for furthering public understanding of and appreciation for the historical significance of the French settlement on St. Croix Island in 1604–05. Development of a visitor center in Red Beach would require direct appropriation to the National Park Service by Congress; development of a center in Calais would have to be financed by a partnership among agencies and organizations outside the National Park Service in addition to National Park Service appropriations. Operating funds for a regional center would also be secured through partnerships. Which option eventually wins out will depend to a great extent on which is the more financially feasible within the time span of the current general management plan for Saint Croix Island IHS meant to apply over the next 20 years. Though its mainland property offers the more immediate and compelling opportunity for interpreting the cultural significance of St. Croix Island, the National Park Service is open to development of a regional center in Calais should that prove to be more attainable than the visitor center in Red Beach.
Mr. Paul F. Haertel, Superintendent  
Acadia National Park  
ATTN: Saint Croix Island IHS  
GMP/EIS  
P.O. Box 177  
Bar Harbor, Maine 04609-0177  

Dear Mr. Haertel:  

This letter is in reference to the “Summary Draft General Management Plan and Draft Environment Impact Statement” for the Saint Croix Island International Historic Site. Some members of our society reviewed the document referenced above and generally agree with alternative 3 for the international development of Saint Croix Island. To be sure, it is long overdue. As is well known, descendants of Acadians are numerous in the St. John Valley, hence the high interest in the proposal. Albeit that the tourism is probably of higher interest in the Calais area, the society would like to strongly emphasize that the historical event be of the highest priority throughout the proposed development. In view of the above, an addition to the proposal was discussed at a meeting which would lend an additional historical aspect to the project. A monument to the poor buried souls on the Island itself is considered absolutely essential to the historical project. After all, but for them, the Island would be just another island amidst the other hundreds of islands along the Maine coast. A tall spire-type, or obelisk, should be erected in their honor. This would also pinpoint the island as viewed from the mainland since travel to it is very limited. It is hoped that this recommendation will be seriously and sincerely considered by your office during the subsequent deliberations of the proposed development.

Your kind attention to this matter is greatly appreciated.

Sincerely,

Verna Cyr-Fortin  
President
Comments by Verna Cyr-Fortin, President, Madawaska Historical Society,
Madawaska, Maine

Response to Cyr-Fortin comment 1:
Noted as support for Alternative 3.

Response to Cyr-Fortin comment 2:
The National Park Service is keenly aware that the primary reason for developing facilities at Saint Croix Island HIS is to protect and interpret the site in keeping with its historical significance as the location of the Dugua-Champlain settlement in 1604–05.

Response to Cyr-Fortin comment 3:
Reverence for the memory of those who braved the winter of 1604–05 on St. Croix Island will guide the National Park Service in its development of the site. The National Park Service feels that earlier plans in which visitors were to be taken to the island by boat from the mainland parcel were not in keeping with a due sense of reverence. It would be more fitting if volunteer groups were to create a quiet grove on the mainland parcel where visitors could pause to reflect on the hardships and suffering of the French settlers in 1604–05. The fragile island itself serves as the most fitting memorial of all; the National Park Service will do all it can to protect it from overuse and further erosion.
Friday, November 22, 1996

Paul F. Haertel, Superintendent
Acadia National Park
P.O. Box 177
Bar Harbor, Maine, 04609-0177

Dear Paul,

I am writing in response to the National Park Service's Draft General Management Plan for St. Croix Island. At a recent meeting with your planner Bruce Jacobson; Diane Tilton of Sunrise Economic Development Council, Steve Cole of the State Planning Office, Al Steele of USDA Forest Service and myself suggested and discussed options to the plan that pertain to economic development for the region.

For a long time now Washington County has been an area of concern. Recently Governor King made it a focus for economic revitalization. In this vein ecotourism and soft adventure have come to be considered new equations in the economic plan. Establishing the region as a destination along with support to the private sector in developing product will be some of our goals.

The plans that have been drafted regarding St. Croix Island have offered a unique opportunity for Maine but our group feels that a modification should be adopted to allow some flexibility for partnering. We recommend that the Park Service proceed with Alternative 3, Phase I, but allow options for Phase II to be something closer to Alternative 4's recommendations, with a site in Calais including the Red Cliff center.

The Calais center would be a partnership with the regions private sector recreation providers, other Federal agencies such as USDA Forest Service, USFW and the State. The group felt strongly that the forward thinking of the Park Service should not go unnoticed in these difficult economic times. The group also indicated that the center at Red Cliff is important and should not be lost.
Comments by Nathaniel Bowditch, Maine Office of Tourism, Department of Economic and Community Development, Augusta, Maine

Response to Bowditch comment 1:
Saint Croix Island IHS will undoubtedly serve as a specific destination for many visitors to Washington County, offering more of a history or heritage experience than “soft adventure.” Regarding St. Croix Island in particular, in the Park Service’s current view, the fewer modern footprints on its fragile soil, the better.

Response to Bowditch comment 2:
Given the fiscal reality of our time, this carefully phrased comment reflects an approach which the National Park Service wishes to consider. The National Park Service prefers Alternative 3 within the context of its own mission, which at Saint Croix Island IHS is to conserve the scenery and the natural and historic objects associated with the site, to commemorate the French habitation of 1604–05, and to offer appropriate educational programs and services conveying the site’s international significance to visitors from Canada and the United States. When that context is broadened to include economic conditions in the surrounding region, which a number of comments urge the Park Service to consider, then the potential economic impact of development at Saint Croix Island IHS on the Greater Calais region stands out as a major factor to be weighed in siting the second phase of that development.

Flexibility in implementing Phase 2 of Alternative 3 is the key issue. What Mr. Bowditch and others are suggesting is that the National Park Service should implement Phase 1 of Alternative 3 (which is essentially the same as Phase 1 of Alternative 4), getting the interpretive trail in place by the 400th-anniversary celebration in 2004, while maintaining an attitude of flexibility toward whether Phase 2 should be pursued in Red Beach as proposed in Alternative 3 or Calais as in Alternative 4. That approach would allow supporters of a regional visitor center in Calais time to form the necessary partnerships and to determine whether the cost of the Calais center could be underwritten by its various sponsors. Should the cost of a regional center appear to be beyond the means of those who advocate for it, then the National Park Service would pursue funding for a visitor center on the shore parcel in Red Beach.
We are committed to making a Recreational Resource Center in Calais a reality. The involvement of the Park Service is crucial to our plans. We hope you will consider our suggested option and keep the doors open to a unique partnership for economic vitality.

Please feel free to contact me should you have any further questions concerning this letter or suggestions.

Again thank you for allowing this input to a very thoughtful management plan.

Sincerely,

Nathaniel Bowditch
Maine Office of Tourism / DECD
Response to Bowditch comment 3:
The National Park Service is willing to keep the door open until financial support for Phase 2 of either Alternative 3 or 4 can be secured.

To clarify what the National Park Service has proposed in Alternative 4, the plan would be to develop a regional (not a recreational) visitor center in Calais, the realization of which would hinge on community fundraising efforts. The National Park Service is proposing a dignified and respectful memorial to the brave settlers of 1604–05. Recreational use of the island would be maintained at existing low levels and not actively encouraged.
November 25, 1996

Mr. Paul F. Haertel, Superintendent
Acadia National Park
P.O. Box 177
Bar Harbor, ME 04609-0177

Re: Saint Croix Island IHS GMP/EIS

Dear Paul:


In my letter to Terry Savage dated July 29, 1996, regarding the revised List of Classified Structures for Saint Croix Island, I stated that the Commission generally concurred with the findings of National Register eligibility and ineligibility for the boathouse and oil house, respectively. I also expressed our concern about the proposed demolition of the former oil house as one of the two extant historic buildings associated with the former Saint Croix Island Light Station.

Although I concur that the oil house is a common feature of the light stations in Maine — whereas the boathouse is not — it would seem prudent to make a small investment to retain the building. This conclusion is based in large part on the highly exposed location of the boathouse as well as its frame construction, both aspects of which threaten its long term existence from natural forces (such as ice) and arson. If in the future the boathouse was destroyed, then the oil house would be the sole surviving feature of the light station. Even if the boathouse was reconstructed, it would be no more than a replica, whereas the oil house would be an authentic historic resource.

Alternatives 2-4 of the GMP/EIS call for demolition of the oil house and possibly the boathouse. The Commission urges the National Park Service to seriously reconsider its plans in regard to these resources in order to preserve the tangible reminders of the island’s use since 1856 as a United States light station.

In addition to the treatment of historic properties discussed above, the Commission requests that you evaluate the National Register eligibility of the Tract 01-105 property, which contains an existing dwelling. Depending on the outcome of this review, your options for the use and...
Response to Shettleworth comment 1:
The National Park Service has assumed responsibility for preserving the site of the 1604–05 French habitation on St. Croix Island, and for offering educational programs and services conveying its significance to the people of Canada and the United States. It is the mission of Saint Croix Island IHS to preserve the site as a monument to the beginning of these two nations, and, in cooperation with Parks Canada, to educate the public about that habitation, its context, and its consequences.

Due to its location within the bounds of the 1604–05 habitation, the 20th-century oil house competes for visitors' attention, distracting them from focusing on, and developing an appreciation for, the site's significance. Because of this unfortunate placement; the lost integrity of the St. Croix River Light Station resulting from the destruction of the bell tower, light tower, and residence by fire in 1976; and the preservation at other light stations of oil houses built to the same plan as that extant on St. Croix Island, the National Park Service will remove the oil house. (Repair work on the oil house was estimated at $30,000.)

The boathouse, on the other hand, will be preserved in its present location. The National Park Service will determine its eligibility for listing on the National Register of Historic Places. In the event the boathouse is determined to be ineligible for National Register nomination, the National Park Service will consider removal or relocation at some future date.
development of this parcel in Alternatives 3 and 4 may be further constrained. In either case, however, improvements to this property will need to be planned in a manner that takes into consideration any effects on the nearby McGlashan-Nickerson and Joshua Pettegrove houses, both of which are listed in the National Register.

On a final note, I would like to encourage the Park Service to seek a determination as to the National Historic Landmark eligibility of Saint Croix Island.

If you have any questions regarding this letter, please do not hesitate to contact me.

Sincerely,

Earle G. Shettleworth, Jr.
State Historic Preservation Officer
Response to Shettleworth comment 2:
The National Park Service will have the National Register eligibility of the Tract 01-105 house determined before taking any action that would affect it or its neighboring properties. The proposal under Alternative 3 is to conduct any development with sensitivity to properties in Tract 01-103 and Tract 01-104 listed on the National Register of Historic Places.

Response to Shettleworth comment 3:
The National Park Service will seek a determination as to the eligibility of St. Croix Island as a National Historic Landmark.
November 21, 1996

Paul F. Haertel, Superintendent
Acadia National Park
P.O. 177
Bar Harbor, Maine 04609-0177

Dear Mr. Haertel,

I write in response to the National Park Service's invitation to comment on the Draft General Management Plan for the St. Croix Island International Historic Site. The State Planning Office's special interest in this project derives from a long-term economic development partnership we have established with Washington County through the Sunrise County Economic Council, which maintains offices in Calais and Machias. Via this relationship, we are making financial investments in Washington County's most promising economic sectors, which include cultural and natural history tourism. Recently, we granted $55,000 to Lubec Landmarks, Inc. for purchase and repair of McCurdy's Smokehouse. The historic complex will interpret the smoked fish industry, sell regionally produced goods, and hopefully, spur the revival of Lubec's downtown.

As regards St. Croix Island International Historic Site, State Planning Office supports development of Phase I of Alternative 3 (modest outdoor interpretation at Red Beach and an exhibit at the Calais Tourist Information Center) combined with Phase II of Alternative 4 (development of a regional resource center in downtown Calais). We believe that this combination of options best meets National Park Service interpretive goals for the site and state and regional interest in promoting economic development through tourism and investment in Calais as an important regional center.

From our perspective, NPS' preferred Alternative 3 at Red Beach is an expensive choice at $2.5 million dollars, given that the economic benefit to the region is likely to be very limited. Federal infrastructure investment of this magnitude in Washington County is rare, and we must ensure that the impact of the dollars spent is as broad as possible. Our proposal to merge elements of Alternatives 3 and 4 has the following advantages: 1. It doubles the number of tourist destinations resulting from this project, with NPS only responsible for the full expense of one site. State tourism staff have identified insufficient tourist destinations as an impediment to tourism development in Washington County. 2. A permanent Calais presence will allow NPS to capture a larger portion of the traffic at an extremely busy border crossing than possible at the Red Beach location, which furthers interpretive goals. Such a location also uses to advantage the presence of the Calais Tourist Information Center, a well established destination for travel.
Comments and Responses

Comments by Evan D. Richert, Director, Maine State Planning Office, Augusta, Maine

Response to Richert comment 1:
Noted.

Response to Richert comment 2:
Having a visitor contact station in Red Beach as proposed in Phase 2 of Alternative 3 would provide a relative gain in the quality and coherence of visitor experience compared to Phase 2 of Alternative 4. That is the main reason why the National Park Service has preferred Alternative 3. The National Park Service wants to do at Saint Croix Island NHS what it does best nationwide—make the significance of the site come alive in visitors’ experience. At the same time, site managers are aware of the greater traffic flow through downtown Calais where the flow on Route 9 combines with that on U.S. Route 1. Recognizing the advantages of both locations, the National Park Service has decided to support development in Red Beach and downtown Calais by combining Alternatives 3 and 4, developing a ranger station on site while supporting development of a visitor center in Calais through a partnership of federal, state, and local agencies.

The State of Maine and the City of Calais are speaking with one voice. The National Park Service is listening carefully to their message. The National Park Service sees some loss of interpretive immediacy and integrity in developing Alternative 4 in downtown Calais rather than Alternative 3 in Red Beach, but that disadvantage may be offset by fiscal realities brought about by a unified phalanx of support behind Alternative 4, which may well give a concrete funding advantage to that alternative.

The National Park Service sees clearly, however, that locating its primary interpretive effort in downtown Calais would lessen the immediacy of visitor experience in visual proximity to St. Croix Island, requiring visitors from the north, east, and west who sought that immediacy to travel an additional distance to obtain it. The danger here is dividing interpretive programs between two masters: the Park Service mission, and the economic well-being of downtown Calais. If a visitor center were to be built in downtown Calais, there is no guarantee that city merchants would receive any noticeable benefit. Red Beach is a district of Calais, and it seems reasonable to expect that an increase in visitation due to the quality of the visitor experience offered at IHS facilities on the shore parcel would have fallout in the Greater Calais region as a whole.

Response to Richert comment 3:
By developing a ranger station in Red Beach while supporting a visitor center in downtown Calais, the National Park Service sees both its visitors as well as local residents and businesses as winners. Partnerships with other agencies and organizations are the preferred means of implementing the mission of the National Park Service in realizable form at particular sites. In partnerships, each party must derive meaningful benefit from working together toward a common end. Where the City of Calais gets an economic boost, the National Park Service gets a visitor center, and other potential partners such as the U.S. Forest Service and U.S. Fish and Wildlife Service improve the likelihood of getting something they want as well.
The Information Center can be certain to funnel a large number of visitors directly to a regional resource center also in Calais. The success of NPS interpretive sites in Red Beach and/or Calais will depend on their proximity to an appealing small city with quality retail, dining and lodging amenities. The best way for the Park Service to ensure that visitors can avail themselves of these services is to invest in the community that can provide them. Finally, the National Park Service’s collaboration in a regional resource center in Calais will allow other federal as well as state, regional and local initiatives and destinations to be showcased in a manner that reduces costs and increases visibility for all parties involved. The high overall development cost estimated for Phase II of Alternative 4 is not comparable to the other alternative development costs cited, given that the cost would be borne by many parties, not NPS solely.

Recently, staff from the Maine State Planning Office, Maine Department of Economic and Community Development, National Forest Service and Sunrise County Economic Council met with NPS resource planner Bruce Jacobson to discuss how we might jointly work toward realization of Alternative 4, a regional resource center based in Calais. The discussion was encouraging, and the Sunrise County Economic Council is already seeking funding to plan for such a facility. I hope the National Park Service will embrace this energy and recommend implementation of Phase I of Alternative 3 and Phase II of Alternative 4 in its Final Management Plan for the St. Croix Island International Historic Site, Maine.

Sincerely,

Evan D. Richert, AICP
Director
This comment raises the issue of the relative economic benefits to Washington County that can be expected from Alternatives 3 and 4. Red Beach and Calais are both in Washington County. As yet no data supports the suggestion that placing a visitor center in downtown Calais would magnify the economic benefits compared to placing one in the relatively rural Red Beach district of Calais. Canadians crossing the international bridge may very well have Saint Croix Island IHS as their immediate destination, not the City of Calais.

Response to Richert comment 4:
It is true that by splitting tourist facilities in half, the number of tourist destinations is doubled, but that seems a questionable way of accounting when the cost of maintaining twice as many operations is considered.

Response to Richert comment 5:
In an either/or situation between Alternatives 3 and 4, capturing a percentage of a larger flow of traffic at a visitor center in Calais would result in more visitors having access to information about the site and its historic heritage at the cost of compromising the integrity of visitors’ experience on the shore parcel in Red Beach overlooking St. Croix Island. Which is better, the size of the audience or the quality of the message? Priding itself in the services it provides, the National Park Service has traditionally opted for quality over quantity. Quality of its interpretive programs is the Park Service’s most conspicuous asset. An exhibit at the Maine Tourist Information Center would also direct visitors to a National Park Service facility six miles away in Red Beach.

Response to Richert comment 6:
This view—that the National Park Service’s success depends on the municipal context in which its services are delivered—is an interesting one considering the rural setting of many National Park Service installations across the continent. In this case it would seem that a facility in Red Beach, a district of Calais, is not that remote (six miles) from tourist services downtown.

Response to Richert comment 7:
The relative costs of developing a visitor center in Red Beach or Calais may well be the deciding factor in determining which location is to be chosen. The regional center, being a larger facility than a National Park Service visitor center because it houses exhibits by several cooperating agencies, will bear a larger price tag than a facility housing the National Park Service alone, a cost to be shared, ultimately, by the people of Calais, Washington County, Maine, and the United States.

Response to Richert comment 8:
The recommendation here is to implement Alternative 4 (Phase 1 of both Alternatives 3 and 4 being the same).
MUSEUM RESEARCH ASSOCIATES

"The REGIS Peoor
CREATIVE SOLUTIONS TO MUSEUM CONFUSIONS

11 Spring Street
Hallowell, Maine 04347
207-395-4837

October 16, 1996

Mr. Paul F. Haertel, Superintendent
Acadia National Park
P.O. Box 177
Bar Harbor, Maine 04609

Dear Mr. Haertel:

I have reviewed the various development/interpretive options for the St. Croix Island International Historic Site, as outlined in the Draft General Management Plan and Draft Environmental Impact Statement dated September 30, and would offer the following comments in response.

1 My overall impression of the existing St. Croix Island overlook and interpretive site is that it is seriously and sadly underutilized by persons traveling en route to destinations farther north or south along Route 1. Accordingly, I feel that it may be difficult to justify the costs of "Alternative 3" unless there can be some assurance that the volume of visitation, as well as the quality of the visitor experience, would be significantly increased by an expansion of facilities at the overlook site.

2 I believe that the only realistic hope of improving both the number of visitors and quality of the visitor experience would come through the establishment of an "Alternative 4" initiative involving an off-site "Regional Resource Center" facility in partnership with other local/regional organizations and agencies, with such a facility to be located at a site where visitors are likely to be willing to stop and spend time.

3 I'm puzzled by the fact that the "Option #4" proposal, as outlined in the draft plan, seems to presuppose a Calais location for a Regional Resource Center, since my own (admittedly limited) knowledge of the Calais area does not call to mind any significant number of visitor attractions that might be effectively "dovetailed" with an interpretation of the early settlement attempt at St. Croix Island.

4 In my view, a far greater potential for an interpretive center with local/regional partnerships might be found in the Eastport area, for the following reasons.

   > Eastport, by the very nature of its location, is a "destination" rather than a mere pass-through point for virtually all visitor traffic -- a place where visitors are mentally prepared to stop and spend some time.

   > Eastport has a significant number of existing buildings, in the heart of its business/waterfront district, which are available for sale or for lease.

   > Eastport has existing historical organizations, including the Border Historical Society and a fledgling maritime museum, as well as historically-oriented commercial interests (e.g., the Frye Mustard Mill) which might be willing and appropriate partners in a co-sponsored interpretive facility.
Comments by Ron Kley, Museum Research Associates, Hallowell, Maine

Response to Kley comment 1:
The National Park Service anticipates an increase in visitation at the shore parcel when the interpretive trail is in place, directional signs are installed, and publicity and outreach programs are up and running.

Response to Kley comment 2:
This reads as support for Alternative 4.

Response to Kley comment 3:
On the U.S. side of the border, the other notable visitor destination in the Calais Area is Moosehorn National Wildlife Refuge. A regional visitor center in Calais, a significant border crossing point, might attract exhibits by agencies not otherwise visible in the area, such as the U.S. Fish and Wildlife Service, and perhaps a variety of state agencies. With reservations near both Calais and Eastport, Native American groups might wish to be represented in a regional center. Supporters of Alternative 4 are operating under the assumption that a significant number of exhibitors would join the National Park Service in leasing space in a regional facility in downtown Calais.
Eastport's waterfront would support docking and maintenance of small vessels which might offer visitor access to, or around, St. Croix Island.

Eastport currently offers seasonal ferry service which would provide visitors with access to cultural "circle tour" or "side-trip" itineraries including sites on the New Brunswick mainland and/or Campobello Island.

There are several points of interest at Eastport (including the major port facilities, a State Park currently under development, aquaculture operations, and the surviving model of the Quoddy Tidal Power Project) which provide modern examples of human use of the environment -- a theme which ties in well to the story of earliest exploration and settlement of North America.

Still other examples of natural resource uses in the environment of the St. Croix River and Passamaquoddy Bay, which might be incorporated into an interpretation of regional history as related to environmental resources, include the fishing and sardine canning industries of Eastport and Lubec, and the granite quarrying and stone cutting industry of the "Red Beach" area.

The proximity of the Pleasant Point Passamaquoddy Reservation to Eastport creates an opportunity to involve a Native American Community in the interpretation of earliest European contact -- an important component of any balanced interpretation of the St. Croix Island site in particular or early European exploration and settlement in general.

Of course, since I cannot claim a detailed knowledge of additional or alternative options which may have been considered in the course of your planning project, it may be that all of the above is merely a rehash of ideas that were proposed, considered and rejected earlier as being inappropriate or unworkable.

In any case, I wish you every success in your agency's efforts to preserve and interpret the unique cultural resource represented by St. Croix Island.

Sincerely,

Ron Kley

P.S. I note that the general area map included on p.3 of the draft plan shows "Black's Harbor" as a New Brunswick location. For the sake of diplomacy in your efforts to emphasize the international character of the St. Croix Island site, I would suggest that this site be designated, in future maps, by the preferred Canadian spelling -- Black's Harbour.
Response to Kley comment 4:
For the reasons you mention, along with others, there is good reason for Eastport to seek to establish a regional visitor center of its own. Regarding a connection with Saint Croix Island IHS, however, there would seem to be much less of a tie to Greater Eastport than to Greater Calais.

Response to Kley comment 5:
We acknowledge the misspelling of Blacks Harbour in New Brunswick.
Please consider this as an addendum to our recent reply to your request for comment about 1, 2, 3, and 4 in your recent IHS Park proposals.

1 At a meeting of this Society Board and general membership it was voted that if number 3 Alternative (which you prefer) is to be the final conclusion from the various alternatives, then we feel strongly (100%) that there should be a Park presence at the Maine State Tourist Center in Calais. The use of the basement there with displays, videos, Island village models, manikins, native American artifacts, etc. could capture, with proper signage on routes 1 (both sides of River), and 9; the interest and visitation of many more people than exposure only on route 1 at Red Beach.

The cost of the displays would be one-time, with perhaps minor changes each year or so, and the space rent should not be excessive. No permanent employee should be necessary. Facilities such as rest rooms, maintenance and cleaning are already there.

Supervision of the area should not be difficult from the Red Beach location, (9 miles).

We do not believe that this plan would detract from the number of visitations at Red Beach. It should act as a teaser and will probably attract an increased number of visits to Red Beach for the attractions at Calais would be only visual, whereas the visit to Red Beach would be visual reality and physical, (walking in the footsteps of Champlain/DeMonts.)

Many more travelers will learn of the important history that took place on the Island because of the Calais location at routes 1 and 9. This would be a plus for the Park Service, historians, local businesses, and the traveler who would leave with a richer experience for having stopped at Calais and Red Beach.

2 Please give this alternative (3 1/2) your utmost consideration.

Sincerely,

C.B. Livingstone, Pres.

[Signature]
Comments by C. B. Livingstone, President, St. Croix Historical Society, Calais, Maine

Response to Livingstone comment 1:
A “teaser” exhibit in the Maine Tourist Information Center in Calais is an integral part of Alternative 2, and Phase 1 of Alternatives 3 and 4.

Response to Livingstone comment 2:
This reads as support for Alternative 3.
St. Croix International Waterway Commission

November 18, 1996

Acadia National Park
Attn: Saint Croix Island IHS GMP/EIS
Box 177
Bar Harbor, ME 04609

Dear Mr. Haertel:

Our Commission is offering general comment on the National Park Service's draft general management plan and environmental impact statement for the Saint Croix Island International Historic Site, with a focus on the interpretive aspects of the plan.

1 Firstly, we greatly appreciate the thought and work that has gone into this initiative. Particularly, we commend the Service's growing effort to involve the local public in planning for this significant, but to date under-acknowledged, international site. The development of an effective partnership between area interests and the National Parks Service is critical to the long term success of any plan for this site.

2 One of the most important phrases in the draft plan appears on page 24: "Appropriate and compelling interpretation of the site is a high priority in order to underscore its international historic significance." We feel that any interpretive plan undertaken for the site must be both appropriate and compelling, i.e. addressing adequately the practical and the philosophical needs of interpretation. We also feel that it must include an interpretive center as a necessary focus for programming and recognition, and that this center must be fully operational no later than in 2003. Our comments below are made in light of these objectives.

3 Alternative 1 does not fulfill the transboundary agreement the National Parks Service has entered into for interpretation of the site, nor the public's expectations for management of the nation's only international historic site. We feel this option is not appropriate to pursue.

4 Alternative 2 offers excellent interpretive components that should be included in any final plan. The "walk in the footsteps" trail at Red Beach, the exhibit area in Calais and interpretive actions on the island itself, including a flag, will all help to tell an appropriate and compelling story of the site -- and should be undertaken as quickly as possible.

5 However, this alternative, in itself, falls short of what we feel are the minimum acceptable requirements in a final management plan for parking at Red Beach, for an interpretive center and for outreach programming. The inadequate parking facilities -- under-represented in an analysis that does not take into account use by oversized vehicles or daily attendance curves or increased length of stay due to expanded interpretation -- are a critical shortcoming that cannot be addressed within the limited space of the site's existing shoreland parcel. Unless the State of Maine and the National Park Service will develop an inland parking lot and a connecting

Box 610, Calais, ME 04619 USA

Telephone: (506) 466-7550 Fax: (506) 466-7551
COMMENTS AND RESPONSES

Comments by Lee Sochasky, Executive Director, St. Croix International Waterway Commission, Calais, Maine; Letter 1

Response to Sochasky comment 1:
The National Park Service has sought input from local agencies and organizations throughout the planning process. The National Park Service wholeheartedly supports the idea of regional cooperation and partnerships.

Response to Sochasky comment 2:
The National Park Service agrees that educational programs and services at Saint Croix Island IHS must be both appropriate and compelling. Ideally, such programs and services run more smoothly when an indoor visitor facility is available. Both Alternatives 3 and 4 contain proposals for such facilities. Whether either proposal could be designed, funded, and completed within six years to meet the deadline suggested here is uncertain. Such a center would undoubtedly provide a focus for activities during the 400th-anniversary year (2004). Funding of a visitor center in Red Beach would require Congressional appropriation; funding of a regional visitor center in Calais would take a high degree of fiscal cooperation between a number of partners on local, regional, state, and federal levels. Given the pressures on government at every level to reduce expenditures, the National Park Service aims to have a ranger station in the Tract 01-105 house and the interpretive trail in place on the shore parcel by the quadricentennial year, 2004.

Response to Sochasky comment 3:
The National Park Service agrees that maintaining the status quo as proposed under Alternative 1 is the least desirable of the four options put forth in the draft general management plan because it neither protects nor interprets the historic resources of the site in an adequate manner. It is included as a basis for comparing the different alternatives, and possibly as a default option in case there is no public or governmental support for any of the other alternatives.

Response to Sochasky comment 4:
The National Park Service agrees with this assessment of Alternative 2, which it considers to be the minimally acceptable option for managing Saint Croix Island IHS. The provisions of Alternative 2 form the basis of Phase 1 of both Alternatives 3 and 4.
pedestrian tunnel under Highway #1, the acquisition of additional land to expand parking on the shoreland side of the highway should be, in our view, a mandatory part of any site plan.

The draft documents have confused some readers by the repeated statement that later options "incorporate all actions of alternatives 1 and 2". Clearly, as Alternative 1 is 'no action' and Alternative 2 includes significant interpretation and some infrastructure actions, this statement is inaccurate. We believe the National Parks Service's intent is that the later options incorporate all actions of Alternative 2, and comment accordingly.

Alternative 3 proposes Alternative 2 as an interim phase, including the interpretive trail at Red Beach, exhibit area in Calais and panels and flag on the island. It then addresses Alternative 2's shortcomings for on-site parking, an interpretive center and outreach programming in a final phase. This Alternative, in our view, offers significant longterm advantages in interpretive integrity (major interpretive components are linked, within direct view of the island), site management (improved on-site staffing) and operational efficiency (interpretive and maintenance components are together, with resultant multiple-use and combined-cost savings).

We feel that Alternative 3, if developed cooperatively and with an on-going role for the interested people of the area, has the best potential to provide, over the long term, the appropriate and compelling interpretation that the St. Croix Island International Historic Site deserves. It also, in our view, has the greatest likelihood to be implemented in full prior to the 400th anniversary celebrations in 2004. For the above reasons, Alternative 3 has this Commission's general support at this time.

Alternative 4 also proposes Alternative 2 as an interim phase and then addresses all of the noted shortcomings, except for on-site parking, in a final phase. We believe that a parking and turning area at Red Beach adequate for the numbers and sizes of vehicles that will visit that site is essential, and must be added to Alternative 4 if it is selected.

Alternative 4 would, if implemented fully and effectively, expose a greater number of people to the Island's history by drawing them into a larger resource center at the junction of the primary travel routes. It would, however, not have the same opportunity for integrity of interpretive experience, staffing and resource management for the International Historic Site as would Alternative 3. Certainly the suggested higher cost of Alternative 4, which may be a concern for initial development and longterm operation, could be reduced in part by planning a more modestly sized interpretive and office area comparable to that in Alternative 3.

We are concerned that without current indication that a local developer is willing to build or redevelop a suitable building for a regional resource center, and without a conditional commitment from a potential major co-tenant such as Moosehorn National Wildlife Refuge to share this facility, the likelihood of realizing this option in full before the 400th anniversary is uncertain. Additional information and commitment from potential partners in a shared facility needs to be secured quickly, we feel, if Alternative 4 is to be selected and completed by 2003. We hope these details will be forthcoming from local interests to add support for the consideration of this option.

The Commission is prepared to support any option that offers the interpretive and protective actions of Alternative 2, fully adequate parking at Red Beach, a significant outreach program and a suitable, housed interpretive facility, providing that there is a realistic expectation
Response to Sochasky comment 5:
The National Park Service agrees there is insufficient room for parking on the present parcel. For that reason it is necessary to acquire more land within the IHS boundary.

Response to Sochasky comment 6:
The National Park Service’s intention was that Alternative 1—No Action would be rendered void by implementation of any of the three remaining alternatives. In fact, this alternative continues existing management action on the site. Perhaps it would be more accurately titled, “No Significant New Action.”

Response to Sochasky comment 7:
Noted as waterway commission support in favor of Alternative 3. The commission’s reasons for supporting Alternative 3—Visitor Contact Station are shared by the National Park Service. The National Park Service will make every effort to see that Phase 2 is completed by the quadricentennial date.

Response to Sochasky comment 8:
By developing a ranger station on Tract 01-105 (while, at the same time, participating in a visitor center in downtown Calais), the National Park Service will expand parking facilities at the shore parcel.

Response to Sochasky comment 9:
Since the cost of providing space for a regional resource center in downtown Calais would be borne not by the National Park Service but by the regional developers, the relative costs of a visitor center at Red Beach and a regional center in Calais are not directly comparable from the National Park Service’s point of view. The National Park Service agrees that the integrity of the interpretive experience would be compromised if it were split between Red Beach and downtown Calais, as proposed in Alternative 4. Taking these comments into account, the National Park Service now favors a combination of Alternatives 3 and 4 that allows future placement of a visitor center to be contingent on available funding.

Response to Sochasky comment 10:
The expressed hope is noted, but the completion date for a regional center, should it be undertaken, is beyond the National Park Service’s control. Lack of certifiable commitments from potential partners during planning contributed to the National Park Service’s selection of Alternative 3 as its preferred alternative.
that the final plan can be implemented in full by 2003, offer initial and ongoing meaningful roles for local interests, and be maintained at costs for which longterm funding is reasonably secured.

We urge the National Parks Service to work even more closely with local groups to resolve a suitable alternative and then to rally all interests to begin cooperative action, in partnership, to realize the mutual goal of appropriately recognizing and interpreting St. Croix Island's significance to our continent's heritage.

The Commission remains willing to assist in achieving this goal in any way that it can.

Sincerely,

Lee Sochasky
Executive Director
Response to Sochasky comment 11:
The Park Service appreciates the support expressed in this comment, realizing it depends on factors for which no guarantee can be made at this time. The size of the parking area at Red Beach will be consistent with the projected need and availability of suitable land for that purpose; development of a significant outreach program will depend on the availability of office space in a facility where staff can plan such a program; there is no way to guarantee completion of either a facility at Red Beach or downtown Calais by the deadline set in this comment. Parks Canada and the National Park Service have agreed that the larger Parks Canada Saint Croix Island IHS exhibit site on Route 127 in Bayside Local Service District will be available for events associated with the quadricentennial celebration.

Response to Sochasky comment 12:
The National Park Service strongly believes in partnerships with local, regional, state, and other federal agencies and groups as a means of accomplishing its mission. In this case, support from such groups leans initially toward development of a regional center in downtown Calais. Now proposing to develop indoor facilities at both Red Beach (ranger station) and Calais (visitor center), the National Park Service will work closely with local groups to implement that plan as a reality. If it should become evident that a regional center is beyond the means of such a partnership, then the National Park Service will undertake to develop a smaller visitor center at Red Beach with National Park Service appropriations.
Mr. Paul Haertal  
Acadia National Park  
P. O. Box 177  
Bar Harbor, ME 04609

Re: Saint Croix Island International Historic Site GMP/EIS

Dear Mr. Haertal:

Our Commission has already made formal comment on the alternatives presented for interpretation of the Saint Croix Island International Historic Site. These are additional thoughts and suggestions of my own that you may wish to consider for the final GMP/EIS, or in subsequent planning. They are meant in a helpful and supportive vein, in spite of the fact that many seek to correct or improve points in an already strong and positive text.

In the order of pagination in the full length draft plan.

p. 1-2. For orientation to the plan, this would be a useful place to print the site map (this map doesn’t appear until p. 41 in the current draft).

p. 4 end of first paragraph. Moosehorn NWR includes large land parcels both west and south of the IHS.

p. 5 last paragraph. Marine mammals are protected now. It would be better to say something like “...reduced by hunting in times past.”

p. 23 under Facilities. To recognize a planning issue that was raised regularly, you might include in the first sentence mention that there is limited parking.

p. 24 under 400th Anniversary. As the NPS’s plan for participation in the 400th is not included in this 10-year plan, I feel think it would be very helpful to suggest here that an addendum to the document, outlining specific additional activities etc for the 400th, will be prepared at a later date.

p. 36 paragraph 4, starting with line 4. Three of the last four sentences in this paragraph are inaccurate. Call me if you wish specifics. In the interim, I suggest an alternative text: “... Calais, St. Stephen and St. Andrews. Improvements in water treatment at these facilities have markedly improved water quality in the river and estuary, allowing the restoration of Atlantic salmon to the system. However, fecal coliform levels are still too high to permit the unrestricted harvesting of softshell clams (St. Croix International Waterway Commission 1993:12, St. Croix International Waterway Commission, 1995 Annual Report [1996]:4-5)
Comments by Lee Sochasky, Executive Director, St. Croix International Waterway Commission, Calais, Maine; Letter 2

Response to Sochasky comments in general:
The Park Service appreciates this close reading of the draft document, and plans to incorporate these suggested corrections in the final document.

Response to Sochasky comment 1:
The inclusion of specific activities for the 400th-anniversary celebration is beyond the scope of a general management plan, which aims to identify broad areas of management concern without stipulating explicit details of how such concerns are to be dealt with by site managers. Several broad areas of consideration are included in part three of this document, the long-range interpretive plan. National Park Service staff will work with community groups and Parks Canada to plan an appropriate celebration in 2004.
paragraph 5. It would be more accurate to say "Due to commercial shipping...". The view that this is 'extensive' is highly subjective, and better left unsaid.

paragraph 7. I recommend altering the sentence to note only the first supposition, i.e. to read "suggest that the island is surrounded by a rich subtidal estuarine community." I can find no substantiation among fisheries officials or fishermen for the second supposition. The fact that the immediate area around the island supports commercial fishing for scallops, urchins and crabs at present supports the first view and explains the high number of shells.

p. 37 paragraph 1. The end of the last sentence would read more accurately, "...but that proposal is still under study."

paragraph 5. An inaccuracy would be corrected by this re-wording: "...a paper mill at Woodland, Maine; a nuclear power plant at Point Lepreau, New Brunswick; a fossil fuel power plant at Coleson Cove, New Brunswick; and an oil refinery at Saint John, New Brunswick. The three Canadian emission facilities..."

p. 38 paragraph 5. The communities of Alexander and Robbinston have their own elementary schools, however Calais provides high school services for all of the named communities. It would be appropriate to revise the first sentence to reflect this.

p. 43 under Visitor Access. the last line should record that Parks Canada has developed an exhibit (past tense), as this is now in place.

p. 50 bullet 4. I feel it is unduly restrictive to state "...but does not duplicate..." as some duplication in interpreting the same site is inevitable and appropriate. I suggest deleting these four words.

p. 59 paragraph 2. At the end of the first sentence, restore the missing words, "...Tourist Information Center." (I did note other typographical errors; let me know if you wish to have these)

2 p. 60 under Visitor Use, island parcel. I think it would be realistic to recognize that visitor use of the island will increase, notably in 2003-2005. The management plan should recognize this and incorporate planning, or at least policy, for increased use by tour operators and individual boaters.

3 under Visitor Use, shore parcel. The assumption that a 10-car parking lot could serve 160 cars per day adequately is, in my view, on shaky ground. I would appreciate learning how this calculation reflects such usage factors as 1) daily and seasonal use curves, 2) projected number of oversized vehicles occupying multiple spaces for parking/turning and 3) increased length of stay due to new interpretive exhibits. Any plan for the Red Beach site should have both well-supported calculations for on-going parking capacities and an additional plan (or at least recognition of a need) for handling a traffic peak around 2004.

While I won't offer additional ideas on alternatives for interpretive facilities at this juncture, I do suggest that two actions be given greater consideration in any final plan:

4 1) In interpretation, the significance of the 1604-1605 settlement in laying the foundation for the US/Canada boundary. While this is just one of many inter-connected sub-themes currently set to receive minor mention in the interpretive plan (see p. 117), it will, in my experience, directly influence more site visitors than the francophone aspects. If giving more profile to this interesting sideline -- an impact of the 1604 settlement that is here, now and part of daily events -- will make more 'average' passers-by explore and remember the island's history, then I believe it is worth doing so.
Response to Sochasky comment 2:
Tour operators wishing to use the quadricentennial year as an opportunity for landing parties on St. Croix Island would have to contact the Superintendent, Acadia National Park, several years in advance to apply for a permit. It is beyond the scope of a general management plan to outline the procedures and restrictions governing such an application. The general management plan establishes a general policy that commercial tours will not be allowed to land in order to protect island resources. The National Park Service has no jurisdiction over tour operators that circle the island without landing. It should be noted that tours originating in Canadian waters must contact the United States Customs Service before making plans to land on St. Croix Island.

Response to Sochasky comment 3:
The 160-cars-per-day figure was based on an estimated stay of one-half-hour in a parking area accommodating ten cars where visitation was evenly spaced throughout an eight-hour day—clearly, a rough estimate. The hard data on which to base accurate daily and seasonal use curves five years in advance does not exist, so it is not possible to provide the well-supported calculations this comment requests. Constraints that limit the size of parking facilities at the shore parcel will be the same in the future that they are today. There is an upper limit to the amount of additional parking that can be provided. A demand exceeding that limit will not result in its being raised. The National Park Service does not foresee any possibility of shuttle service from satellite parking areas. The National Park Service and Parks Canada have agreed that the Saint Croix Island IHS interpretive site on Route 127 in Bayside, New Brunswick, is the more suitable site for holding events associated with the 400th-anniversary celebration. Parking is limited there, too, probably necessitating overflow parking. The celebration will be of relatively short duration, however, so the condition is not likely to become chronic.

Response to Sochasky comment 4:
Identification in the 1790s of the ruins of the 1604–05 settlement led to the rediscovery of which river was the St. Croix of old. The comment is well taken, and the role of St. Croix Island in resolving the dispute over the location of the international boundary will have prominent mention in interpreting the island’s place in history. The National Park Service mission at the site, however, remains tied to the events of 1604–05.
2) In promotion, an off-site information (i.e. marketing and promotion) program should be visibly included. One of the reasons for low visitation at Red Beach has been the lack of off-site information. As part of this program, a brief promotional flyer should be placed in TICs, at parks at Campbello and Acadia, with local accommodation providers and with regional tour operators. The new interpretive brochure should also be given wider distribution and should indicate clearly where to find the Red Beach and Bayside sites. Adequate advance highway signage should be erected.

I will conclude at this point with a sincere offer to continue to help in any way possible with the development and delivery of a strong management plan for St. Croix Island International Historic Site. Please do not hesitate to call on me and on the Waterway Commission.

Sue Bochanski
Response to Sochasky comment 5:
The National Park Service agrees with these comments. Currently, a site brochure is distributed; a new joint National Park Service–Parks Canada bilingual brochure is planned. New directional signs are an integral part of the National Park Service’s plans for managing the site.
November 23, 1996

Acadia National Park
Attention: Saint Croix Island IHS GMP/EIS
Post Office Box 177
Bar Harbor, Maine 04609-0177

Re: Saint Croix Island IHS

Gentlemen:

Thank you for the opportunity to review your current proposal for the future development of the subject site. You are to be complimented on the thoroughness of your study.

Acknowledging a paucity of information concerning Saint Croix Island, we are indebted to Mr. Edwin A. Garrett, IV of Bar Harbor for providing us with his own comments on the subject, as well as a copy of the treatise by R. D. and J. I. Tallman titled THE DIPLOMATIC SEARCH FOR THE ST. CROIX RIVER, 1796-1798 which appeared in the journal Acadiensis I (1972) : p. 59-71. Clearly, the island has historical significance with respect to the ultimate establishment of the international boundary between the United States and Canada.

We wish to support Mr. Garrett's position as expressed to you and encourage you to publicize this little known information as you develop your plan. To do so can only enhance a visitor's interest in Saint Croix Island.

Sincerely,

James Thongton II
General President
Comment by James Thorington II, General President,
The General Society Sons of the Revolution, New York, New York

Response to Thorington comment 1:
Noted. The role of St. Croix Island in rediscovery of which river aptly bore the name "St. Croix," and was therefore the U.S.–Canadian border, will be incorporated as an integral part of the interpretive program for the site.
Dear Mr. Haertel:


As noted in your document, federally-threatened bald eagles (Haliaeetus leucocephalus) have nested on Saint Croix Island as recently as 1993. Since 1994, the eagles have nested on the mainland, approximately 0.75 miles north of the NPS shore parcel. We do not anticipate that any of the proposed alternatives will affect the nesting bald eagles.

In addition, we do not anticipate any adverse affects from the proposed alternatives on Atlantic salmon (Salmo salar) within the St. Croix River system. However, for the purposes of the final EIS, we would like to clarify the current status of the salmon in Maine. On September 29, 1995, the USFWS and the National Marine Fisheries Service proposed to list the salmon in seven Maine rivers as threatened species under the Endangered Species Act of 1973, as amended. These seven rivers include: the Sheepscot, Ducktrap, Narraguagus, Pleasant, Machias, East Machias, and the Dennys Rivers. Salmon in Tunk Stream, and the St. Croix, Penobscot, and Kennebec Rivers, were designated as category 2 candidate species. Category 2 was reserved for species where information indicated that listing may have been appropriate, but for which further information was still needed. Although the Services encourage consideration of the salmon in these four rivers during environmental review, the USFWS no longer maintains a list of category 2 species.

Preparation of a Biological Assessment or further consultation with us under Section 7 of the Endangered Species Act is not required. Should project plans change, or additional information on listed or proposed species becomes available, this determination may be reconsidered.
A list of federally-designated endangered and threatened species in Maine is enclosed for your information. Thank you for your cooperation and please contact Linda Welch of our Maine Field Office at 207-827-5938 if we can be of further assistance regarding endangered species.

Sincerely yours,

Michael J. Bartlett  
Supervisor  
New England Field Office

Comments by Michael J. Bartlett, Supervisor, New England Field Office, U.S. Fish and Wildlife Service

Response to Bartlett comments 1 and 2:  
The National Park Service accepts these comments by the U.S. Fish and Wildlife Service.
Mr. Paul F. Haertel  
Superintendent  
Acadia National Park  
Post Office Box 177  
Bar Harbor, Maine 04609

Dear Paul:

Thank you for informing us of the public comment period on the draft general management plan (GMP) and environmental impact statement (EIS) for St. Croix Island International Historic Site. We are writing to ask that the National Park Service (NPS) give serious consideration to the feasibility of a regional visitor’s center in Calais.

We share the interest of the NPS in providing appropriate commemoration of the quadricentennial anniversary of the settlement on St. Croix Island, which will occur in 2004. Accordingly, we support fulfilling that commitment in two steps. First, we recommend that the service implement Alternative 3, Phase I, which would establish an interpretive trail on the mainland across from the island. In addition, we understand that some local, state, and federal entities are interested in further exploring the possibility of constructing a regional visitor’s center in Calais. As a second step in this process, we strongly support providing these groups with an opportunity to pursue that possibility and encourage NPS to postpone a decision on the location and design of the visitor’s center (Alternative 3, Phase II) until their efforts are complete.

As you know, federal funding for public projects such as this will continue to be limited, so we believe that presenting the strongest possible plan for St. Croix will be critical in obtaining funds. Since we are confident that this is the goal of NPS, we encourage further examination of the potential benefits of Alternative 4 to the entire region. Additional efforts are necessary to determine the level of support for a multi-purpose, regional visitor center in Calais.

We appreciate this opportunity to comment on the GMP and EIS for St. Croix. We hope that you will continue to keep us apprised of progress in the important effort to enhance NPS interpretive facilities at St. Croix as the quadricentennial celebration approaches.

Sincerely,

OLYMPIA J. SNOWE  
United States Senator

WILLIAM S. COHEN  
United States Senator
Comments by United States Senators Olympia J. Snowe and William S. Cohen

Response to Senators Snowe and Cohen comment 1:
The recommendation is to use Alternative 3 as a backup for Alternative 4 in case obstacles preclude its full implementation. This idea is in line with several other comments received from state and local groups. Although the National Park Service believes Alternative 3 offers the fullest and most integrated visitor experience, it is willing to defer decision on location of an indoor visitor facility until potential partners fully assess the feasibility of a regional visitor center in Calais.

Response to Senators Snowe and Cohen comment 2:
The question of where best to locate an indoor visitor facility comes down to which has the greater educational benefit, proximity to St. Croix Island or proximity to a larger flow of traffic? Tying the location of an indoor visitor facility to a possible economic boost for downtown Calais adds weight to the downtown choice. The Park Service has the clear duty of protecting natural and historic resources within its jurisdiction, while conveying an understanding and feeling for the significance of those resources to the public. The National Park Service does not turn a deaf ear to hopes for an upturn in the Calais economy, but it questions whether Calais should pin its hopes on the National Park Service and other partners in a downtown Calais facility that may or may not bring the desired economic benefit to the city. The National Park Service does want to support Calais, while at the same time offering a high-quality visitor experience at Saint Croix Island IHS. To pursue both these goals, National Park Service site managers have decided to combine Phase 2 of both Alternatives 3 and 4 in developing a ranger station in Red Beach for on-site administrative purposes while developing a visitor center in Calais through partnerships with local, state, and other federal agencies if feasible.

The focus of the National Park Service is on the story and legacy of the Saint Croix habitation of 1604–05. By participating in a regional visitor facility in Calais, the Park Service would have access to the maximum number of visitors, many of whom would complete their experience by viewing St. Croix Island from either the complementary National Park Service facility in Red Beach or the Parks Canada exhibit in Bayside, Charlotte County, New Brunswick. With the story of the Dugua habitation fresh in their minds, visitors could cement it in their experience while gazing out at the island from a vantage point where French settlers actually stood in 1604–05.

Response to Senators Snowe and Cohen comment 3:
The National Park Service welcomes the interest and backing of Maine's two Senators for this project.

Note:
Senator Cohen was appointed to the post of Secretary of Defense during President Clinton's second term.
I am writing to offer my comments on the draft general management plan (GMP) and environmental impact statement (EIS) for St. Croix Island International Historic Site. I ask that you give thorough and serious consideration to locating a regional visitor's center for the St. Croix site in Calais.

I applaud your desire to provide appropriate commemoration of the 400 year anniversary of the settlement on St. Croix Island, which will occur in 2004. I support fulfilling that commitment in two phases: first, implementing Alternative 3, Phase I, which would establish an interpretive trail on the mainland across from the island, and second, providing those local, state and federal agencies interested in pursuing the possibility of a regional visitors' center located in Calais with time to explore that option. I strongly encourage the National Park Service to postpone a decision on the location and design of the visitor's center (Alternative 3, Phase II) until their efforts are complete. If they are successful, a visitors' center in Calais would offer mutual benefit to both the city and to the historic site.

I will be interested to learn of your progress, and I join with you in anticipating an outstanding quadricentennial celebration.

With best regards, I am

Sincerely,

Susan M. Collins
United States Senator
Comment by United States Senator Susan M. Collins

Note:
Senator Collins was elected to the seat vacated by Senator Cohen on November 5, 1996, and did not take office until after the close of the comment period.

Response to Senator Collins comment 1:
Senator Collins's comments are in agreement with those made by Senators Snowe and Cohen during the 45-day comment period. The Park Service looks forward to working with her and Senator Snowe on this project in coming months and years.
SAINT CROIX ISLAND
INTERNATIONAL HISTORIC SITE
CALAIS, MAINE, USA

SUMMARY
DRAFT GENERAL MANAGEMENT PLAN AND
DRAFT ENVIRONMENTAL IMPACT STATEMENT

PUBLIC COMMENT FORM

The National Park Service would like to receive your response to the alternatives proposed in this document. We invite you to fill in the blanks below, and then to fold in half, seal, and return this page to the address printed on the reverse side by November 25, 1996.

Alternative 3—NPS Contact Station.
What do you particularly like about the preferred alternative?

B. Since you’ve got me convinced on it, especially after reading the final draft.

What would you change in Alternative 3? I wouldn’t change it, but I would like to see more emphasis on the “Interpretive Trail.” I feel that it should be on the main island portion. The interpretive center could be reduced somewhat. I can’t pinpoint exactly where, however.

Check here if you would like to receive the full Draft General Management Plan and Draft Environmental Impact Statement for review and comment by November 25, 1996.

National Park Service
Acadia National Park
P.O. Box 177
Bar Harbor, Maine 04609-0177

As far as the island itself is concerned, it absolutely should have a monument to the buried dead out there. A tall (30 ft.) obelisk spine of granite would pinpoint the island from the mainland. After all, those poor brave men were the ones who actually made the history. You’ll be getting an official letter from our historical society on this very shortly.

212
Comments by Bernette Albert, Madawaska, Maine

Note:
Though this comment was submitted on a public comment form bound with the Summary Draft General Management Plan and Draft Environmental Impact Statement, it is based on a reading of the full draft document.

Response to Albert comment 1:
It is difficult to imagine a visitor to the shore parcel not taking advantage of the interpretive trail to learn through direct experience about the history and significance of the site. In comparison with passive displays and exhibits in a visitor center, it could well be seen as the “main attraction,” preparing visitors for a view of St. Croix Island.

Response to Albert comment 2:
The National Park Service intends the entirety of St. Croix Island to serve as a monument to the company of explorers that braved the winter of 1604–05 in a determined effort to lay the groundwork for a French colony in North America. That is the reason behind removing the light station oil house (and possibly the boathouse) as a potential detractor from the desired sense of reverence the Park Service wishes to establish. When the Coast Guard agrees, the navigational beacon will also be removed. Instead of placing a monument on the island, the National Park Service will work with volunteers to create a quiet space on the mainland where visitors can contemplate the sacrifice and contribution made by the band of 79 Frenchmen under the leadership of Pierre Dugua Sieur de Mons.
In one article I read that maybe a French Flag should be flown in honor of this settlement, but the question arises, which French Flag should be exhibited. The current Tri-Color dating back to the French Revolution, or the Gilded Lillies of Royalist France, or perhaps the French of the sixteen hundreds had a different flag. Personally I think "Old Glory" all by itself would look just fine. Also, I would like to know who changed the name of this Island and when was it changed to Saint Croix Island.

In my early memories, and in the memory of my family who grew up on the shores of the Saint Croix River opposite this Island, the name has always been "Dochet Island" pronounced (Doe-she).

In 1855, a Lighthouse was erected on Dochet Island. According to the publication "Great American Lighthouses" by E. Ross Holland Jr., this lighthouse was identified as the Saint Croix River Light on Dochet Island, in the U.S. Government Light List. Because of its proximity to Canada, it occupied the number one position in the Light List, during its more than 100 years of active service, before the lighthouse was replaced by an
Comments by Les Cook, Brentwood, New York

Note:
Though not initially written as a comment on the Draft General Management Plan and Draft Environmental Impact Statement for Saint Croix Island IHIS, Mr. Cook subsequently submitted it without alteration for that purpose.

Response to Cook comment 1:
Old Glory would certainly look fine, but it would be an inappropriate flag to fly if it were the only one on the island. The island is historic because of what the French did there in 1604–05, long before the United States of America came into being. If a flag is to be flown, it will be selected because of its association to events initiated by the French in the first decade of the 17th century.

Response to Cook comment 2:
Champlain’s map of 1632 clearly shows the island labeled *Isle de sainte Croix*, the name given it by Pierre Dugua in 1604. Dochet Island has been the name adopted locally for almost 200 years, but as Ganong relates, “At the Tercentenary Celebration at the Island on June 25, 1904, a resolution was proposed and adopted to call the Island henceforth by its original and historic name St. Croix Island” (1945:23).
Knowing this and in view of the maritime history of Calais that had as many as 1,177 vessels clearing this port city in 1874, all of which had to pass by Dochet Island both entering and leaving port. The fact that Red Beach had living on its shores in the shadow of Dochet Island at least 25 sea captains, and countless sea officers and seamen, I think this island should again be called "Dochet" and be celebrated for its true and most important history, that as a "Guiding light and welcome sight to our sea going forebears and relegate the French Settlement to the position of interesting foot note.

Use the 250 thousand dollars of the General Management Plan to restore this island to its former glory. If this can not be done, then just leave beautiful "Dochet Island" alone.

Les Cook
Response to Cook comment 3:
That the island is historically significant primarily because of St. Croix River Light Station, and that the French settlement of 1604–05 should be relegated to a footnote, is a position opposite to the one held by the National Park Service and by Parks Canada. It is also contrary to the mandate given to the National Park Service by Congress regarding St. Croix Island. The role of the light station in its time should not be underestimated, but compared to the experiential learning the French took with them from St. Croix to Port Royal, and from Port Royal to Québec—allowing them to establish a continuing, year-round presence in the “New World”—the entire 120-year history of the light station made less of a contribution to the modern world than did the events of a single year in 1604-05. In living memory the light station may seem more significant, but over the span of 400 years, many people would see the tentative French settlement as having had more important and lasting results.

Response to Cook comment 4:
As proposed in this comment, Alternative 5 would be an initiative to rebuild St. Croix River Light Station as it was before it burned in 1976. This alternative is supported by only one respondent. The proposed default, “just leave beautiful ‘Dochet Island’ alone,” is essentially what the National Park Service is proposing under Alternatives 2, 3, and 4.
22 October 1996

St. Croix Island International Historic Site
C/O Acadia National Park
P.O. Box 177
Bar Harbor, Maine 04609-0177

Reference: Draft General Management Plan
Draft Environmental Impact Statement

Dear Sir or Madam:

That which immediately struck me as I studied the Draft General Management Plan, etc. for Saint Croix Island was the extremely unthinking and insensitive acronym applied to the project! In an age such as the present the choice of “IHS” most probably proceeds more from ignorance than from contempt toward two thousand years of Christian history. During those two millennia “IHS” in Eastern Orthodoxy and Western Christianity whether Roman Catholic, Anglican or Protestant has been the abbreviation of the Holy Name of Jesus! “IHS” is none other than iota, eta, and sigma--the first three letters in Greek of “Iesous” made even more obvious by the Roman alphabet capital letters which have always been used thus to correspond with the Greek. In view of the fact that you are obviously bending over backwards to avoid giving offensive to “Native Americans” I request that you do the same toward Christians of whatever race, denomination, or nationality. A very simple solution--especially in view of the predominantly French focus--would be to use “Place Internationale et Historique” or “PIH”.

On page iii the opening paragraph of the Introduction in the second sentence implies that Sieur de Mons’ Sainte Croix year-long settlement was the first attempted by either England or France. That is incorrect; there were the two attempts on Roanoke Island, Virginia, in 1584 and 1587 both of which endured for about the same time as that on Dochet Island. The 1584 experience had survivors rescued by Sir Francis Drake to tell the tale; the 1587 colonists were probably taken hostage by the Indians...the buildings were in ruins.

It may be that acquaintance with the very poorly written and inadequately researched Significance of St. Sauveur Mission by Lenard E. Brown issued by the National Park Service in 1970 makes me overly sensitive to statements in the present document. I found the 1970 pejorative words applied to English response to encroachment by the King of France quite uncalled for and contrary to good scholarship. Let me say immediately that I have
Comments by the Reverend Edwin Atlee Garrett III, Bar Harbor, Maine

Response to Reverend Garrett comment 1:
Dictionaries of acronyms list thousands of acronyms having different meanings for workers in a variety of disciplines. ERA, for instance, can be read as "earned run average" or "Equal Rights Amendment," depending on the context. In the context of the National Park Service, IHS stands for International Historic Site, of which Saint Croix Island IHS is at present the sole example. If offense at this usage is taken, it is certainly not intended.

Response to Reverend Garrett comment 2:
The wording referred to, "Sieur de Mons' outpost was one of the earliest European settlements in North America," is not meant to gloss over similar efforts by either the English or the French. To the contrary, it singles out the Saint Croix habitation as one among other comparable attempts.
17th century French Huguenot ancestry as well as late 18th century French Roman Catholic ancestry originating in Bordeaux. For reasons I shall set forth later I feel that these two French traditions of equal merit should neither be allowed to overwhelm the other nor should the distinction be unrecognized...as in the Brown manuscript which ignored the Huguenot majority and said the Jesuits (regarded by the Royal Governor as serious troublemakers) were unwelcome at Port Royal due to “liberal Catholics”. In the...

Introduction on page iii, therefore, precisely what is meant by “formed foundation for an enduring French presence in North America”? Does that include me? Or does it mean people like Paul Revere, Elias Bordinot, etc. who were closer to such ancestry by four or five generations? Or must one be a Francophone? Or is it limited to Québécois? Has it taken into consideration the fact that many French-speaking Protestants from the continent and Anglican Channel Islanders ceased to be Francophone in the generation after the Province of Québec in the late Nineteenth Century delivered all French language education into the control of the Roman Catholic Church?

On page iv the vegetation is identified with that “typical of eastern coastal Maine.” This seems a bit chauvinistic. I have noticed the same flora in Charlotte County, NB, as is to be observed in Washington County, Maine.

“...perhaps imagining themselves from the perspective of a Native American or 1604 French colonist” is the romantic way in which visitors are supposed to contemplate the island from the American shore (page 1). That requires more than “an attractive, relatively natural setting” for an accurate appraisal. How many will imagine the Native American saying in disgust, “There goes the neighborhood!” Nor can the 1604 French colonist be imagined as anticipating Voltaire’s “belle sauvage” -- that’s why he chose an island where the not-so-beautiful savages could not easily have a surprise attack.

At the top of page 4 it is Fort Beauséjour near Aulac, NB, which is the correct spelling of the French fortress protecting the marshland isthmus between the Cumberland Basin of Chignecto Bay and Baie Vert on the Northumberland Strait. This was the eastern boundary of l’Acadie from 1713 under the Treaty of Utrecht until France ceded all of Canada under the Treaty of Paris in 1763.

Also on page 4 is a statement which I challenge: “During the American Revolution, loyalists used the St. Croix River as a line of sanctuary, some even moving their homes and possessions across the river on barges.” This incorrect statement is most likely related to the total omission of any mention of the 1692 Massachusetts Charter granted by William and Mary. Neither is there any mention of the hostility of James II to the New England colonies’ independent ways. James II’s scheme to stifle New England independence brought about the dispatching of Sir Edmund...
Response to Reverend Garrett comment 3:
The term, “an enduring French presence in North America,” is meant to be broadly interpreted to include Francophones as well as individuals (whether Catholic, Protestant, or members of other religious groups) who can trace a portion of their lineage back to France by any and all routes.

Response to Reverend Garrett comment 4:
We appreciate having this error brought to our attention. The spelling of Fort Beauséjour has been corrected in the final general management plan.
Andros in 1686 to confiscate all charters previous given and consolidate all New England under his authority in a Dominion of New England. You will recall that the Charter of Connecticut was defiantly hidden in the famous Charter Oak at Hartford. Following the “Glorious Revolution of 1688” Andros was imprisoned in 1689 when Mary Stuart and her husband William of Orange became co-monarchs. The charter of 1692 granted by William and Mary consolidated the Plymouth and Massachusetts Bay colonies but also included Maine, Nova Scotia, and all land north to the St. Lawrence. Acadie (New Brunswick, Nova Scotia, Isle St. Jean (PEI), and Isle Royale (Cape Breton), however, still remained French. Establishing as it did the eastern boundary of Massachusetts the Charter of 1692 is extremely important for the history of Down East Maine and the American Revolution; to an extent it is also important for understanding the War of 1812.

Because it in time would also establish the international boundary, the Charter of 1692 is of great importance for the future United States. For this reason I find failure of the draft document to even mention it utterly astounding. From 1779 until 1784 British troops occupied Castine inasmuch as England now embraced the French interpretation of the 1697 Treaty of Ryswick which placed the western boundary of l’Acadie on the east bank of the Kennebec to Moosehead Lake and thence north to the St. Lawrence. A proposal greatly favored by the Loyalists resident in Castine called for the creation of the Province of New Ireland. This draft proposal was developed by wealthy Loyalist John Nutting, a land speculator who had fled to Halifax with General Gage in the 1776 evacuation of Boston, and William Knox, secretary to Lord George Germain and himself a Loyalist refugee from Georgia. Despite the plans developed for this Loyalist Province of New Ireland and the approval of King George, the whole scheme was declared null and void by the king’s attorney general because it would have contradicted the 1692 Charter of William and Mary establishing the eastern boundary of the Province of Massachusetts. The presence of British troops at Castine had been a pivotal part of this plan. It was in 1784, therefore, that the many Loyalists residing in Castine dismantled their houses once standing there, loaded them aboard schooners, and re-erected the houses at St. Andrew’s, Charlotte County, New Brunswick. Indeed, it may be that some houses were moved by barge across the St. Croix. The more important issue which is ignored in the draft document is that of the Eastern Boundary of the United States of America was established at the St. Croix rather than at the Penobscot or even the Kennebec. This is infinitely more important than the information (which is mentioned in a begged question--"no record of activity here... certainly...must have"--on page 10) that some Passamaquoddi at some time might have fished there!

On page 9 you have a double negative in the second paragraph: "none had never established year-round settlements."
Response to Reverend Garrett comment 5:
The offending sentence is now changed to read, "Loyalists during the American Revolution used the St. Croix River as a line of sanctuary, some even moving their homes and possessions across the river on barges." The National Park Service appreciates the commentator's close reading of the draft general management plan. As to the fixing of the boundary between French and English territory at the St. Croix River by the 1692 Massachusetts Charter granted by William and Mary in 1692, that will be dealt with in interpreting St. Croix Island's part in deciding the border controversy of 1797.
My notes (on which this response is based) for page 18 raise the question whether this is intended to be an historical monograph or a sociological ramble. It would take a totally detached person to think anything other than that the Passamaquoddy people through three centuries have suffered grievously. Yet, I must inquire whether that is the focus of this study? To liven up things a bit I'll throw in a bombshell: let's add a section on the persecution of gay/lesbian people through the years in the St. Croix Valley. If akin to other North American Tribes, the Passamaquoddy people probably treated such people far better than either French, British, Canadian, or Americans would have...recognizing in their "different" being something mysterious thereby making them candidates for tribal shamanism. What I read here in this draft is only slightly less off-target than some sort of discourse on the Lenni-Lenape Tribe of the Delaware Valley in the midst of a Report on Philadelphia's Independence National Park! I write this as a priest with a half-century of experience working on behalf our society's outcasts: Black, Indian, children, the elderly, the poverty-stricken, gay and lesbian, and those affected by HIV/AIDS.

If the “Purpose of and Need for the Plan” (page 20) is to foster “understanding and appreciation of the site's heritage” I would strongly suggest consulting at least one recognized academic historian. Under references I see listed Admiral Morison (whom I knew), but the sometime Harvard professor Samuel Eliot Morison has been dead for almost twenty years nor was French settlement really his specialty. How odd that nearby University of Maine professors Alaric and Gretchen Faulkner, authorities in the field of French settlements in Maine, do not appear on the list of consultants.

On page 28, paragraph 3, “French settlers themselves dismantled most of their settlement in the spring of 1605...In 1613, the remaining structures were burned by the English.” This, of course, was part of the orders given to Captain Argall to remove French encroachment. I wonder, however, if this could not be put in a more positive way. Time and generations have passed; those of us with many generations in North America do not wish to “trash" one part of our ancestry to exalt another. At la Fortresse de Louisbourg, for example, there is a century-old monument honoring the New England troops who died there but the newer monuments (erected by the same Society) honor likewise those who served under the banner of France.

On page 29, paragraph 4: bones for 25 years at Temple University, Philadelphia!—apparently the Huguenot Society has nothing of the pressure group power possessed by Native Americans! Imagine that! French bones to which with a bit genealogical research some of us could possibly establish some degree of relationship sit in a box in the NPS Northeast Cultural Resources Center! At the same time bones thousands of years old to which it would be
utterly impossible to establish any sort of relationship except to say that such bones might have come from ancestors of today’s Native Americans have been removed from anthropological collections in museums for ceremonial reburial. Don’t you think some sort of Huguenot and Roman Catholic ceremony should be held over these French bones... perhaps in conjunction with the 400th anniversary? I am all in favor of scientific analysis of “bones” but I do think “sauce for the goose is sauce for the gander.”

Several notes I made are being skipped over, but I will point out that “Lube” is not the name of the Maine town near Campobello Island, NB (page 37, par.6).

As to access to St. Croix Island, perchance direct visitor access should be just as prohibited from the American side as from the Canadian. It would be very instructive if something like the excellent Parcs Canada l’Habitation at Port Royal could be the focus. At l’Habitation the visitor gains a far better understanding of the site due to the replica and costumed Parcs Canada guides than you do at Annapolis Royal which has the 18th century fortifications. Isle de Sainte Croix, nevertheless, is an island not a mainland site. If a constructive education approach was to be taken (but it costs lots of money), a 17th century replica on the mainland of some sort of structure might suffice to convey more than mere words can tell... especially in the case of schoolchildren. Neglecting for the moment whether the “Interpretive Panels” even contain accurate information they remain but lifeless two dimensional tools.

It may be true indeed that Saint Croix Island, “PIH”, “has a special constituency/audience among many Francophone North Americans” (page 47); however, I remind you that there were far more Francophone Protestants a century ago than there are today. This brings me to a very important point once more: St. Croix Island has a significance for ALL THE PEOPLE of both the United States of America and the Dominion of Canada far more important than being the site of an abandoned French settlement of 1604... or a “maybe” Indian fishing hole! IT IS THE FACT THAT ARCHAEOLOGICAL EVIDENCE OF THAT SETTLEMENT SECURELY ESTABLISHED THE EASTERN BOUNDARY OF THE UNITED STATES ON THAT RIVER RATHER THAN ON THE SAINT JOHN OR THE PENOBSCOT OR ON ANY OF THE OTHER SUGGESTED STREAMS BETWEEN THE TWO!

Of the four alternatives presented in the Draft Document, I believe the best is the Third Alternative. The opportunity for historical educational experience is greater with that type alternative than with any of the others. Twenty-five years’ experience with Bar Harbor makes me very aware that “you can lead a horse to water but you can’t make him drink.” I have talked and worked with people during the summers who have explored all the shops, enjoyed dining in various restaurants, display an addiction to lobster, and on their last morning ask how many
minutes it will take for them to drive through the Acadia National Park before they had to leave for Bangor to fly home! The Draft Document mentions restrooms, seating, play structures, and drinking fountains as “amenities”--believe me, having guided many bus tours through the years, rest rooms aren’t amenities... they are NECESSITIES! And that is for the very age group which you assume will be the major visitor category.

I thank you for the opportunity to review the Draft General Management Plan and the Draft Environmental Impact Statement. I know from academic study in years past and graduate level study utilizing original source material that errors of statement concerning historical event or actions taken by individuals in relationship to such events when slipping through the process of critical review into print take many years to correct. It is also essential that a balanced understanding be present. This is not to say that history may be written without a point of view. It cannot! A well remember more than fifty years ago the final lecture in a Harvard course on Tudor England when a Roman Catholic priest of lesser education voiced the opinion that the course had been taught from the premise that the Reformation was justified. Two Jesuit priests also in the graduate course just put their heads down--they could see the beheading axe quietly but very accurately being raised up by the internationally renowned lecturer.

Very truly yours,

(The Rev.) Edwin Atlee Garrett, III
President, Bar Harbor Historical Society
Honorary Assistant, St. Saviour’s Church

P.S. In the past you have confused my son and myself. Although I hold two degrees in the field of European history, my son Edwin Atlee Garrett, IV, has done much study in Canadian history and has a Master’s in American Colonial history.
Response to Reverend Garrett comment 6:
Barbara Schmeisser, Department of Canadian Heritage (Parks Canada), Atlantic Region, Historic Properties, serves as Saint Croix Island IHS Project Historian. She is listed as such under Consultants on page 94 of the draft document. The “historical background” section in part one of this document has been reviewed and amended by Ed Churchill, Chief Curator, Maine State Museum.

Response to Reverend Garrett comment 7:
Repatriation of bones now held in research collections is being considered by the National Park Service in conjunction with 400th-anniversary events in 2004.

Response to Reverend Garrett comment 8:
The misspelling of Lubec is corrected in the final version of the general management plan.

Response to Reverend Garrett comment 9:
The National Park Service feels it would be redundant to attempt a reconstruction of the Saint Croix habitation that would be similar to what already exists at Port Royal. To avoid undue reliance on inert interpretive panels, the National Park Service proposes a somewhat more vivid interpretive trail to be developed in Alternatives 2, 3, and 4, augmented in the last two alternatives by staffed interpretive facilities where visitors could not only see exhibits but interact with National Park Service staff and volunteers.

Response to Reverend Garrett comment 10:
The role of St. Croix Island in fixing the boundary between New Brunswick and Maine (the northern province of Massachusetts at the time) will be treated in the interpretive programs to be developed at Saint Croix Island IHS. The Park Service and the Congress of the United States, however, do not deem that role to be “far more important” than the one the 1604–05 settlement played in marking “the beginning of European colonization of Canada, from which the French embarked to establish the settlement which became Quebec” (quoting language contained in legislation redesignating Saint Croix Island National Monument as an International Historic Site).

Response to Reverend Garrett comment 11:
Noted as comment favoring Alternative 3.
Dear Sir or Madam:

Regarding the proposed General Management Plan for the Saint Croix Island International Historic Site, I feel that alternative three - "NPS Contact Station," would be the best way to proceed. In general I find the proposals associated with this alternative appropriate; however, I feel the following points need to be addressed:

1. As mentioned previously in letters on the topic, interpretive panels showing a topographic map of the Island and charts of both the St. Croix River and Passamaquoddy Bay would be beneficial.

2. Mention should be made both on an interpretive panel and in the brochure that Pierre du Gau, Sieur de Mons (or de Monts) (1558-1628) was a Huguenot and that the revocation of his letters patent for Acadia in 1607 was to a large degree due to this.

3. As mentioned in the Draft General Management Plan, an interpretive panel should contain information tying in the overwintering at St. Croix Island with related historic sites in Canada such as the Habitation at Port Royal, the Fortresse de Louisbourg, Fort Beauséjour, and Fort Anne.

4. A great disservice would be done should meaningful and historically accurate information regarding the pivotal role the island played in fixing the border between the United States and New Brunswick fail to be given. The statement on page 14 of the DGMP is good, however it does not go far enough. Mention should be made of the conflicting claims of the USA and Great Britain as to the location of the St. Croix River with a map on an interpretive panel showing the conflicting interpretations. Assuredly, this information is of great enough importance to be included.
Comment by Edwin Atlee Garrett IV, Bar Harbor, Maine; Letter 1

Response to Garrett comment 1:
Noted as comment favoring Alternative 3.

Response to Garrett comment 2:
Exhibits placing St. Croix Island in appropriate physiographic settings would likely be included in a staffed interpretive facility such as proposed in Phase 2 of Alternatives 3 and 4.

Response to Garrett comment 3:
Religious freedom is a topic that cannot be avoided in any thorough interpretive treatment of factors leading to the Saint Croix habitation. It is beyond the scope of a general management plan to state whether it is to be specifically raised in the text of interpretive panels or in the site brochure.

Response to Garrett comment 4:
The relation of the Saint Croix habitation to other early French and British outposts in the “New World” will be included in appropriate ways in site interpretation.

Response to Garrett comment 5:
The role of St. Croix Island in settling the boundary dispute will constitute a distinct theme in site interpretation.
There is great need for a new brochure; as I have mentioned in previous letters, there are several serious typographical and factual errors in the current brochure. Certainly a private concern would long since have removed it from circulation and printed a new edition.

Although mentioned in the "summary" only under alternative four, I support the ideas presented on page 69 of the draft General Management Plan regarding proposed exhibits at the Visitors' Center under alternative three - "NPS Contact Station", particularly:

1) a three-dimensional model of the St. Croix Island habitation with push-button lights indicating various buildings - (perhaps this could be part of an automated narrated presentation).

2) interactive computer stations - with modern computer graphics (provided a computer with powerful enough microprocessor and graphics adaptor are employed at the Visitors' Center); a very lifelike model of the St. Croix Island habitation, maps of the area showing the post revolutionary boundary dispute etc... could be provided interactively.

The idea of a seventeenth century French flag on the island is a good one, however I question the use of a "seventeenth century French naval flag" since de Monts' ships were not under direct Royal authority, but rather merchant ships. I would point out that the question of French flags of the seventeenth and eighteenth centuries is quite complex. The following works might be of use:


Gustave A. Desjardins, Recherches sur les Drapeaux Francais Paris (1874)

L. de Bouille, Les Drapeaux Francais Paris (1875)

I would also refer you to:

Whitney Smith, PhD
The Flag Research Center
P.O. Box 580
Winchester, Massachusetts 01890
[n.b. a for profit research institution]

Harold D. Langley, PhD
Armed Forces History MRC-620
The National Museum of American History
The Smithsonian Institution
Washington, D.C. 20560
Response to Garrett comment 6:
A new joint National Park Service–Parks Canada bilingual site brochure is planned to be made available for distribution in time for the 400th-anniversary celebration in 2004.

Response to Garrett comment 7:
In lieu of a reconstruction of the entire habitation, a relief model could be the centerpiece of an indoor interpretive facility, whether in Red Beach or downtown Calais. Perhaps this will take the form of a virtual model available on compact disk or other storage media available in the near future.

Response to Garrett comment 8:
References noted. Champlain's publications include illustrations showing St. Croix Island marked by a flag incorporating a white cross on a (perhaps light blue) ground—presumably a flag flown by French commercial ships of the period—and a ship off the island flying the same device. Basing his remarks on second-hand descriptions, Lescarbot wrote that the banner of France flew over Dugua's lodging on St. Croix Island. We may never know exactly which flag(s) flew over the island in 1604–05. If a French flag is to fly again over St. Croix, the National Park Service will do its best to make sure it will not be an inappropriate one.
The quadricentennial of de Monts' overwintering in 1604-1605 is indeed important, and should be commemorated in conjunction with various activities planned by the Canadian Government. Of the ideas presented on page 129 of the DGMP, I would particularly support: 1) an academic-quality lecture series, 2) a CD-ROM or Book, 3) commemorative activities such as a rededication ceremony involving officials from the USA, Canada and France, 4) a visitation by warships of the US, Canada, the United Kingdom, and France, as was the case in 1904. 5) a reenactment might have appeal but probably somehow should involve the entire experience of Nouvelle France up to the conquest.

I do not know how much skeletal material from St. Croix Island is currently in USNPS custody (including loans to other institutions); however, assuming this involves more than a few small bones, when current scientific work on the same is completed it would only seem proper that such be reburied on the island with both Roman Catholic and French Reformed clerics present.

In comments related to the Draft General Management Plan itself, I would point out the following: although accurate, the statement on page 13 that France ceded Acadia to Great Britain at the end of the French and Indian War/Seven Years War is subject to misinterpretation if it is not pointed out that peninsular Nova Scotia had already been ceded to Great Britain by the Treaty of Utrecht in 1713 at the conclusion of Queen Anne’s War/The War of the Spanish Succession.

Further, on page 18 it is inaccurate to state that “the Passamaquoddies and Penobscots won an unprecedented land claims settlement” inasmuch as the legal issues involved were never brought to trial. The whole matter was settled by Act of Congress with no commentary on the legal merits of the "land claim". Many competent historians and legal scholars felt the tribes' case was extremely weak. Perhaps your author felt "won" and "received" are synonyms.

I am disappointed that none of the following articles or books were mentioned in the bibliography of the Draft General Management Plan (pages 95-98)


I am also disappointed that Drs. Alaric and Gretchen Faulkner of the University of Maine, noted historical
Response to Garrett comment 9:
Preferences noted regarding events proposed in conjunction with the 400th-anniversary celebration.

Response to Garrett comment 10:
Repatriation is being considered as an integral part of the ceremonies in 2004.

Response to Garrett comment 11:
Correction gratefully noted. The relevant text has been augmented in the final plan.

Response to Garrett comment 12:
Correction gratefully noted. The wording has been revised.

Response to Garrett comment 13:
References noted, but the general management plan only shows references actually cited. These will be added to the more complete bibliography maintained by the National Park Service for Saint Croix Island IHS.

Response to Garrett comment 14:
Barbara Schmeisser of Parks Canada served as the historian for this project. The National Park Service consulted with the Archaeological Services division of the Environmental Institute at the University of Massachusetts in preparing the historical background text. Dr. Gretchen Faulkner felt that, as an archeologist, she was not qualified to review the "historical background" section included in part one of this document. That review was undertaken by Ed Churchill, Chief Curator, Maine State Museum. His comments and corrections have been incorporated into part one.

Response to Garrett comment 15:
This error has been corrected in the final document.
14 archaeologists in the field of sixteenth century French settlement in Maine, are not listed as having been consulted. Also noticeable is the absence of any academic historian as a consultant.

15 As a minor aside, I find it odd that the draft General Management Plan lists my father as a commentator but does not list me although I have written to you regarding problems with this site since 1990. This is not only a matter of interest to me but also a field in which I have professional qualifications.

Sincerely yours,

Edwin A. Garrett IV
October 25, 1996

Mr. Stephen G. Perrin
St. Croix Island International Historic Site
C/O Acadia National Park
P.O. Box 177
Bar Harbor, Maine 04609-0177

Dear Mr. Perrin:

Thank you for your letter of the 22nd. I trust that my comments regarding interpretive panels and the site pamphlet will be taken to heart, as well as the issue of the reburial of remains.

With regards to French flags during the early Seventeenth Century, I note that you have photocopied several articles and excerpts from books, to a number of which I might have referred you, but I was trying to keep my comments on the St. Croix Island International Historic Site General Management Plan as succinct as possible. Flags, I hasten to say, are not a field in which I claim particular academic expertise. Having said that, however, from the Reign of Louis XIII (1610-1643) until the French Revolution the issue of a French "national flag" for Fortifications and Warships is a fairly straightforward matter. That flag was the well-known Drapeaux or Pavillon Blanc (i.e. a Drapeaux on land—e.g. la Fortresse de Louisbourg; a Pavillon at sea). The great period of difficulty for accuracy with French flags, and indeed for many flags, is precisely that period of the late sixteenth—early seventeenth centuries with which any plan to fly a period flag (of de Monts overwintering 1604-1605) at the Saint Croix Island International Historic Site must concern itself. There seem to be two primary choices: 1) the "governmental flag" of three gold Fleur-de-lis on a dark blue field, or, 2) the unofficial ensign which seems to have been flown by merchant vessels of that period which was a white cross passing entirely through a dark blue field. Both, as you are probably aware, are shown in the relatively few Seventeenth Century drawings of fortifications and other official buildings in Nouvelle France.

I strongly urge you, particularly when you have a government budget to support accurate research, to consult a recognized expert in this field. "Bloopers" in such matters as flags are frequently akin to errors in print - it proves extremely difficult to put the genie back into the bottle. Good American examples are the "Betsy Ross Flag" and the "Bennington Flag."
Two such experts with whom I have had personal contact are Dr. Smith at the Flag Research Center and Dr. Langley at the Smithsonian Institution.

Although not directly applicable to any plan to fly a period flag at the Saint Croix Island International Historic Site, Edward W. Richardson's *Standards and Colors of the American Revolution* touches upon the issue of Colonel's and Regimental Colours in the Ancien Régime Armée. This subject is covered in detail in the works by M. Desjardins and M. de Bouillé which I mentioned in my previous letter.

With best wishes for the future of this project.

Sincerely yours,

Comment by Edwin Atlee Garrett IV, Bar Harbor, Maine; Letter 2

Response to Garrett comment 1:

Again, the National Park Service will make sure that whatever French flag flies over St. Croix Island in the future will not be inappropriate.
November 15, 1996

Attn: Saint Croix Island IHS GMP/EIS
Acadia National Park
P.O. Box 177
Bar Harbor, ME 04609-0177

Gentlemen:

Subject: General Management Plan for the
Saint Croix Island International Historic Site

I have reviewed the "Draft General Management Plan and Draft Environmental Impact Statement" for the Saint Croix Island International Historic Site and I am impressed with the thought you have put into the plan.

I have a special interest in Saint Croix Island because my father was stationed at the Saint Croix River Light while in the U.S. Coast Guard during World War II. I was born when my parents (both now deceased) were living in the lighthouse. It was very disheartening to me to learn that the Light Station dwelling, light and bell tower were destroyed by fire in 1976.

I agree that Alternative 3 - NPS Contact station should be the preferred alternative. However, although I understand the probable necessity to remove the remaining structures associated with the Light Station, such as the boat house and the oil house, I wish there could be some appropriate remembrance of the original Light Station and the people who manned it.

I would appreciate it if you would put me on the list to receive future reports and plans for Saint Croix Island, especially regarding the quadricentennial commemoration in 2004. Please do not hesitate to advise if I can be of assistance.

Sincerely,

[Signature]

Louis T. Zawislak
Comment by Louis T. Zawislak, Metairie, Louisiana

Response to Zawislak comment 1:
Support for Alternative 3 noted. The former light station will not be entirely neglected in interpreting St. Croix Island. For 120 years it was a far more conspicuous presence there than the short-lived French habitation. Photographs and plans of the light station will be included in exhibits at the proposed indoor visitor facility.
November 15, 1996

Attn: Saint Croix Island IHS GMP/EIS
Acadia National Park
P.O. Box 177
Bar Harbor, ME 04609-0177

Gentlemen:

Subject: General Management Plan for the
Saint Croix Island International Historic Site

I have reviewed the “Draft General Management Plan and Draft Environmental Impact Statement” for the Saint Croix Island International Historic Site and I am impressed with the thought you have put into the plan.

I have a special interest in Saint Croix Island because my father was stationed at the Saint Croix River Light while in the U.S. Coast Guard during World War II. I was born when my parents (both now deceased) were living in the lighthouse. It was very disheartening to me to learn that the Light Station dwelling, light and bell tower were destroyed by fire in 1976.

I agree that Alternative 3 - NPS Contact station should be the preferred alternative. However, although I understand the probable necessity to remove the remaining structures associated with the Light Station, such as the boat house and the oil house, I wish there could be some appropriate remembrance of the original Light Station and the people who manned it.

I would appreciate it if you would put me on the list to receive future reports and plans for Saint Croix Island, especially regarding the quadricentennial commemoration in 2004. Please do not hesitate to advise if I can be of assistance.

Sincerely,

[Signature]

Louis T. Zawislak
Comment by Louis T. Zawislak, Metairie, Louisiana

Response to Zawislak comment 1:
Support for Alternative 3 noted. The former light station will not be entirely neglected in interpreting St. Croix Island. For 120 years it was a far more conspicuous presence there than the short-lived French habitation. Photographs and plans of the light station will be included in exhibits at the proposed indoor visitor facility.
Comments on the Summary Draft GMP/Draft EIS

The National Park Service received sixteen comments on the Summary Draft General Management Plan and Draft Environmental Impact Statement by the end of the comment period. One of these comments implicitly favored the no-action alternative, one favored Alternative 2, eight explicitly and three implicitly favored Alternative 3, one favored both Alternatives 3 and 4 for different reasons, and two favored Alternative 4.

In summary:

<table>
<thead>
<tr>
<th>Alternative</th>
<th>Comments in Favor</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>3 or 4</td>
<td>1</td>
</tr>
</tbody>
</table>

Ten responses came from Maine, two from New Brunswick, and one each from Connecticut, Illinois, New York, and Virginia.

In general, the shore parcel was seen as the “common sense” location for site interpretation. One comment favoring Alternative 4 expressed the thought that a regional resource center in Calais would attract a larger number of visitors than the shore parcel would; the other saw an advantage in housing exhibits by different agencies under one roof. Other concerns mentioned in the comments include:

- need for better signs (4)
- not wanting to encourage island visitation (4)
- boathouse and oil house (2 for removal, 1 for preservation)
- potential vandalism to site structures (1)
- opportunity to build a model of Saint Croix habitation on the shore parcel (1)

Two comments favored the idea of the interpretive trail. One comment saw development on the shore parcel as a threat to the amount of greenspace available. The same commentator thought the National Park Service “grossly overestimated” real estate values in the Red Beach area.
Land acquisition costs for tracts within the boundary are unknown at this time and can only be determined after further discussions with the land owners. Land acquisition costs (fee-simple and conservation easements) are roughly estimated to be $335,000.

Annual base operating cost would be $212,000.

Development Costs

<table>
<thead>
<tr>
<th>Item</th>
<th>Gross Cost</th>
<th>Planning Cost</th>
<th>Project Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Interpretation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mainland</td>
<td>$ 274,773</td>
<td>$ 52,438</td>
<td>$ 327,211</td>
</tr>
<tr>
<td>Island</td>
<td>45,195</td>
<td>8,625</td>
<td>53,820</td>
</tr>
<tr>
<td>Tourist Center Exhibit</td>
<td>115,935</td>
<td>22,125</td>
<td>138,060</td>
</tr>
<tr>
<td><strong>Site Construction</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Visitor Center</td>
<td>1,271,217</td>
<td>242,599</td>
<td>$ 1,513,816</td>
</tr>
<tr>
<td>Outreach</td>
<td>275,100</td>
<td>52,500</td>
<td>327,600</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td>$ 2,713,853</td>
</tr>
</tbody>
</table>
When fully developed, Saint Croix Island NHS will be staffed with a site manager (year-round, full-time in season; part-time off season); two rangers (seasonal, full-time); and one maintenance person (seasonal, full-time). Prior to development of facilities at Red Beach (ranger station or visitor center), considerable work will be needed to implement the interpretive element of this plan. Although some of the interpretive products could be produced by contractors, it will be necessary for the NPS to assign a staff person at Acadia National Park to work with a number of partners to develop: new site brochure; communication strategies for promoting the site; permanent interpretive facilities on both the island and the mainland; public programming, including personal services and special events, and other outreach products.

Management, administrative, curatorial, protection and maintenance staff assignments at Acadia National Park will be increased over the current situation. The 400th-Anniversary Commemoration will require a special focus on education and monitoring use in 2004. Short-term NPS personnel will be required prior to and during commemorative events.

If a regional visitor center is developed, it will be staffed cooperatively by the NPS, community organizations, and other agencies.
### APPENDIX 8  NPS UNITS INTERPRETING NATIVE AMERICAN CULTURE(S)

This list of National Park Service units interpreting Native American culture(s) as a primary theme was drawn up to provide context for interpretation of Passamaquoddy culture at Saint Croix Island IHS. The list demonstrates the wide tribal and geographic spread of this interpretive effort within the NPS. Neither exhaustive nor perhaps wholly accurate, this informal list is not meant to be taken as authoritative or in any way official.

<table>
<thead>
<tr>
<th>Location</th>
<th>Culture(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agate Fossil Beds National Monument, NE</td>
<td>Lakota</td>
</tr>
<tr>
<td>Alibates Flint Quarries National Monument, TX</td>
<td>Pueblo</td>
</tr>
<tr>
<td>Arkansas Post National Memorial, AR</td>
<td>Quapaw, Osage, Caddo</td>
</tr>
<tr>
<td>Aztec Ruins National Monument, NM</td>
<td>Ancestral Pueblo</td>
</tr>
<tr>
<td>Badlands National Park, SD</td>
<td>(Lakota)</td>
</tr>
<tr>
<td>Bandelier National Monument, NM</td>
<td>Ancestral Pueblo</td>
</tr>
<tr>
<td>Bent’s Old Fort National Historic Site, CO</td>
<td>Southern Cheyenne, Southern Arapaho, Kiowa, Comanche</td>
</tr>
<tr>
<td>Big Bend National Park, TX</td>
<td>Jumano, Comanche, Kiowa, Comanche</td>
</tr>
<tr>
<td>Big Hole National Battlefield, MT</td>
<td>Nez Perce</td>
</tr>
<tr>
<td>Big Horn Canyon National Recreation Area, MT</td>
<td>Crow</td>
</tr>
<tr>
<td>Big Thicket National Preserve, TX</td>
<td>Alabama-Coushatta, Caddo, Atakapa</td>
</tr>
<tr>
<td>Buffalo National River, AR</td>
<td>Paleo, Archaic, Woodland/Mississippian</td>
</tr>
<tr>
<td>Cabrillo National Monument, CA</td>
<td>Kumeyaay</td>
</tr>
<tr>
<td>Canaveral National Seashore, FL</td>
<td>Timucuan</td>
</tr>
<tr>
<td>Canyon de Chelly National Monument, AZ</td>
<td>Ancestral Pueblo, Navajo</td>
</tr>
<tr>
<td>Cape Cod National Seashore, MA</td>
<td>Wampanoag</td>
</tr>
<tr>
<td>Canyonlands National Park, UT</td>
<td>Archaic, Ancestral Pueblo, Fremont</td>
</tr>
<tr>
<td>Capitol Reef National Park, UT</td>
<td>Ancestral Pueblo, Fremont</td>
</tr>
<tr>
<td>Casa Grande Ruins National Monument, AZ</td>
<td>Hohokam</td>
</tr>
<tr>
<td>Castillo de San Marco National Monument, FL</td>
<td>Seminole</td>
</tr>
<tr>
<td>Chaco Culture National Historical Park, NM</td>
<td>Ancestral Pueblo, Pueblo, Navajo</td>
</tr>
<tr>
<td>Chiricahua National Monument, AZ</td>
<td>Apache</td>
</tr>
<tr>
<td>Colonial National Historical Park (Jamestown), VA</td>
<td>17th-century Powhatans</td>
</tr>
<tr>
<td>Coronado National Memorial, AZ</td>
<td>Zuni</td>
</tr>
<tr>
<td>Cuyahoga Valley National Recreation Area, OH</td>
<td>Paleo, Archaic, Adena, Hopewell, Whittlesey</td>
</tr>
<tr>
<td>Delaware Water Gap National Recreation Area, PA/NJ</td>
<td>Munsee</td>
</tr>
<tr>
<td>DeSoto National Memorial, FL</td>
<td>Timucuan</td>
</tr>
<tr>
<td>Devils Tower National Monument, WY</td>
<td>Northern Plains cultures including Lakota Sioux, Northern Cheyenne, Kiowa, Crow, Arapaho, Shoshone, among others</td>
</tr>
<tr>
<td>Effigy Mounds National Monument, IA</td>
<td>Red Ocher, Hopewell, Effigy Mounds Builders</td>
</tr>
</tbody>
</table>
El Malpais National Monument, NM (Acoma, Laguna, and Zuni Pueblos; Ramah Navajos)

El Morro National Monument, NM (Ancestral Puebloan, Navajo, Zuni)

Everglades National Park, FL (Seminole)

Fort Bowie National Historic Site, AZ (Apache)

Fort Caroline National Memorial, FL (Timucuan)

Fort Clatsop National Memorial, OR (Clatsop, Chinook)

Fort Raleigh National Historic Site, NC (Algonkian)

Fort Smith National Historic Site, AR (Cherokee, Muscogee, Seminole, Chickasaw)

Fort Stanwix National Monument, NY (Mohawk, Oneida, Onondaga, Cayuga, Seneca, Tuscarora)

Fort Sumter National Monument, SC (Seminole at Fort Moultrie)

Gates of the Arctic National Park and Preserve, AK (Nunamiut Eskimo, Kobuk Eskimo, Koyukon Athabascan Indians)

Gateway National Recreation Area, NY (Lenape Nation, including Canarsie, Nyack)

Gila Cliff Dwellings National Monument, NM (Mogollon)

Glacier National Park, MT (Blackfeet, Salish-Kootenai, Flathead)

Glen Canyon National Recreation Area, AZ (Ancestral Puebloan)

Golden Gate National Recreation Area, CA; Presidio of San Francisco; (Ohlone); Marin Headlands (Coastal Miwok)

Grand Canyon National Park, AZ (ancestral Pueblo/Hopi, Navajo, Zuni, Southern Paiutes, Havasupai, Hualapai)

Grand Portage National Monument, MN (Ojibway)

Grand Teton National Park, WY (Plains Indians, Shoshone, Blackfeet)

Great Sand Dunes National Monument, CO (Ute)

Great Smoky Mountains National Park, TN (Cherokee)

Guadalupe Mountains National Park, TX (Mesqueo Apache)

Haleakala National Park, HI (Native Hawaiian culture)

Hawaii Volcanoes National Park, HI (Native Hawaiian culture)

Homestead National Monument of America, NE (Great Plains nations, among others)

Hopewell Culture National Historical Park, OH (Ohio Hopewell)

Horseshoe Bend National Military Park, AL (Creek, Cherokee)

Hovenweep National Monument, CO (Anasazi/Pueblo culture)

Hubbell Trading Post National Historic Site, AZ (Navajo)

Isle Royale National Park, MI (Ojibway)

Jean Lafitte National Historical Park and Preserve, LA (Choctaw, Chickasaw, Tunic, Houma, Kosasati/Coushatta)

Jefferson National Expansion Memorial, MO (Plains Indian people including Lakota, Osage, Illini)

Kaloko-Honokohau National Historic Park, HI (Native Hawaiian culture)

Katmai National Park and Preserve, AK (Yupik/Aleuts)

Knife River Indian Village National Historic Site, ND (Hidatsa, Mandan, Arikara)
<table>
<thead>
<tr>
<th>National Park or Monument</th>
<th>Native American Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lake Mead National Recreation Area, NV</td>
<td>Virgin River Anasazi; Mohave, Hualapai, Southern Paiute</td>
</tr>
<tr>
<td>Lake Roosevelt National Recreation Area, WA</td>
<td>Colville Confederated Tribes, Spokane, Nez Perce</td>
</tr>
<tr>
<td>Lava Beds National Monument, CA</td>
<td>Medoc</td>
</tr>
<tr>
<td>Little Bighorn Battlefield National Monument, MT</td>
<td>Lakota, Cheyenne, Arapaho, Crow, Arikara</td>
</tr>
<tr>
<td>Mammoth Cave National Park, KY</td>
<td>Early Woodland prehistoric culture</td>
</tr>
<tr>
<td>Mesa Verde National Park, CO</td>
<td>Ancestral Pueblo People and 23 affiliated Native American groups</td>
</tr>
<tr>
<td>Mojave National Preserve, CA</td>
<td>Piute, Chemehuevi, Mohave</td>
</tr>
<tr>
<td>Montezuma Castle National Monument, AZ</td>
<td>Sinagua</td>
</tr>
<tr>
<td>Natchez Trace Parkway, MS/AL/TN</td>
<td>Natchez, Choctaw, Chickasaw, Creek, Cherokee</td>
</tr>
<tr>
<td>National Capital Parks East, Kenilworth Aquatic Gardens, DC</td>
<td>(Algonquin)</td>
</tr>
<tr>
<td>Natural Bridges National Monument, UT</td>
<td>Ancestral Pueblo</td>
</tr>
<tr>
<td>Navajo National Monument, AZ</td>
<td>(Ancestral Pueblo, Navajo)</td>
</tr>
<tr>
<td>Nez Perce National Historical Park, ID</td>
<td>Nez Perce</td>
</tr>
<tr>
<td>North Cascades National Park, WA</td>
<td>(Coast Salish/Upper Skagit, Chelan)</td>
</tr>
<tr>
<td>Ocmulgee National Monument, GA</td>
<td>Mississippian, Lamar, Creek</td>
</tr>
<tr>
<td>Olympic National Park, WA</td>
<td>Elwha Klallam, Hoh, Jamestown S’Klallam, Makah, Port Gamble S’Klallam, Quileute, Quinault, Skokomish</td>
</tr>
<tr>
<td>Organ Pipe Cactus National Monument, AZ</td>
<td>Hohokam, O’odham</td>
</tr>
<tr>
<td>Pea Ridge National Military Park, AR</td>
<td>Cherokee, Choctaw-Chickasaw</td>
</tr>
<tr>
<td>Pecos National Historical Park, NM</td>
<td>(Pueblo People)</td>
</tr>
<tr>
<td>Petroglyph National Monument, NM</td>
<td>(Rio Grande Pueblo, Hopi, Zuni)</td>
</tr>
<tr>
<td>Pipe Spring National Monument, AZ</td>
<td>(Ancestral Pueblo, Southern Paiute, Navajo)</td>
</tr>
<tr>
<td>Pipestone National Monument, MN</td>
<td>(Siouan groups)</td>
</tr>
<tr>
<td>Point Reyes National Seashore, CA</td>
<td>Miwok</td>
</tr>
<tr>
<td>Puukohola Heiau National Historic Site, HI</td>
<td>Native Hawaiian culture</td>
</tr>
<tr>
<td>Pu`u‘uhonua o Honuaunau National Historic Park, HI</td>
<td>Native Hawaiian culture</td>
</tr>
<tr>
<td>Rainbow Bridge National Monument, AZ</td>
<td>Navajo Nation; Hopi, Kaibab Paiute, San Juan Southern Paiute, Ute Mountain Ute</td>
</tr>
<tr>
<td>Redwood National Park, CA</td>
<td>Tolowa, Yurok, Chilula</td>
</tr>
<tr>
<td>Roger Williams National Memorial, RI</td>
<td>Narragansett, Wampanoag</td>
</tr>
<tr>
<td>Russell Cave National Monument, AL</td>
<td>Transitional Paleo to Mississippian cultural</td>
</tr>
<tr>
<td>Salinas Pueblo Missions National Monument, NM</td>
<td>Pueblo</td>
</tr>
<tr>
<td>San Antonio Missions National Historical Park, TX</td>
<td>Coahuiltecan/South Texans</td>
</tr>
<tr>
<td>San Juan National Historic Site, PR</td>
<td>Taino</td>
</tr>
<tr>
<td>Santa Fe National Historic Trail, NM</td>
<td>Historic Plains and Pueblo cultures</td>
</tr>
<tr>
<td>Santa Monica Mountains National Recreation Area, CA</td>
<td>(Chumash, Tongva)</td>
</tr>
</tbody>
</table>

NPS Units Interpreting Native American Culture
<table>
<thead>
<tr>
<th>National Park/Monument</th>
<th>Location</th>
<th>Indigenous Peoples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shiloh National Military Park</td>
<td>TN (at Shiloh Indian Mounds Mississippi, Woodlands)</td>
<td></td>
</tr>
<tr>
<td>Sitka National Historical Park</td>
<td>AK (Tlingit)</td>
<td></td>
</tr>
<tr>
<td>Sunset Crater Volcano National Monument</td>
<td>AZ (Ancestral Puebloan, Navajo)</td>
<td></td>
</tr>
<tr>
<td>Timucuan Ecological and Historic Preserve</td>
<td>FL (Timucuan)</td>
<td></td>
</tr>
<tr>
<td>Tonto National Monument</td>
<td>AZ (Salado)</td>
<td></td>
</tr>
<tr>
<td>Trail of Tears National Historic Trail</td>
<td>NM (Cherokee and other Southeast groups)</td>
<td></td>
</tr>
<tr>
<td>Tumacacori National Historical Park</td>
<td>AZ (Pima)</td>
<td></td>
</tr>
<tr>
<td>Tuzigoot National Monument</td>
<td>AZ (Sinagua)</td>
<td></td>
</tr>
<tr>
<td>Upper Delaware Scenic and Recreational River</td>
<td>NY (Lenape)</td>
<td></td>
</tr>
<tr>
<td>Voyageurs National Park</td>
<td>MN (Ojibwe)</td>
<td></td>
</tr>
<tr>
<td>Walnut Canyon National Monument</td>
<td>AZ (Sinagua/ancestral Pueblo/Hopi)</td>
<td></td>
</tr>
<tr>
<td>Whiskeytown-Shasta-Trinity National Recreation Area</td>
<td>CA (Wintu at Whiskeytown)</td>
<td></td>
</tr>
<tr>
<td>Whitman Mission National Historic Site</td>
<td>WA (Cayuse)</td>
<td></td>
</tr>
<tr>
<td>Women's Rights National Historical Park</td>
<td>NY (Iroquois Confederacy, Seneca, Cayuga)</td>
<td></td>
</tr>
<tr>
<td>Wupatki National Monument</td>
<td>AZ (Ancestral Pueblo, Navajo)</td>
<td></td>
</tr>
<tr>
<td>Yellowstone National Park</td>
<td>WY (Nez Perce, Shoshone-Bannock, Sheepeaters, Crow, Blackfeet)</td>
<td></td>
</tr>
<tr>
<td>Yosemite National Park</td>
<td>CA (Southern &amp; Central Sierra Miwok, Mono Lake Paiute)</td>
<td></td>
</tr>
</tbody>
</table>
INTRODUCTION

The National Park Service has prepared this Record of Decision on the Final Environmental Impact Statement (FEIS) for the general management plan for Saint Croix Island International Historic Site pursuant to the National Environmental Policy Act of 1969 and the regulations promulgated by the Council on Environmental Quality at 40CFR 1505.2. It is a concise statement of the decision made, the basis for the decision, and the background of the project (including the decision making process, other alternatives considered, and public involvement).

Concurrent with adopting this Record of Decision on the FEIS, the general management plan for Saint Croix Island International Historic Site is approved. In addition, two plans implementing the general management plan (long-range interpretive plan and land protection plan) are approved.

St. Croix Island is the 1604 site of the first French attempt to colonize the territory called Acadia, one of the earliest European settlements in North America. Saint Croix Island International Historic Site was authorized as a national monument in 1949, dedicated in 1968, and redesignated an international historic site in 1984. A memorandum of understanding between Canada and the United States recognizes the international significance of the site and commits both nations to joint planning and commemoration.
DECISION (SELECTED ACTION)

The National Park Service (NPS) will implement a modified version of the preferred alternative presented in the 1996 Draft Environmental Impact Statement; the action is described in detail in the final draft general management plan and evaluated in the 1998 Final Environmental Impact Statement. The action will commemorate and interpret the beginnings of North America's enduring French legacy by preserving the primary site resources on St. Croix Island and developing modest visitor facilities on the mainland.

The National Park Service plans to allow Saint Croix Island to remain as undeveloped as possible because of its fragility and inaccessibility, and to focus interpretive efforts from the mainland. The National Park Service will stabilize the island boathouse or may remove the building if it is found ineligible for listing on the National Register of Historic Places. The oil house will be removed. Interpretive messages on the island will be kept to a minimum for the few visitors who arrive by private boats. Commercial tours around the island will be permitted but will not be allowed to land.

On the mainland portion of the site, in the village of Red Beach, the National Park Service will develop a ranger station for administrative uses (if Tract 01-105 is acquired on a willing seller/willing buyer basis). A small parking area and an interpretive trail from which visitors can see the island will also be developed. The trail will allow visitors to “walk in the footsteps” of French settlers. At the Maine Tourist Information Center on the waterfront in downtown Calais, an exhibit introducing Saint Croix Island International Historic Site will be installed. All interpretation will be in both English and French and will complement Parks Canada exhibits at Bayside on the New Brunswick side of the St. Croix River; a bilingual site brochure will be developed.

If a regional visitor center is developed in downtown Calais through a partnership of local, state, and federal agencies, the National Park Service will establish a presence there, too. If the regional center does not materialize, the National Park Service will expand the ranger station at Red Beach as a modest visitor center.
Land acquisition will be minimal. Approximately 2.8 hectares (7.0 acres) on the mainland might be purchased, and conservation easements will be pursued. All acquisition would be within the site’s legislated boundary on a willing-buyer/willing-seller basis.

Implementation priorities have been set to prepare for the 400th anniversary of the Saint Croix settlement in 2004, and to ensure that the proposed strategies will be effectively carried out.

**Phase 1**
All resource management action described in the final draft general management plan will be carried out in the near term, except for removing the maintenance shed and navigational beacon from St. Croix Island. This includes land acquisition. With the possible exception of developing a visitor center, all action related to education and visitor experience will be undertaken during the near term. Phase 1 development required by resource management, educational, and visitor use action include:

- minimal interpretive elements on St. Croix Island
- mainland directional signs
- parking and welcome area at Red Beach
- interpretive trail at Red Beach
- ranger station at Red Beach
- exhibit at Maine Tourist Information Center in downtown Calais

**Phase 2**
The maintenance shed and navigational beacon will be removed from the island when they are no longer needed. The boathouse may be removed if it is not eligible for listing on the National Register of Historic Places. Ideally, a visitor center will be open in 2004, and the National Park Service will make every effort to do so. However, funding realities may delay development of the indoor facility. Therefore, phase 2 development will likely involve:

- visitor center, either at Red Beach or in downtown Calais

**Other Alternatives Considered**
Four alternatives for the management of Saint Croix Island International Historic Site were evaluated in the environmental impact statement. The alternatives proposed federal actions on St. Croix Island and on the
mainland in Calais, Maine. Each alternative considered new facilities and services, resource management, visitor experience, visitor use, staffing, and cost. In summary, the four alternatives were:

**Alternative 1—No Action**
Preserves and protects significant resources consistent with existing management. No new facilities developed.

**Alternative 2—Walk in the Footsteps**
Preserves and protects significant resources. Provides an outdoor interpretive experience emphasizing the natural setting. Promotes key interpretive themes through appropriate treatment of post-1605 structures. Fosters a sense of reverence on St. Croix Island. Provides moderate development, primarily an interpretive trail on the mainland shore parcel at Red Beach.

**Alternative 3—NPS Contact Station**
Preserves and protects island resources. Provides more comprehensive visitor services and interpretive programs by developing a modest visitor contact station on the shore parcel at Red Beach, in addition to the interpretive trail.

**Alternative 4—Regional Resource Center**
Protects significant site resources. Promotes the development of a cooperative, community-supported regional resource center located in downtown Calais. Differs from Alternative 3 by developing an active partnership with community groups for funding and staffing of a larger educational facility.

Several other options were considered and rejected prior to presenting the four alternatives for the future management of Saint Croix Island International Historic Site. They are described in the 1996 Draft Environmental Impact Statement (pp. 76-77):
- develop visitor center on lands within current NPS ownership
- develop visitor center at a new site along U.S. Route 1
- develop visitor facilities and boat dock on St. Croix Island
- send visitors to Parks Canada outdoor exhibit at Bayside and do nothing new at NPS site
Basis for Decision

The primary criterion for developing the alternatives and the final proposal was how well the actions fulfilled the mission and mission goals for the international historic site. The mission goals preserve park resources, provide for public enjoyment and visitor experiences, and ensure organizational effectiveness. The mission states:

The National Park Service preserves Saint Croix Island International Historic Site as a monument to the beginning of the United States and Canada. It was here that Pierre Dugua Sieur de Mons with his company of 78 men established a French settlement in 1604–05. In cooperation with Parks Canada, the National Park Service educates the public about that heroic effort, its context, and its consequences.

Public comment generally favored Alternative 3—NPS Contact Station. Stressing funding limitations, Maine’s U.S. senators supported moving ahead with a portion of Alternative 3, then checking with local partners on the success of fund-raising for a regional educational facility in downtown Calais. The senators recommended that after consultation, the National Park Service determine whether to develop a visitor center at Red Beach.

After considering public and agency comment, the National Park Service modified the preferred alternative (Alternative 3—NPS Contact Station) to pursue cooperative development of a regional visitor center in downtown Calais with local, state, and other federal agencies. The resulting proposal was evaluated in the 1998 Final Environmental Impact Statement. The proposal provides the most balanced, comprehensive and effective method among the alternatives considered to accomplish the mission and meet the mission goals for Saint Croix Island International Historic Site.

Environmentally Preferable Alternative

The environmental impact statement did not identify any potential significant impacts on the human environment from the alternatives or the proposal. No negative environmental impacts were identified by the public or other agencies. The U.S. Fish & Wildlife Service did not anticipate any negative impacts.
The Maine state historic preservation officer (SHPO) urged that the oil house be preserved as a relic of the navigational light station (most of which burned in 1976) in case the boathouse was destroyed. However, he also concurred that the oil house was not eligible for listing on the National Register of Historic Places.

“Environmentally preferable” generally means the alternative that causes the least damage to the biological and physical environment, but also includes the alternative which best protects, preserves, and enhances historic, cultural and natural resources. Since no significant impacts were identified, the proposal is considered to be the environmentally preferable alternative because it best accomplishes the mission of Saint Croix Island International Historic Site.

All practicable measures to avoid or minimize environmental impacts that could result from implementing the selected action have been identified and incorporated into the general management plan. These include protection of high flood influence areas, wetlands, riparian areas, and high visual sensitivity areas; protection of threatened, endangered, and rare species; and protection of properties eligible for listing on the National Register of Historic Places.

PUBLIC AND INTER-AGENCY INVOLVEMENT

The National Park Service consulted with the general public and various organizations and agencies in developing the Final Environmental Impact Statement. The National Park Service coordinated review of the proposals in accordance with national environmental policy. Specifically, consultation and coordination were carried out with private landowners, Native Americans, Acadians, federal agencies in the United States and Canada, and with state, regional, and local agencies.

Notices were published in the Federal Register on September, 19, 1995, September 17, 1996, and March 19, 1998, regarding public meetings and the availability of documents for review and comment. In addition, NPS press releases and media coverage notified the public of various aspects of the planning effort.
In 1995, public scoping meetings were held in Calais, Maine, and consultations were held with agencies and other stakeholders to identify planning issues. Public open houses, sponsored jointly by the NPS and Parks Canada, were held in to introduce the planning effort. A public meeting was held in 1996 to answer questions about the draft general management plan and draft environmental impact statement and to solicit response to the proposals.

The National Park Service distributed the following documents to the general public and agency representatives:

- Public information poster (1,200 copies)
- Summary Draft General Management Plan and Summary Draft Environmental Impact Statement (1,500 copies)
- Draft General Management Plan and Draft Environmental Impact Statement (100 copies)
- Final Draft General Management Plan and Final Environmental Impact Statement (75 copies)

Review of the documents was completed by all appropriate parties including the Environmental Protection Agency, Region 1. Twenty letters were received from agencies, organizations, or individuals commenting on the Draft Environmental Impact Statement. One letter was received commenting on the Final Environmental Impact Statement. (Written comments and detailed responses from the NPS can be found in Appendix 5 of the FEIS.)

In taking this decision, the National Park Service has considered all written comments received from, and discussions held with the public, state and federal agencies, and other interested parties. The decision was taken after the close of the 30-day no action period following the availability of the Final Environmental Impact Statement on April 20, 1998, and is documented in this Record of Decision.

Recommended:

Paul F. Haertel
Superintendent
Acadia National Park

Concurred:

Marie Rust
Director
Northeast Region

Date 10/4/98
Date 10/20/98

RECORD OF DECISION, SAINT CROIX ISLAND INTERNATIONAL HISTORIC SITE
As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

and this did not fall often. The Sieur de Monts also had clearings made on the mainland, in order to form gardens there; and at the falls, three leagues from our settlement, he had the soil dug up and wheat sown, which came up very fine and ripened. About our settlement at low tide are plenty of shellfish, such as clams, mussels, sea-urchins, and sea-snails, which proved of great benefit to everybody. Snow first fell on the sixth of October. On the third of December we saw ice passing, which came from some frozen river. The cold was severe and more extreme than in France, and lasted much longer; and it hardly

grade terre pour y faire des jardinaaes, & aux saults il fit labourer à trois lieues de nostre habitation, & y fit semer du blé qui vint tresbeau à & maturité. Autour de nostre habitation il y a de basse mer quantité de coquillages, comme coques, moules, ourcins & bregaux, qui faisoient grand bien à chacun. Les neues commencèrent le 6. du mois d'Oktobre. Le 3. de Decembre nous vismes passer des glaces qui venoient de quelque riviére qui estoit gélée. Les froidures furent aspres & plus excessives qu'en France, & beaucoup plus de dures; & n'y pleut presque point cest yeur. Je croy que cela prouvent des vents du nord & norouest, qui passent par dessus de hautes molaignes qui sont toustoises couvertes de neues, que nous eusmes de trois à quatre pieds de haut, jusques à la fin du mois d'Auril; & aussi qu'elle se conserve beaucoup plus qu'elle ne ferait si le pais estoit labouré. Durant l'yer il se mit une certaine maladie entre plusieurs de nos gens, appelée mal de la terre, autrement Scorbute, à ce que j'ay ouy dire depuis à des hommes doctes, . . . brief ils estoient en tel estat, que la plus part des maladies ne pouvoient se lever ny remuer, & même ne les pouvoit on tenir debout, qu'ils ne tombassent en syncope: de façon que de 79. que nous estions, il en moururent 35. & plus de 29. qui en furent bien prés: La plus part de ceux qui restèrent sains, se plaignoient de quelques petites douleurs & courte fatigue. Nous ne pusmes trouver aucun remede pour la cureation de ces maladies. Durant cet yer nos boissons gélent toutes, hormis le vin d'Espagne. On donnait le cidre à la liure . . . Nous estions contraints d'yeser de trois mauvaises eaux, & boire de la neige fonduë, pour n'auroir n'y fontaines n'y ruisseaux: car il n'estoit pas possible d aller en la grand terre, à cause des grandes glaces que le plus & refus charoïat, qui est de trois brasses de basse & haute mer . . . ne mangeoient que chair sales & légumes durant l'yer, qui engendrent de mauvais sang: ce qui à mon opinion causeroit en partie ces fauchose maladies . . . Il estoit mal aisé de reconnoître ce pays sans y avoir yerné, car y arrivaist en etat tout y est fort agréable, à cause des bois, beaux pays & bonnes pescheries de poisson de plusieurs sortes que nous y trouvassmes. Il y a six mois d'yer en ce pays. Le 17. du mois le sieur de Mons ce delibera d'aller chercher un lieu plus propre pour habiter & de meilleure temperature que la nostre . . .

fainting away; so that of seventy-nine of us, thirty-five died, and more than twenty were very near it. The majority of those who kept well complained of some minor pains and shortness of breath. We could find no remedy with which to cure these maladies. During this winter our beverages all froze except the Spanish wine. Cider was given out by the pound. . . . We were obliged to make use of very bad water and to drink melted snow, since we had neither springs nor brooks; for it was not possible to go to the mainland on account of the great cakes of ice carried by the ebb and flow of the tide, which rises three fathoms between low and high water . . . we

ate only salt meat and vegetables during the winter, which produced poor blood. Such in my opinion was in part the cause of these unfortunate maladies. It was difficult to know this country without having wintered there; for on arriving in summer everything is very pleasant on account of the woods, the beautiful landscapes, and the fine fishing for the many kinds of fish we found there. There are six months of winter in that country. On the seventeenth of the month [June, 1605] the Sieur de Monts decided to go in search of a more suitable site for a settlement, and one where the climate was milder than where we were. . . .