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ANNUAL REPORT

to the Joint Standing Committee
on Agriculture, Conservation, and Forestry

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Submitted by:

**MAINE DEPARTMENT
OF CONSERVATION**
Bureau of Parks and Lands

February 26, 1999

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Report on Maine's Public Reserved and Non-reserved Lands, Submerged Lands, and Coastal Islands For Calendar Year 1998

I. EXECUTIVE SUMMARY

The Bureau of Parks and Lands is responsible for the management and administration of Maine's Public Reserved and Non-reserved Lands, Submerged Lands, Coastal Islands, and other lands as provided by law. The Bureau is statutorily mandated to manage the Public Reserved and Non-reserved Lands in a manner consistent with the principles of multiple land use to produce a sustained yield of products and services in accordance with both prudent and fair business practices and the principle of sound planning (Title 12 M.R.S.A., § 1833 and 1847).

The "Lands" division of the Bureau is a dedicated revenue component of the agency funding all of its administrative, planning, management, and operational activities for these lands from revenue generated from the land base. Ten year, multiple-use plans for the major properties guide the Bureau's management activities. These plans are prepared with the assistance of a Public Advisory Committee and discussed in a public meeting before adoption by the Commissioner. Benefits from the wise management of these lands include:

- *protection of unique natural and cultural resources*
- *enhancement of wildlife habitat*
- *access to recreational opportunities*
- *production of timber products*

The Bureau also has responsibility for protecting public trust rights to Submerged Lands, and, when granting leases for the use of Submerged Lands, includes conditions to maintain customary and traditional public access, navigation, and commercial marine uses.

II. HIGHLIGHTS OF SIGNIFICANT ACCOMPLISHMENTS IN 1998

- ***Submerged Lands*** - Finalization of the BIW transaction and subsequent contribution to the Shore and Harbor Management Account
- ***Timber Management*** - Completion of aerial photography and stand typing project
- ***Recreation*** - New campsites, hiking trails, and boat launch constructed on the Nahmakanta Unit
- ***Planning*** - Worked toward the completion of the revised Integrated Resource Policy
- ***Transportation*** - Completed Glulam engineered bridge on the Seboeis Unit
- ***Acquisitions*** - Completed 9 transactions involving 1,255 acres in fee purchases, and 2,105 acres in conservation easements

III. PREFACE

Under Title 12, M.R.S.A., § 1839, the Bureau of Parks and Lands is required to submit a written report on or before March 1st of each year to the joint standing committee of the legislature having jurisdiction over natural resources. The first section of this Report provides a summary of the Bureau's management activities during the 1998 calendar year in the following program areas:

- Land Management Planning
- Wildlife
- Recreation
- Timber Management
- Transportation
- Land Transactions
- Submerged Lands
- Public Access
- Shore and Harbor Management Fund
- Coastal Island Program
- Income and Expenditures Accounting
- Administration

As required, information on gates and barriers preventing public vehicle access to Public Reserved and Non-reserved Lands is included, as well as campsite or recreation facility fees charged for the use of these lands. The report also contains information on income and expenditures for calendar year 1998.

Lastly, a Financial Report for FY 2000 has been included as part of this document. This reflects a change from reporting methods of previous years, when the Financial Report was submitted separately from the accomplishments of the previous calendar year. The ACF Committee, in turn, has the obligation to report by March 15th to the Appropriations Committee on the Bureau budget.

IV. INTRODUCTION

The Bureau of Parks and Lands is an agency within the Department of Conservation. In addition to its responsibilities for the management of State Parks, Historic Sites, Allagash Wilderness Waterway, Penobscot River Corridor, Boat Facilities, Snowmobile and ATV programs, the Bureau has responsibility for the management of 472,725 acres of Public Reserved Lands, 4,548 acres of Non-reserved Lands, 2,300,000 acres of the State's marine and freshwater Submerged Lands, and approximately 1,350 public coastal islands. The Bureau staff involved with the management of Reserved and Non-reserved Lands includes specialists in planning, forest transportation, wildlife, outdoor recreation, and field forestry, all of whom collaborate to ensure an integrated and balanced approach to the management of resources on these lands to benefit Maine citizens.

Since the creation of the Bureau of Public Lands in 1973, most of the remaining small, scattered, original public lots have been traded with other landowners to consolidate the State's holdings into larger, more efficient management units with higher public use values. Other lands, such as coastal islands, surplus institutional lands, and land acquired by the Land for Maine's Future Program have been assigned to the Bureau for management. The Bureau is statutorily mandated to manage these Reserved and Non-reserved Lands "under the principles of multiple use to produce a sustained yield of products and services by the use of prudent business practices and the principles of sound planning" (12 M.R.S.A., § 1847).

Submerged Lands beneath coastal waters to the 3-mile limit and natural Great Ponds are managed by the Bureau under the Public Trust Doctrine to protect the public trust rights to fishing, waterfowl hunting, navigation, and recreation. In addition, the Bureau maintains the Coastal Island Registry, which catalogs the ownership of all coastal islands.

V. LAND MANAGEMENT PLANNING

The Bureau manages 27 consolidated units and 131 non-consolidated parcels. Of the 27 consolidated units, 20 have adopted plans, and plans for the other 7 units will be developed. (See Table 1, page 3, and map showing location of the consolidated units, page 17).

RESOURCE ALLOCATION SYSTEM

The Bureau's *Integrated Resource Policy and Planning Policy*, both adopted in 1985, govern management planning for all parcels within the "Lands" division. The planning process allocates areas for specific uses including:

- *Special Protection*
- *Wildlife*
- *Recreation*
- *Timber*

Because of the nature of multiple-use management, these areas often overlap, creating zones where management is designed to accommodate a variety of uses. The relative impact of one use upon another is carefully weighed to establish a hierarchy of resource management; protecting the most sensitive resources and uses while allowing other management activities, such as timber harvesting, to proceed where conflicts are avoided or where mutual benefit can be realized. For example, planned timber harvests in deer yards can provide a sustained yield of forest products and deer browse, while maintaining their winter shelter value.

DEVELOPMENT OF UNIT MANAGEMENT PLANS

The unit management planning process involves the public in two ways. For each unit, a Public Advisory Committee of 15-30 individuals is established, representing local and statewide interests. The committee meets during the course of plan development to serve as a forum for discussion of

management issues and ideas, to provide local knowledge and a statewide perspective to the planning process, and to review draft plans. When the Bureau and advisory committee have discussed all the issues and a draft plan has been developed, it is presented at a public meeting at which everyone with an interest is encouraged to comment. After consideration of these comments, the Bureau develops a final plan which is subsequently adopted by the Commissioner of the Department of Conservation.

The Bureau was directed by the Legislature to complete management plans on all of its units by the end of 1989. This legislative requirement was enacted in 1987. The understanding has been that this provision applies to parcels owned at that time, and management plans for those units that supported significant public use were completed for those properties. In 1998, the Bureau did not develop any management plans, instead focusing staff resources on the revision of the *Integrated Resource Policy* (see upcoming discussion).

Table 1. Management Plans

1	Bald Mountain	To Do
2	Bigelow	Adopted August 1989
3	Chain of Ponds	To Do
4	Chamberlain Lake	To Do
5	Cutler Coast	Adopted Nov. 1993
6	Dead River/Spring Lake	To Do
7	Deboullie	Adopted Jan. 1987
8	Donnell Pond *	Adopted Jan. 1992
9	Duck Lake	Adopted Feb. 1989
10	Eagle Lake	Adopted Mar. 1990
11	Four Ponds	Adopted Oct. 1989
12	Gero Island	To Do
13	Great Heath	Adopted Aug. 1984
14	Holeb	Adopted Dec. 1989
15	Little Squaw	Adopted Oct. 1988
16	Mahoosucs	Adopted Feb. 1988
17	Moosehead	Adopted July 1997
18	Nahmakanta	Adopted Nov. 1995
19	Richardson	Adopted Mar. 1990
20	Rocky Lake	Adopted Dec. 1989
21	Round Pond	Adopted Dec. 1992
22	Salmon Brook Lake Bog	To Do
23	Scraggly Lake	Adopted Oct. 1988
24	Seboeis	Adopted Feb. 1990
25	Squa Pan	Adopted Mar. 1990
26	Telos	Adopted Feb. 1990
27	Wassataquoik	To Do

* To include the LMFB acquisition of Spring River Lake

NATURAL RESOURCE INVENTORIES

As part of its management planning process, the Bureau contracts with ecologists to conduct natural resource inventories. These inventories identify rare animals and plants, significant natural communities, and other natural features to be considered for "Special Protection" status within management plans. "Special Protection" areas are set aside by the Bureau to avoid detrimental impacts that might occur from active land management practices. Although no forest management occurs in "Special Protection" areas, dispersed recreation is often a compatible use.

BIODIVERSITY PROJECT

The Bureau has been an active participant in the Maine Forest Biodiversity project since it began in May of 1994 until its close in January of 1999. The project was a collaborative effort among a diverse group of stakeholders to find ways to protect forest biodiversity in Maine. Some of the accomplishments of the MFBP are a landmark report on the status of biodiversity in Maine, a field manual for foresters on biodiversity friendly forest management practices, an inventory of significant natural features of the conservation lands of Maine, and a proposal for a system of ecological reserves on conservation lands in Maine. This last report identified 179,520 acres of Bureau lands as potential ecoreserves, of which 164,215 acres were identified for the Lands division. The Bureau is currently evaluating this proposal and the economic impact it would have on its dedicated revenue.

REVISIONS TO THE INTEGRATED RESOURCE POLICY

In February of 1998, an Advisory Committee and five Technical Working Groups were formed to discuss issues related to various resource areas, and to provide guidance to the Bureau in the revision of this Policy. Once completed, the Policy will guide the types of activities that will occur on the land base. The members were selected for their expertise and experience in a variety of fields, and represent a cross section of interests from government, industry, public interest organizations, and the general public. Their role in advising the Bureau has included providing a balanced response to the general public interest as well as a diversity of technical viewpoints.

The Committee will continue to meet during 1999, with an anticipated completion date of September 30, 1999 for adoption of the new Policy.

VI. WILDLIFE

A key component of the Bureau's integrated resource management program is coordinating land management activities with fisheries and wildlife habitat enhancement. Since 1984 a wildlife biologist from the Maine Department of Inland Fisheries and Wildlife (MDIFW) has been assigned to the staff of the Bureau through a cooperative agreement between the two agencies. The primary responsibility of the position has been to develop and implement a fisheries and wildlife program for the lands which the Bureau manages. During 1998, the following projects were undertaken:

- 1) Reviewed 9 integrated resource management prescriptions covering 7,671 acres to ensure that habitat guidelines were incorporated into land management activities. Many of these prescriptions involved significant amounts of hardwood and mixedwood stands, where the management of American beech for nut production is a major concern. The harvesting approved should provide sustainable levels of nut-producing trees for future generations of wildlife.
- 2) Began the review and update of Bureau fisheries and wildlife policies in its *Integrated Resource Policy* which guides all management on its lands. The staff wildlife biologist chairs the Fisheries and Wildlife Resources Technical Working Group composed of fisheries and wildlife professionals with a diversity of expertise.
- 3) Continued development of management guidelines for American beech, with final adoption expected in 1999.
- 4) Controlled hardwood trees, saplings and brush on 5.5 acres of old agricultural fields in Days Academy Grant, by cutting, mowing, and utilizing herbicide treatment. Over 100 apple trees on 12 acres were released at Hebron, Riley, Days Academy Grant, and Moro Plantation.
- 5) Maintained 100 waterfowl nesting boxes.
- 6) Seeded 52 acres of disturbed soil for wildlife forage and erosion control.
- 7) Implemented harvesting plans for 2 deer wintering areas and continued the development of long-term

DWA management plans for T13 R12 WELS and T6 R11 WELS.

- 8) The seasonal wildlife field assistant completed 14 waterfowl brood counts, checked 5 lakes for loon nest locations, monitored for peregrine falcons and Bicknells thrush, located vernal pools, and assisted regional staff with habitat restoration projects.

VII. RECREATION

In response to public demand, and in accordance with management plan commitments, the Bureau continues to develop new recreation opportunities on these lands. The Bureau is responsible for 194 campsites, 170 miles of hiking trails, 17 boat ramps and 129 miles of public access roads. In 1998, three major field projects were completed:

- 1) *Ice Storm Cleanup*. Hiking trails and other recreation facilities received moderate damage on the Mahoosucs, Duck Lake, Donnell Pond, and Cutler Coast Units from January's infamous ice storms. Through a combination of Bureau staff, volunteers and federally funded contractors all trails were back in service by early summer.
- 2) *Nahmakanta Unit*. Expansion of recreation opportunities continued. A team consisting of Bureau staff, College Conservation Corps members, and private contractors accomplished the following under the Bureau's direction: completed construction of 8 1/2 miles of hiking trails on Turtle Ridge. Constructed new water access campsites; 2 on Wadleigh Pond, 3 on Pollywog Pond, and 3 on Nahmakanta Lake. A hand-carry boat launch site was also constructed on Nahmakanta Lake. Layout work for 11 miles of hiking trail in the Debsonaeg Backcountry was also completed.
- 3) *Spring River Lake*. Constructed a parking area and trail to the lake to provide access for picnickers and anglers.

PUBLIC INFORMATION

The Bureau continued to print and distribute pocket-sized brochures describing recreation opportunities for the management units listed below. A new brochure for the Cutler Coast Unit was also developed, printed and distributed. Each brochure contains a map showing the location of hiking trails, campsites, and other recreational facilities.

Table 2. Completed Brochures

Bigelow Preserve
Cutler Coast
Deboullie
Dodge Point
Duck Lake
Holeb
Richardson/Bald Mountain
Rocky Lake
Scraggly Lake
Seboeis
Squa Pan

STAFFING

A full-time Recreation Specialist and five seasonal rangers are involved in recreation management activities. The seasonal rangers, located in the Bureau's Northern, Western, and Eastern Regions, are responsible for recreation facilities maintenance and construction, and ensuring that visitors observe Bureau rules and outdoor etiquette. In addition, the Regional Manager and other staff in the regions spend time on recreation management issues. The full-time **Bigelow Preserve** Manager spends most of the summer managing recreational use for that area. Recreation facility construction and maintenance are performed by permanent Bureau staff, seasonal recreation rangers, and volunteers. The expanded land base and increasing visitor use have required the Bureau to commit more resources to this effort.

Much of the recreation facility development accomplished on the Bureau's land base in the past year was done with labor supplied by the College Conservation Corps, a program within the Maine Conservation Corps (MCC). This program utilizes federal moneys in conjunction with Bureau allocations to fund corps members' salaries and project expenses. The Bureau's Recreation Specialist, in coordination with regional staff, designed and located the trails and camping facilities, and scheduled the work for the MCC crews. This has proven to be a cost effective

and efficient means for developing recreational opportunities on the Public Reserved and Non-reserved Lands.

FEES

No fees are charged on most Public Reserved and Non-reserved Lands managed by the Bureau; however, in four situations fees are charged because these lands are near or within private recreation management systems. Each situation is discussed below:

- 1) About 88,500 acres of Public Reserved Lands managed by the Bureau are within the nearly three million-acre North Maine Woods (NMW) system. To access these lands the public must pass through checkpoints, where they are charged day use and camping fees at the NMW rates, and travel over roads on private land within the NMW system. In 1998, Maine resident fees were \$5.00 per night per person for use of a campsite and \$4.00 per day per person for day use. A day use pass for the season was \$25. Fees are retained by NMW for facility maintenance and development, except that camping fees at Deboullie (which is a consolidated unit within the NMW system) are returned to the Bureau once our seasonal park ranger assumes management responsibilities for the summer months.
- 2) The Bureau leases campsites on the Richardson Unit (Upper Richardson Lake) to the owner of the South Arm Campground, who also leases other campsites on the lake belonging to the Seven Islands Land Company. In 1998, the campground owner charged \$13.91 (including tax) per night per site. The owner retains a portion of this fee for maintenance of 12 campsites on the Bureau's ownership and the Mill Brook public boat launch facility at the north end of Richardson Lake.
- 3) Recreation facility maintenance for Gero Island (Chesuncook Lake) is accomplished by Parks Division staff because they can more efficiently manage the facilities as a part of the Penobscot River Corridor Program. Visitors to the area pass through checkpoints operated by Great Northern Paper Company, which collected a camping fee of \$4 per person per night for residents and \$5 per person per night for nonresidents. (The day use fee for Maine residents was discontinued by Great Northern Paper at the end of the 1996 summer season.) Nonresident day

use fees are retained by Great Northern to cover operating costs for the checkpoint system, while the camping fees are returned to the Bureau to reimburse campsite management and maintenance expenses.

4) For the Bureau's Telos Unit, management of recreation sites on Webster Lake have been assigned, by mutual agreement, to the Baxter State Park Authority. Most of the use of Webster Lake is connected with the Webster Stream canoe trip -- made famous through the travel journal of Henry David Thoreau -- which traverses the northern end of Baxter State Park. Under the agreement, campsites at the west end of Webster Lake are administered through the Park and subject to its rules and policies.

The on-site presence of non-Bureau staff in the agreements described above allows for the efficient and effective management of some of the Bureau's remote recreation facilities. These types of cooperative agreements appear to be a viable means of providing recreation resource management in areas where the Reserved or Non-reserved Land is part of a larger recreation management area, and where resource management objectives are common to other landowners within that area.

PARTNERSHIPS

For some properties, the Bureau has entered into partnerships with other organizations to cooperatively manage recreational use. Noteworthy examples are:

- **Dodge Point.** An arrangement is currently in place with the Damariscotta River Association to assist with the maintenance of trails and facilities.
- **Bigelow Preserve.** An agreement is in place with the Maine Appalachian Trail Club to ensure a summer staff presence at heavily used areas on the Appalachian Trail.
- **Coastal Islands.** An island recreation and stewardship project has been initiated with the Maine Island Trail Association.
- **Moosehead Unit.** The Bureaus of Parks and Lands and Forestry have pooled staff and financial resources to coordinate and supervise a private contractor for the maintenance of remote campsites on the lake.
- **Cutler Coast.** The Cobscook Trails coalition is providing trail stewardship and visitor information through a management agreement with the Quoddy Regional Land Trust, The Nature

Conservancy, Maine Coast Trust Heritage Trust, Moosehorn Wildlife Refuge, Maine IFW, local businesses, and the Bureau.

- **Donnell Pond Unit.** The Bureau and the Tunk Area Protection Association share the services of a ranger who maintains recreation facilities on the Unit, as well as provides visitor information regarding both public and private area resources.

VIII. TIMBER MANAGEMENT

FOREST INVENTORY PROJECT

The Bureau manages the natural resources under its charge through a carefully planned multiple use program that balances timber management with all other natural resource values. An important facet of a timber management program is examination and inventory of the forest resource. Timber typing has been completed for all forest managed by the Lands Division, on over 400,000 acres. The complete re-inventory of forest land under the Bureau's care is ongoing. In 1998 detailed timber, site, and natural resource measurements were taken on over 500 plots on the Bigelow Preserve, using computerized Electronic Data Recorders for the field tally and the Bureau's computer software for analyzing the data. Procedures used for this large tract will be utilized in continuing the inventory across the entire landbase. It is the Bureau's intent to move forward with this inventory effort in 1999, using both staff and contractors. This will require an increased allocation, which will be paid for with funds from the contingency account.

PRESCRIPTIONS

Planning for the timber management of Public Reserved and Non-reserved Lands is a two step process:

- *A management plan for the unit as a whole is prepared and adopted;*
- *More detailed plans for discrete areas between 500 - 2,000 acres (known as compartments), are then developed for the unit.*

Compartments are examined on a 10-year cycle to identify timber and wildlife resources and recreational opportunities. Based on the field examination and the information collected, work plans ("prescriptions") are developed to ensure adequate

protection of special resources and a sustained yield of forest goods and services, which include timber, wildlife, and appropriate recreational uses. In 1998, Bureau staff examined and prescribed 11,985 acres for a wide range of resource management activities. These prescriptions are developed by foresters with the assistance of staff specialists in wildlife, recreation, and transportation to insure that all aspects of multiple-use management have been considered. Once the prescription has been developed, it is carefully reviewed and approved in a formal process by this interdisciplinary group of resource professionals prior to implementation.

TIMBER SALES

If a timber harvest is prescribed in a compartment, a timber sale is developed. The majority of timber sales are put out to competitive bid and contracts are awarded utilizing a bid process which follows State rules and procedures governing the sale of State property and purchase of services. Most timber is sold as stumpage. Under this system, the contractor agrees to pay the Bureau a bid price per unit for each type of forest product harvested. A lesser volume is sold using contracts for logging services. Under this system, the Bureau pays the contractor to harvest timber and deliver it to specified mills; these mills then pay the Bureau directly for these products. Logging service contracts provide an opportunity for contractors to operate on Public Reserved and Non-reserved Lands who could not secure a market, on their own, for harvested products. They also allow the Bureau to accomplish forest management objectives which might otherwise not be pursued. Also, by assuming the marketing responsibilities and being able to enter into agreements with local wood using mills for a specific volume of raw material, the Bureau can in most situations increase revenue.

Once the timber contracts are awarded, Bureau foresters and forest technicians work closely with the contractors to insure contract compliance as well as to insure that timber management objectives are met. All harvests are under close supervision by Bureau staff either through the marking of individual trees for removal or by providing loggers with very strict harvesting criteria which specifies which trees are to be harvested. All harvest operations are inspected by Bureau staff on a weekly basis or more often if individual situations warrant.

In 1998, the implementation of prescriptions resulted in:

- A total 54,469 cords (allowable cut is 105,000 cords) was harvested from 7057 acres (allowable acreage is 12,582 acres) in 1998.
- Of the 54,469 cords harvested, the Bureau marketed 8,898 cord equivalents to Bureau held contracts with local saw mills and pulp mills.
- A total of 47 operations were ongoing in 1998. These operations are a combination of newly established sales, and sales carried over from previous years.
- In concert with our contractors, wood was marketed to over 50 mills statewide.

These figures for 1998 are well within the allowable limits. The 1998 harvest was 21,778 cords greater than reported the previous year, with a corresponding increase in acres operated of 2,830. This increase is the result of refocusing staff effort towards accomplishing the Bureau's stewardship responsibilities in closer approximation to the allowable limits, while meeting revenue goals towards the operation of its various programs. The Bureau continues to work towards the goal of maintaining a significant amount of prescribed acres out ahead of harvest operations, thus aiding in efficient scheduling of harvests and a more even income flow.

SILVICULTURAL ADVISORY COMMITTEE

In 1986, the Bureau established a Silvicultural Advisory Committee, with representatives from environmental groups, academia, and forest managers from public and private landowners, to review and critique forest management on Public Reserved and Non-reserved Lands. Each year the Bureau sponsors a field trip on which the committee examines work the Bureau has completed or is planning, providing valuable input to staff through on-site dialogue. This past year the committee returned to the Scraggly Lake Unit, first visited by them in 1986. Attendees were able to see the changes that took place over the past twelve years and some activities done more recently, and to evaluate Bureau plans for reentry into several stands first treated prior to the 1986 visit. All but one committee member, and staff from all the Bureau's regional offices, participated in the 1998 field trip.

BOUNDARY LINES

In the past year the Bureau has continued to place importance on the maintenance of boundary lines. In 1998, Bureau staff and contracted individuals maintained 63 miles of property lines.

IX. TRANSPORTATION

During 1998, the Bureau continued efforts to improve public access to consolidated units, focusing primarily on those units with timber stands that required management and where public vehicle access is needed to take advantage of recreational opportunities. The following is a summary of those accomplishments:

- Reconstructed one mile of public access road to the Mill Brook boat launch site on the **Richardson Lake Unit**.
- Completed new or reconstruction of approximately 2 miles of management roads (used primarily for timber harvesting activities, but also open to the public).
- Replaced **Seboeis Inlet** bridge using Glulam engineered components (stringers and deck) under a USFS Timber Bridge Initiative grant. Rebuilt one bridge on the **Deboullie Unit**, and one on the **Round Pond Unit**.
- Maintained 119 miles of public access roads.
- Implemented a bridge inspection program in coordination with the Maine Department of Transportation

X. PUBLIC ACCESS

Three-fourths of the Public Reserved Lands are accessible to the public without fee or special arrangements. There are a few circumstances where public vehicle access is limited or affected by restrictions. As required in 12 M.R.S.A., § 1853, the following is a report of barriers to public access where they block the sole or primary motor vehicle access.

EXTERNAL GATES TO PUBLIC LANDS

1) **North Maine Woods Association Checkpoint/Gates:** There are seven gates, staffed seasonally, controlling primary access from Maine points to 88,473 acres of Reserved and Non-reserved Land within the nearly three million acre North Maine Woods area. These checkpoints are all on private land and serve to facilitate management of recreational use of the areas on both public and private land.

2) **KI/Jo-Mary Checkpoint/Gate.**

The Katahdin Iron Works checkpoint controls access to the 960 acre public lot in Bowdoin College Grant East. Access to the 29,692 acre **Nahmakanta Unit** has been developed from the west and Nahmakanta is no longer managed as part of the KI/Jo-Mary system, in accordance with the recently completed management plan. However, historic access from Route 11 to the unit through the KI/Jo-Mary system continues as in the past.

3) **Cary Plantation, Aroostook County.** A locked cable gate on private land prohibits access to the 230 acre lot.

4) **Magalloway Plantation, Oxford County.** A locked metal gate on private land prohibits access to a 1,000 acre parcel.

5) **Dallas Plantation, Franklin County.** A chained, metal gate on private land prohibits access to the north lot in Dallas Plantation, and to the lot in Davis Twp. The total area of the two lots is 1,050 acres. The gate is owned and maintained by the camp owners on the north end of Kennebago Lake.

6) **Lagrange, Penobscot County.** A pipe gate erected by Bangor Hydro on private land restricts access to this 900 acre public lot.

INTERNAL GATES

The Bureau maintains 14 internal gates to protect sensitive areas from vehicle traffic, on service roads, and for safety reasons. None of the barricades restrict foot traffic into the protected areas. Many of the barriers are left open during the snowmobile season to allow safe passage by the machines.

XI. LAND TRANSACTIONS

During 1998, the State acquired seven parcels and one conservation easement ranging in size from 2.5 to 790 acres using funds from the Bureau's Land Acquisition Program, Land for Maine's Future Fund (LMF), Maine Outdoor Heritage Fund (MOHF), and the Department of Transportation (DOT).

- 1) In Franklin County, east of the Bureau's **Four Ponds Unit**, 395 acres were acquired in Letter E Township adjacent to the very popular DOT owned Smalls Falls Rest Area. This acquisition enhances protection of the Sandy River and Chandler Mill Stream, and provides additional recreation opportunities that will supplement the existing day use activities at the Rest Area. Funds for this acquisition came from the Bureau, MOHF, and DOT.
- 2) Adjacent to the **Bigelow Preserve**, two parcels totaling 145 acres were acquired in Coplin Plantation and Wyman Township. State ownership of the 115 acre parcel located in Coplin Plantation will ensure permanent protection to the trail head and initial segment of the Range Trail, a popular side trail of the Appalachian Trail. Acquisition of the 30 acre parcel located in Wyman Township is an example of acquiring in-holdings within the Bureau's ownership. Funds for these two purchase came from the Bureau.
- 3) Near **Rangeley Lake State Park**, two parcels totaling 440 acres were acquired in Rangeley Plantation. These two acquisitions were part of a larger effort which added significant shore frontage to the State Park. Specifically, these two parcels will be managed for multiple-use, which includes the protection of significant natural resources, and the management of wildlife, recreation, and timber. Funds for these two purchases came from the Bureau and MOHF.
- 4) In Hancock County, adjacent to the **Donnell Pond Unit**, 334 acres in fee, a conservation easement totaling 790 acres (two parcels), and a 2.5 acre boat launch parcel were acquired in the Town of Franklin. Overall, these transactions will protect significant viewsheds, and enhance public access through the reconstruction of the boat launch on Donnell Pond and development of hiking trails. Funds for these acquisitions came from the Bureau and LMFB.

5) The State, with funding from the Forest Legacy Program, acquired a 1,315 acre conservation easement in Western Maine. This acquisition was the last of three conservation easement acquisitions through the Forest Legacy Program that were designed to protect the Pierce Pond Watershed from development and provide continued recreational use of the area. A total of 9,815 acres are now protected through these easements. The Bureau, in cooperation with the Maine Wilderness Watershed Trust, and on behalf of the U.S.F.S., will monitor the terms of the easements as well as manage recreation.

6) The Legislature also authorized the Bureau to convey property owned by the State in Colorado, and an exchange of land between the State and Huber Resources Corporation. The Colorado parcel, gifted to the State by Governor Baxter, will be sold, and the proceeds used to establish a trust fund for the management of recreation on Macworth Island. The land exchange with Huber Resources Corporation involves conveying common and undivided ownership, and acquiring additional lands adjacent to the **Bigelow Preserve**.

In addition, Bureau staff continue to work on many other complex land transactions. The sheer number of transactions, along with the lack of staff and financial resources, have made it necessary for the Bureau to work more closely with non-governmental entities in an effort to complete these projects.

XII. SUBMERGED LANDS

These lands are managed under the Public Trust Doctrine to ensure protection of the public trust rights of fishing, waterfowl hunting, navigation and recreation. The Submerged Lands Program plays an important role in maintaining a balance among competing uses of submerged lands and resolving conflicts between public trust rights and the demand for private and commercial uses of these lands.

1) In 1998, the Submerged Lands Program reviewed 97 applications for projects on submerged lands and 67 other notifications to determine whether review was necessary. The Program issued 40 new leases and 9 new easements, bringing the combined total to 1,870.

2) Under statute, the Program was charged with administering a registration process for structures existing on submerged lands prior to the establishment of the program in 1975. This process required the Program to conduct a comprehensive inventory of coastal structures. To date, 950 such structures have been duly registered.

3) A significant amount of staff time was devoted to working out the terms of the lease and sale of submerged lands to Bath Iron Works Company as part of its shipyard expansion project in Bath (in accordance with Title 36, Sections 6850-6858, passed by the legislature in 1997). Four leases were issued in connection with this project, including a dredging lease for the use of 537,500 cubic yards of construction grade fill. The sale involves 15 acres of submerged land that will be transferred to the company in the year 2000.

4) The Submerged Lands Advisory Board met five times during the year. This group, established by the legislature in 1997 to provide advice to the Director, discussed a variety of topics relating to submerged lands. Under statute, one of the topics the Board was instructed to consider was an appeals process for the Director's decisions relating to submerged lands lease and easements. After considerable discussion, the Board concluded that there was not a need for an appeals process and voted unanimously not to recommend establishing such a process at this time.

5) The importance and workload of the Submerged Land Program is expected to grow in the future as the amount of available shorefront space dwindles and as the economy and demand for recreation continue to expand.

XIII. SHORE AND HARBOR MANAGEMENT FUND

In 1991, the Legislature created the Shore and Harbor Management Fund in anticipation that annual revenues from the Submerged Lands Program would exceed program operation costs. These funds could then be used to support shore and harbor management activities by providing grants to municipalities.

The \$1,200 cap on submerged lands rents that was passed by the legislature in 1997 significantly reduced anticipated program revenues, and for the past

five years the balance of shore and harbor fund has remained at \$15,000. In upcoming years, however, the fund balance will increase, as revenues generated from the lease and sale of submerged lands to Bath Iron Works Company as part of its expansion project are deposited into the fund.

XIV. COASTAL ISLAND PROGRAM

Maine's Coastal Island Registry was created by the 106th Legislature as a means of clarifying title to 3,000 coastal islands by establishing and registering ownership. By now most island owners have registered their islands. The Bureau continues to receive requests for changes in registrations, either changes of address for previous registrants or sales to new owners. There are also many requests for general ownership information from persons with an interest in Maine islands.

The Bureau's brochure "Your Islands on the Coast" continues to be updated each year. It shows the location of approximately 40 State-owned islands suitable for recreational use and explains the Bureau's visiting, camping and resource protection policies. The Maine Island Trail, a water trail extending along the entire coast of Maine and comprised of publicly and privately owned islands, was expanded to include two more publicly-owned islands. The Bureau continued its partnership with the Maine Island Trail Association in the management and oversight of the State-owned islands on the Trail.

XV. INCOME AND EXPENDITURES ACCOUNTING

The Bureau has several different accounts established for specific purposes with statutory restrictions on their use. The statutes require that these financial summaries be done on a calendar year basis. As a result, the figures presented in this report do not match those reported elsewhere on a fiscal year basis, and may tend to exaggerate the Bureau's income and expenditures in any one calendar year, depending upon where the income and expenses actually fall within the fiscal year.

Public Reserved Lands Management Account
(014.04A.0239.22)

This account is restricted to uses related to the management of lands that have Reserved Lands status, which includes the original public lots, land acquired through trading Public Reserved Lands, and other lands designated as Public Reserved Lands. Sources of income to this account include the sale of timber stumpage and gravel, plus camplot leases and other special leases on the Reserved Lands, and interest on the account balance. Income for calendar year 1998 was \$2,973,727 with expenditures of \$2,400,795. Because the Bureau's largest source of revenue is timber, income fluctuates in response to the amount of wood harvested and economic conditions, which affect timber markets. Not shown in either the income or expenditure figures above are the portion of moneys received from camplot leases and timber sales that are shared with towns and plantations pursuant to 12 M.R.S.A., § 1854. Based on the income received in 1998 (payable in 1999), the Bureau revenue sharing amounts total \$87,453 with 17 towns and plantations. Income from the Reserved Lands Account supports administration, planning, timber, transportation, recreation and wildlife.

Public Lands Management Account
(014.04A.0239.23)

This account is used for the management of lands not in the Public Reserved Lands System. These Non-reserved Public Lands include institutional lands (those lands considered surplus by other State agencies) assigned to the Bureau for natural resource management, and coastal islands. Sources of income are primarily from a lease to the National Weather Service and the sale of timber, with a smaller amount derived from agricultural leases. Income for calendar year 1998 was \$8,265 against expenditures of \$13,767.

Submerged Lands Account
(014.04A.0239.27)

The Submerged Lands Account is comprised of funds generated from leases and easements on the State's submerged lands. Most of the fund's income is derived from leases of coastal waterfront properties to allow commercial uses such as marinas, piers and boatyards. In 1997, additional income was generated as part of a registration program requiring holders of constructive easements to pay a \$50 fee. This fee won't be collected again until the year 2001.

Revenues in 1998 were \$117,257, with expenses of \$64,738. (This latter expense figure reflects a position vacancy in the program which has since been filled; funds for personal services (salaries) comprise the bulk of the program's budget).

Revenues in 1999 will increase as a result income from the leasing of land and reuse of dredged material by Bath Iron Works Company as part of its shipyard expansion project. FY 99 payments in this regard include \$30,000 for the annual lease rental fee and \$250,000 for reuse of dredged material as fill. The Program will also be receiving registration fees from the holders of easements issued between the years 1975 and 1992.

Shore and Harbor Management Fund
(014.04A.0239.28)

A Shore and Harbor Management Fund was established in 1991 to provide grants to municipalities for harbor planning, public access and similar local management activities on submerged lands. This account receives funds from the Submerged Lands account when income from leases exceed the operating costs of the program. In the past the current rental cap of \$1,200 has significantly limited the amount of money available for fund. However, with the infusion of monies from the Bath Iron Works project starting in 1999, this fund is expected to grow.

Land Acquisition Fund
(014.04A.0239.24)

Funds from this account are restricted by statute to the acquisition of lands of significant public use and value for the Public Reserved Lands System and acquisition related costs. Funds from this account cannot be used for operation or maintenance of existing land, and therefore expenditures do not take place on a regular, scheduled basis. Income that accrues as a result of sales, trades or interest is carried forward until needed for land acquisition. Income for calendar year 1998 was \$107,651 against expenditures of \$587,062.

This income represents interest earned on the account balance. The principal expenses included the purchase of land in Rangeley, Bigelow, Franklin, and Letter E Twp. (Small Falls), which added to existing units, with additional expenditures on legal, appraisal and survey costs associated with land acquisitions.

XVI. ADMINISTRATION

During 1998, the Bureau continued to experience internal adjustments in response to combining the Bureaus of Parks & Recreation and Public Lands. Some examples of these changes include the staff responsibilities expanding to support more programs and activities, manage more land, and integrate related activities from both of the previous Bureaus. The Bureau continues to explore and utilize current technology, and look for more efficient ways to deal with its increasing workload.

The Bureau continues to contribute to the Department of Conservation's Strategic Planning Process. The Plan contains goals, objectives, and strategies that will guide the Bureau's work program and budgeting over the coming years. It represents an important shift to a more performance-based method of evaluating programs.

XVII. FINANCIAL REPORT FOR FY 2000

INTRODUCTION

Pursuant to Title 12 M.R.S.A., § 1839 and 1853 the Joint Standing Committee on Agriculture, Conservation, and Forestry must review allocations for the Bureau of Parks and Lands dedicated funds and revenue accounts pertaining to Public Reserved and Non-reserved Lands, and submit a written report to the Joint Standing Committee on Appropriations and Financial Affairs by March 15th. To assist in the preparation of that report, the Bureau is submitting information regarding Bureau income, expenditures, and management of the following six dedicated accounts:

- *Public Reserved Lands Management Fund*
- *Public Lands Management Fund (Non-reserved Public Lands)*
- *Public Lands Acquisition Fund*
- *Submerged Lands Fund*
- *Harbor Management Fund*
- *Coastal Island Registry*

These accounts derive revenue from the sale of the forest products, lease fees, interest on cash balances, and the sale of land. Since programs funded by these accounts receive no support from the State's General Fund, the dedicated revenues must cover all operating expenses. The Bureau plans its expenditures for the ensuing fiscal year based on a level of income it projects to receive from its various revenue sources. If projected income is not expected to be sufficient, then the Bureau determines whether the balance in its contingency fund is sufficient to carry it through until additional revenues are received. If both revenue projections and contingency funds are insufficient, then the Bureau postpones planned expenditures until revenue returns to an adequate level. The Bureau has established these internal financial management procedures, and reviews budgetary matters on a monthly and quarterly basis.

In the past, this internal management has proven successful. The Bureau has adjusted its expenditures and managed its financial resources in such a manner that core program activities have been funded. The Bureau continues to manage the State-owned Public Reserved and Non-reserved Lands to produce timber on a sustained yield basis and within established levels for allowable harvest to generate revenue to support resource protection, wildlife, and recreation programs. Presented below are the FY 2000 allocations proposed for our FY 2000 budget for each of six dedicated accounts within the Bureau's "Lands" division. These allocations represent the limits within which the Bureau must operate.

ACCOUNT SUMMARIES

1. Public Reserved Lands Management Fund Account # 014.04A.0239.22

Income		Expenses	
Earnings on Investments *	\$110,000	Personal Services	\$1,521,357
Rent of Lands*	\$650,945	All Other (not including STACAP)	\$919,753
Camp Leases	\$130,000		
Registration Fees	\$4,500	Capital	
Sale of Gravel	\$5,000	Buildings	\$12,000
Sale of Equipment	\$3,000	Equipment	\$57,200
Sale of Stumpage *	\$2,065,600	Roads and Bridges	\$204,116
Misc Income	\$55,000	Capital Subtotal	\$273,316
DICAP**	(\$262,452)	STACAP	\$47,027
Total Income	\$2,761,593	Total Expenses	\$2,761,453

* Represents the major components of the Bureau's income stream.

** Consistent with state accounting practices, DICAP is shown as a "revenue debit," although it is actually an expenditure.

The Bureau currently has an account balance of \$1,550,317, which serves as its contingency fund. Because most of the Bureau's timber harvesting takes place during the winter (to minimize environmental impacts), there is a significant seasonal fluctuation in income. The contingency fund enables the Bureau to operate during the first half of the fiscal year when income is low and expenses are relatively constant. It also serves as a buffer to cover operating costs when expenses exceed revenues. The FY 2000/2001 budget contains a Part II request for modest staff increases to address clerical, recreation, land acquisition, and land record management needs.

2. Public Lands Management Fund Account # 014.04A.0239.23

Income		Expenses	
Earnings on Investments	\$2,400	All Other (not including STACAP)	\$23,952
Rent on Lands and Buildings	\$14,000	Capital	\$21,000
Sale of Stumpage	\$33,000	STACAP	\$312
DICAP**	(\$1,223)		
Total Income	\$49,400	Total Expenses	\$45,264

** Consistent with state accounting practices, DICAP is shown as a "revenue debit", although it is actually an expenditure.

Both income and expenses will be less than the budgeted allocations in this account. The account has a balance of \$46,900, which is used as a contingency fund to cover expenses that occur between the relatively small and infrequent timber harvests on these lands. It is unlikely the Bureau will harvest the amount of timber needed to meet the proposed revenue projection. Therefore, management expenditures and associated activities will be limited.

3. Public Lands Acquisition Fund Account # 014.04A.0239.24

Income		Expenses	
Earnings on Investments	\$133,000	All Other (not including STACAP)	\$78,102
Sale of Land	\$653,000	Capital	\$700,000
DICAP**	(\$5,989)	STACAP	\$1,528
Total Income	\$780,011	Total Expenses	\$779,630

** Consistent with state accounting practices, DICAP is shown as a "revenue debit", although it is actually an expenditure.

By statute, the money in this account is used only for purposes related to the acquisition of interest in land. Lands purchased with the funds from this account have Public Reserved Land status. These funds are necessary to acquire rights-of-ways, inholdings, conservation easements, and additions to the existing land base. As in most years, it is difficult to predict the timing, income, and expenditures involved in potential land transactions. This budget allows the Bureau, if the opportunity arises, to acquire land or other interests within the available allocation. The "All Other" expenses are used to cover the cost of legal assistance for title searches, drafting deeds, and related items. This account currently has a balance of \$1,518,665, of which \$400,000 has been committed in FY 99 for the Nicauous Lake project.

4. Submerged Lands Fund Account # 014.04A.0239.27

Income		Expenses	
Earnings on Investments	\$28,000	Personal Services	\$106,352
Rent of Lands	\$114,000	All Other (not including STACAP)	\$55,414
Sale of Gravel	\$287,500	STACAP	\$3,154
Misc Income	\$13,500		
Sale of Land	\$500,000		
DICAP**	(\$12,364)		
Transfer to Shore & Harbor Mngt Account	(\$200,000)		
Total Income	\$730,636	Total Expenses	\$164,920

** Consistent with state accounting practices, DICAP is shown as a "revenue debit", although it is actually an expenditure.

Most of the rental income for the program is not received until late in the fiscal year because rent payments are due in February. Like the Public Reserved Lands account, the Submerged Lands account carries a balance that funds the program through the first eight months of the fiscal year. This account currently has a balance of \$277,291. With the \$1200 rental cap that is now in place, annual program expenses exceed rental income, and this fund balance is needed to cover the shortfall through FY 2004. The fund balance will be drawn down during this period, but will be supplemented in 2005 by revenues from constructive easements being brought under lease. In FY 2000, the Bureau will transfer \$200,000 to the Shore & Harbor Management Fund to distribute grants to municipalities. The added income is a result of the sale of submerged land to Bath Iron Works.

5. Shore and Harbor Management Fund Account # 014A.0239.29

Income		Expenses	
Rent of Lands	\$15,000	All Other (not including STACAP)	\$30,000
Transfer from Submerged Lands	\$200,000	Grants to Cities & Towns	\$170,000
DICAP**	(\$2,300)	STACAP	\$587
Total Income	\$212,700	Total Expenses	\$200,587

** Consistent with state accounting practices, DICAP is shown as a "revenue debit", although it is actually an expenditure.

This account was set up by the legislature in 1991 in anticipation that the Submerged Lands Program would eventually yield revenues that could provide benefits to the public beyond what was needed to administer the program. These funds are to be set aside in this special account and made available to municipalities for grants to enhance their shore and harbor management, planning, and access efforts. The account currently has a balance of \$15,000. From the sale of submerged land to Bath Iron Works, the program will receive an additional transfer of \$200,000 to this account in FY 2000, which will be distributed to municipalities as grants.

6. Coastal Island Registry Fund Account # 014A.0241.26

Income	\$107	Expenses	\$99
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Funding in this program covers the cost of reviewing new applications for island registrations. Most private coastal island titles have been reviewed and current program activity, for the most part, involves providing information to the public and occasionally reviewing application and deed information.

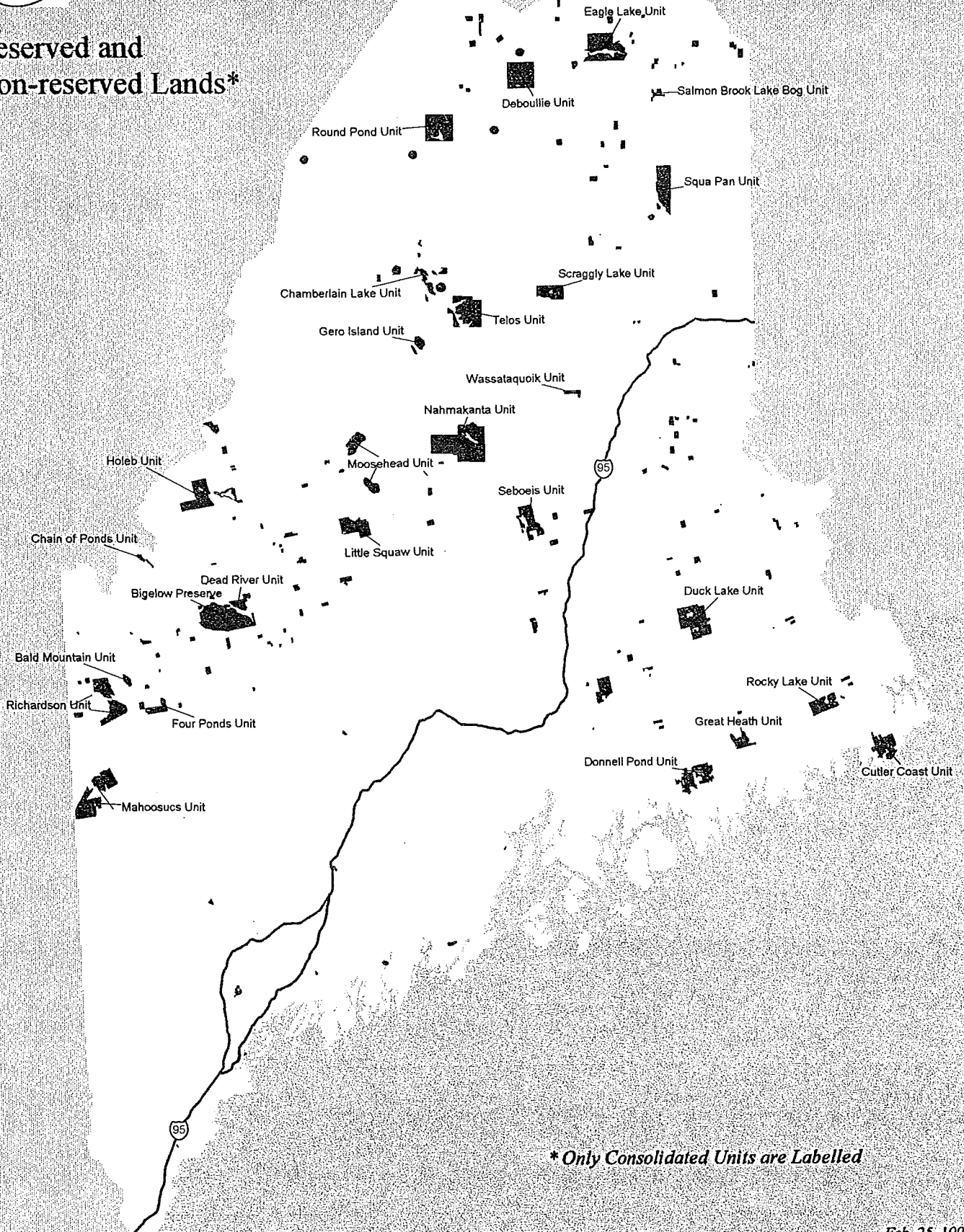
XVIII. CONCLUSION

Expenditures will be managed as necessary to operate within the Bureau's financial means for all accounts. Income is expected to be adequate to cover expenses. Funds will be transferred from the Submerged Lands Account to the Shore and Harbor Management Fund, as a result of revenue from the Bath Iron Works project. The Bureau will request an increase in its FY 99 allocation through a financial order to provide funds for its timber inventory project. The Bureau will continue to explore ways to stabilize revenues in all accounts, while managing Public Reserved and Non-reserved Lands on a sustained yield basis to provide numerous benefits for Maine citizens.



Bureau of Parks and Lands

Reserved and Non-reserved Lands*



** Only Consolidated Units are Labelled*

Feb. 25, 1999



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