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**Report on Maine's Public Reserved and Non-reserved Lands,
Submerged Lands, and Coastal Islands**

For Calendar Year 2000

*To the Joint Standing Committee
On Agriculture, Conservation, and Forestry*

MAR 27 2001

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Submitted By:

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

February 28, 2001

TABLE OF CONTENTS

	<i>Page</i>
I. EXECUTIVE SUMMARY	1
II. HIGHLIGHTS OF SIGNIFICANT ACCOMPLISHMENTS	1
III. PREFACE	1
IV. INTRODUCTION	2
V. LAND MANAGEMENT PLANNING	2
VI. WILDLIFE	4
VII. RECREATION	4
VIII. TIMBER MANAGEMENT	6
IX. TRANSPORTATION	8
X. PUBLIC ACCESS	8
XI. LAND TRANSACTIONS	8
XII. SUBMERGED LANDS	9
XIII. SHORE AND HARBOR MANAGEMENT FUND	9
XIV. COASTAL ISLAND PROGRAM	10
XV. INCOME AND EXPENDITURES ACCOUNTING	10
XVI. ADMINISTRATION	11
XVII. FINANCIAL REPORT FOR FY 2002	12
XVIII. CONCLUSION	16

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 2000

- *Submerged Lands - continued work on the sale of submerged lands to Bath Iron Works, which will lead to the funding of the Shore and Harbor Management account; completed new rules on the salvage of sunken logs*

- *Forest Management - process of dual Forest Certification was formally begun for certification of Bureau timber lands*
- *Recreation - completed a portion of a new hiking trail system in the Nahmakanta Unit; reconstructed trail facilities on Big Moose Mountain (formally Big Squaw Mountain)*
- *Planning - designated 13 ecological reserves totaling 68,994 acres; completed revision of the Integrated Resource Policy*
- *Acquisitions - completed 5 transactions, including a 20,260 acre conservation easement on Nicatous Lake*

III. PREFACE

Title 12, M.R.S.A., § 1839 requires the Bureau of Parks and Lands to prepare a yearly report of its Reserved, Non-reserved, and Submerged Lands. This report is submitted 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 2000 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 2000.

Lastly, a Financial Report for FY 2002 is included as part of this document. The ACF Committee, in turn, has the obligation to report by March 15th to the Appropriations Committee on the Bureau's 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 approximately 481,000 acres of Public Reserved Lands, 4,200 acres of Non-reserved Lands, 35,000 acres of conservation easements, 2,300,000 acres of the State's marine and freshwater Submerged Lands, and approximately 1,325 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, many 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., § 1833, 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 29 consolidated units and 137 non-consolidated parcels. Of the 29 consolidated units, 22 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, back page).

RESOURCE ALLOCATION SYSTEM

The Bureau's *Integrated Resource Policy* adopted in 1985 and revised in 2000 (see discussion in this report) governs management planning for all Public Reserved and Non-reserved lands. 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 that protects 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 invited 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. New or revised management plans were not developed in 2000, with staff resources directed towards completion of the revised *Integrated Resource Policy*.

Table I. 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	Dodge Point	Adopted Nov. 1991
9	Donnell Pond *	Adopted Jan. 1992
10	Duck Lake	Adopted Feb. 1989
11	Eagle Lake	Adopted Mar. 1990
12	Four Ponds	Adopted Oct. 1989
13	Gero Island	To Do
14	Great Heath	Adopted Aug. 1984
15	Holeb	Adopted Dec. 1989
16	Little Moose (former Little Squaw)	Adopted Oct. 1988
17	Mahoosuc	Adopted Feb. 1988
18	Moosehead	Adopted July 1997
19	Nahmakanta	Adopted Nov. 1995
20	Pineland	Adopted Sept. 1988
21	Richardson	Adopted Mar. 1990
22	Rocky Lake	Adopted Dec. 1989
23	Round Pond	Adopted Dec. 1992
24	Salmon Brook Lake Bog	To Do
25	Scraggly Lake	Adopted Oct. 1988
26	Seboeis	Adopted Feb. 1990
27	Squa Pan	Adopted Mar. 1990
28	Telos	Adopted Feb. 1990
29	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.

ECOLOGICAL RESERVES LEGISLATION

In 2000, the 119th legislature authorized the Director of the Bureau of Parks and Lands to designate ecological reserves from among areas of its ownership identified in a 1998 report ("An Ecological Reserves System Inventory," J. McMahon, July 1998). The purpose of ecological reserves is to represent native ecosystem types in a protected system. In turn, these areas serve as benchmarks to measure changes in both managed and unmanaged ecosystems, provide habitat that would be unlikely to occur on managed lands, and serve as sites for scientific research, monitoring, and education. In response, 13 reserves were designated, totaling 68,994 acres.

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 the *Integrated Resource Policy*, a document that 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 represented a cross section of interests from government, industry, public interest organizations, and the general public. Their role in advising the Bureau included providing a balanced response to the general public interest as well as a diversity of technical viewpoints.

In 2000, the Advisory Committee met once to consider the final draft of the Policy in preparation for two public meetings conducted in June. In addition to the comments received at those meetings, the Bureau also received over 125 written comments during the review period. This work was completed and the revised IRP adopted in December 2000.

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 has been assigned to 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 Bureau managed lands. During 2000, the following projects were undertaken:

- 1) Reviewed 16 integrated resource management prescriptions covering 13,480 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 approved harvesting should provide sustainable levels of nut-producing trees for future generations of wildlife.
- 2) Concluded the review and update of fisheries and wildlife, and natural and geological policies for revision of the Bureau's *Integrated Resource Policy* adopted in December 2000, including participation in the Advisory Committee's final meeting, and attendance at two public meetings.
- 3) Released 10 apple trees in **Hebron**, and 25 red oak saplings on the **Duck Lake Unit**.
- 4) Maintained 104 waterfowl nesting boxes.
- 5) Seeded 75 acres of disturbed soil for wildlife forage and erosion control.
- 6) Selected as a member of the Bureau's Audit Review team as part of the dual Forest Certification process that will continue through 2001.
- 7) The seasonal wildlife field assistant completed 20 waterfowl brood counts, checked 1 lake 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 its lands. The Bureau's Lands Division is responsible for 204 campsites, 176 miles of hiking trails, 18 boat ramps and 129 miles of public access roads. In 2000, projects completed or worked on were:

- 1) **Grafton Loop Trail.** The Bureau continued to be an active member of a coalition of nonprofit organizations and private landowners developing a 35 mile hiking trail in the **Mahoosuc Mountains**. The trail will branch off from the Appalachian Trail on the **Mahoosuc Unit** and continue east over private land to Puzzle Mountain, where it will then return to the Appalachian Trail. Maine Conservation Corps and Maine Appalachian Club members constructed the first 5.2 miles of the trail on Bureau-managed lands.
- 2) **Nahmakanta Unit.** Construction was completed of a 6.5 mile section of hiking trail in the **Debsconeag Backcountry**.
- 3) **Little Moose (former Little Squaw) Unit.** Extensive rehabilitation of trail steps was conducted on the **Big Moose Mountain** (formally Big Squaw Mountain) hiking trail.

PUBLIC INFORMATION

The Bureau continued to print and distribute pocket-sized brochures describing the location of hiking trails, campsites, and other recreation opportunities for the management units listed in the table below. New brochures for the **Donnell Pond Unit** were printed and distributed, with **Little Moose** (former Little Squaw), **Mahoosuc**, and **Pineland Units** to be printed this year. Text revisions were completed for a new **Bigelow Preserve** brochure.

Table 2. Completed Brochures

Bigelow Preserve
Cutler Coast
Deboullie
Dodge Point
Donnell Pond
Duck Lake
Holeb
Little Moose (former Little Squaw)
Mahoosuc
Pineland
Richardson/Bald Mountain
Rocky Lake
Scraggly Lake
Seboeis

STAFFING

A full-time Recreation Specialist and five seasonal rangers are involved in recreation management activities. The seasonal rangers, located in the Northern, Western, and Eastern Regions of the Bureau's Lands Division are responsible for recreation facilities maintenance and construction, and ensuring that visitors observe Bureau rules and outdoor etiquette. In addition, the Regional Managers and staff spend time on recreation management issues. The full-time **Bigelow Preserve** Manager spends most of the summer managing recreational use for the area. Recreation facility construction and maintenance are also performed by permanent Bureau staff and volunteers. The expanding 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 Reserved and Non-reserved Lands during the past year was done with labor supplied by the Maine Conservation Corps (MCC). This program utilizes federal moneys in conjunction with Bureau allocations to fund corps members' salaries and project expenses. This has proven to be an efficient and cost effective means for developing recreational opportunities and performing other work on Public Reserved and Non-reserved Lands. In 2000, three college corps teams worked 10,920 hours, accomplishing trail development on the **Nahmakanta** and **Little Moose Units**. The Bureau's Recreation Specialist, in coordination with regional staff, designed and located the trails and related camping facilities, and scheduled the work for the MCC crews.

FEES

Fees are not 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 where similar management objectives are shared. 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 2000, Maine resident camping fees were \$5.00 per night per person and \$4.00 per day per person for day use. Fees are retained by NMW for facility maintenance and development, except that camping fees at **Deboullie** (a consolidated unit within the NMW system) are returned to the Bureau once the Bureau's seasonal park ranger assumes campsite 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 land managed by the Seven Islands Land Company. In 2000, 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 carried out 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 passed through checkpoints operated by North Maine Woods, Inc. which collected the Bureau's camping fee of \$4 per person per night for residents and \$5 per person per night for nonresidents. Camping fees were returned to the Bureau for reimbursement of campsite management and maintenance expenses. Resident and nonresident day use fees (\$4.00 and \$7.00 respectively) were charged and retained by North Maine Woods to cover operating costs for the checkpoint system.

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.

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 of the Appalachian Trail.
- **Coastal Islands.** The Bureau continued to participate in an island recreation and stewardship project sponsored by 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 within the Lands Division through a carefully planned multiple use program that balances timber management with all other natural resource values. An important facet of the Bureau's timber management program is examination and inventory of the forest resource. This information is also beneficial in assessing wildlife habitat. The gathering of field data for this project was completed in 1999, with a statewide and regional analysis of the data occurring during the past year. The initial report shows stocking in all three regions to be over 25% greater than reported by the most recent full USDS Forest Service inventory for Maine (Griffith and Alerich, 1996). with the leading saw log species being spruce, sugar maple, white pine, and hemlock. Further analyses in 2001 will provide detail at the regional level, including information on smaller tracts not yet available. The Bureau anticipates making adjustments to its sustainable harvest calculations as the result of this work.

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 15-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 2000, Bureau staff examined and prescribed 13,480 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 ensure 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. 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 otherwise secure a market for harvested products. They also allow the Bureau to accomplish forest management objectives which might not otherwise 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 ensure contract compliance, and to ensure that timber management objectives are met. Bureau staff closely supervise each harvest by marking individual trees for removal or by providing loggers with strict harvesting criteria. These criteria specify which trees are to be harvested. All harvest operations are inspected by Bureau staff on a weekly basis, and more often when individual situations warrant.

In 2000, the implementation of prescriptions resulted in:

- A total of 51,708 cords (allowable cut is 105,000 cords) harvested from 5,944 acres (allowable acreage is 12,582 acres).
- Of the 51,708 cords harvested, the Bureau marketed 5,649 cord equivalents to Bureau held contracts with local saw mills and pulp mills.
- A total of 32 operations were ongoing in 2000. These operations are a combination of newly

established sales, and sales carried over from previous years.

- In concert with the Bureau's contractors, wood was marketed to over 50 mills statewide.

The 2000 harvest was 5,756 cords less than reported the previous year, with a corresponding decrease in acres operated of 1,605. This decrease reflects a normal fluctuation in annual harvest activity. The figures for 2000, however, are well within the allowable limits.

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 visited several areas in and near the **Bigelow Preserve**. This year's theme was the relationship between landscape-level management (on a 40,000 acre sustainable harvest unit) and the traditional stand-level management. Field trip stops included stands harvested during the past year, areas with harvests dating back to the spruce budworm outbreak (1984), and one area not harvested in over 50 years. Five of the seven committee members participated in the 2000 field trip, along with Bureau staff from the Augusta and regional offices.

BOUNDARY LINES

In the past year the Bureau continued to place importance on the maintenance of boundary lines. In 2000, Bureau staff and contracted individuals maintained 36 miles of property lines.

FORESTRY AUDIT

The Bureau began the process of undergoing a third party audit to certify the public timber lands under its management are managed on a sustainable basis. The audit process is unique in that the Bureau has contracted with two separate firms, Sustainable Forestry Initiative (SFI) and the Forest Stewardship

Council (FSC), and will undergo the two systems simultaneously. In 2000, Bureau staff met with the audit teams to plan and implement the process that will continue through 2001.

IX. TRANSPORTATION

During 2000, the Bureau continued efforts to improve public access to consolidated units, focusing primarily on those units with timber stands requiring management and where public vehicle access was needed to take advantage of recreational opportunities. The following is a summary of those accomplishments:

- Replaced bridges on the **Scraggly, Deboullie, and Eagle Lake Units**.
- Completed reconstruction of approximately 8 miles of management roads (used primarily for timber harvesting activities, but also open to the public) on the **Deboullie and Round Pond Units**, and on several other small lots.
- Maintained 148 miles of public access roads.

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 Assoc. Checkpoints.*
There are seven checkpoints, staffed seasonally, controlling primary access from Maine points to 88,473 acres of Public 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 **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 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 south 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 15 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 winter season to allow safe passage by snowmobilers.

XI. LAND TRANSACTIONS

The Bureau continues to experience an increase in the number of acquisition projects due to the availability of funds (Land For Maine's Future), public concern about protecting important natural resources, and landowner willingness to discuss acquisition opportunities. In 2000, the State acquired a 239 acre parcel in **Grafton Twp.**, a 20,260 acre easement in the **Nicatous Lake** area, and a 111 acre easement along the **Moose River**. The State also conveyed property from the **Pineland Unit**, and the public lot in **Carrabassett Valley**.

- 1) The most significant transaction in 2000 involved the acquisition of a 20,260 acre conservation easement, including 27 miles of shoreline on **Nicatous and West Lakes** in eastern

Maine adjacent to the **Duck Lake Unit**. This purchase completed a protection effort begun in 1999 when the State purchased 338 acres from the Robbins Lumber Company on Nicasious Lake, including 7,500 feet of undeveloped shoreline and 76 islands. The funds for the easement project came from the Land For Maine's Future Board and the Forest Legacy Program. As a result of the transaction, the public is assured access over land on which the Bureau has assumed recreational management responsibilities.

2) The State purchase a 239 acre parcel in Grafton Twp. adjacent to the **Mahoosuc Unit**. This purchase will enhance opportunities for additional hiking and snowmobile trails, and improve administrative access to the unit. The funds for this purchase came from the Bureau's land acquisition account.

3) The state also purchased a 111 acre conservation easement along the **Moose River** in T5 R7 BKP WKR near the **Holeb Unit**. This purchase involved 1.5 miles of shoreline which will be protected from development and available for public recreation. The funds for this purchase came from the Bureau's land acquisition account.

4) In 2000, the Legislature approved the sale of approximately 600 acres on the **Pineland Unit** to the October Corporation. This sale was part of an effort to redevelop the Pineland Campus. The sale included a provision that will allow continued public use on areas not developed. The revenue generated from the sale must be used to purchase additional land in Cumberland County.

5) In 2000, the Legislature approved the sale of approximately 1,166 acres in **Carrabassett Valley** to the Town. The parcel was sold to the Town with deed restrictions which stipulate that the parcel remain in Town ownership and available for use and enjoyment by the public, and allows the Town to develop up to 25 acres for public outdoor recreation facilities. The revenue generated from the sale must be used to purchase additional land in Franklin County.

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 2000, the Submerged Lands Program processed 58 applications for projects that required a submerged lease or easement. In addition, the Bureau reviewed 103 environmental permit applications and determined they did not require a conveyance. The Program issued 43 new leases and 15 easements, bringing the combined total to 1490.

2) The Bureau continued to research information on easements and constructive easements that need to be registered.

3) The Submerged Lands Advisory Board met three 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. The board was involved in the development of new rules for underwater cables and sunken log salvage. The board also discussed issues relating to abandoned vessels on submerged lands, mooring fields, and constructive easements.

4) The Bureau adopted new rules for the salvage of sunken logs from publicly owned submerged lands. Revisions to the Submerged Lands Rules were also adopted.

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 passed by the Legislature in 1997 has significantly reduced anticipated program revenues. However, during 2000 and 2001, this fund will receive significant revenues as installment payments are deposited from the sale of submerged lands to Bath Iron Works Company. The sale is scheduled to be completed by June 2001. It is the Bureau's intention to use the BIW funds as "trust moneys," and to use only accrued interest to fund municipal grants, thus ensuring a permanent source of funding. The Bureau

anticipates that interest growth will support the first round of grants in 2003.

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 is a water trail extending along the entire coast of Maine and includes both publicly and privately owned islands. The Bureau continues 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, camplot leases and other

special leases on the Reserved Lands, and interest on the account balance. Income for calendar year 2000 was \$2,762,745 with expenditures of \$2,572,769. Because the Bureau's largest source of revenue is timber, income fluctuates in response to the amount of wood harvested and economic conditions that 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 1999 (payable in 2000), the Bureau revenue sharing amounts total \$111,998 with 18 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 the sale of timber, with a smaller amount derived from agricultural leases. With the sale of the Pineland property, the lease to the National Weather Service was also transferred to the new owner, for which the Bureau was compensated \$90,000, which accounts for the increase in revenue this past year. Income for calendar year 2000 was \$108,295 against expenditures of \$17,434.

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 will be collected again in the year 2001. Additional revenues were generated from the sale of salvaged logs and gravel, and the leasing of lands to Bath Iron Works as part of its shipyard expansion project and registration fees from the holders of easements issued between the years 1975 and 1992. Revenues in 2000 were \$139,481, with expenses of \$111,271. Funds

for personal services (salaries) comprise the bulk of the program's budget.

Shore and Harbor Management Fund
(014.04A.0239.29)

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 this fund. However, with the infusion of monies from the Bath Iron Works, the fund balance is increasing. In 2000, \$1,045,000,000 was received from BIW for the sale of submerged lands and the reuse of dredged material as fill. This revenue along with interest on the cash balance contributed to the year-end balance of approximately \$1,110,000.

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 2000 was \$507,632 against expenditures of \$289,345. This income represents interest earned on the account balance and the sale of 1,166 acres in Carrabassett Valley. The principal expenses included the purchase of a bridge on Niatous Lake, 239 acres of land in Grafton Township adjacent to the Mahoosuc Unit, and an 111 acre conservation easement along the Moose River near the Holeb Unit; with additional expenditures on legal, appraisal and survey costs associated with land acquisitions.

Public Non-Reserved Land Acquisition Fund
(014.04A.0239.37)

This account was recently established to receive revenue from the sale of Public Non-Reserved Lands. In 2000, \$547,438 of revenue was deposited from the sale of 600 acres in the Pineland Unit. This account does not have any planned budget for 2002 at this

time. Funds from this account are restricted by constitutional amendment (Article IX, Section 23, § 598-B) to the acquisition of lands of significant public use and value for the Public Non-Reserved Lands System and acquisition related costs.

Mackworth Island Trust Fund
(014.04A.0239.30)

Section 2 of Chapter 102 Public Law 1998, authorizes the proceeds from the sale of a 157 acre Bureau of Parks and Lands property in Colorado to be invested as a separate trust fund and managed by the State Treasurer for the benefit of Macworth Island. In November 1999, the Colorado property was sold. The proceeds of \$60,000 has been deposited into this trust fund. The Bureau has a non lapsing account, 014.04A.0239.30, set up to receive income from the trust fund interest. This account will be used to manage public recreational activities and related resources on land under the Bureau's care on Mackworth Island in Falmouth.

XVI. ADMINISTRATION

During 2000, the Bureau continued to experience an expansion of staff responsibilities needed to support the increase in programs and activities, manage more land, and integrate related activities from its other divisions. The newly approved Planning and Research Associate position was filled, with the individual having responsibility for property records management, and other tasks related to land acquisition.

The Bureau continues to explore and utilize new technology, and to look for ways to deal effectively with its increasing workload. The Bureau is also seeking approval of a Part II budget request to address current and future responsibilities and management needs.

XVII. FINANCIAL REPORT FOR FY 2002

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 for the upcoming fiscal year, 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 seven 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*
- *Mackworth Island Trust*
- *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 2002 Part I and Part II budget allocations proposed for each of seven dedicated accounts within the Bureau's "Lands" division. These allocations represent the limits within which the Bureau must operate.

FY 2002 ACCOUNT SUMMARIES

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

Income		Expenses	
Earnings on Investments *	\$176,000	Personal Services	\$1,775,821
Rent of Lands*	\$670,800	All Other (not including STACAP)	\$880,072
Campplot Leases*	\$135,000		
Registration Fees	\$10,000		
Misc Services & Fees	\$1,200	Capital	
Sale of Gravel	\$5,000	Buildings	\$12,000
Sale of Equipment	\$3,000	Equipment	\$50,500
Sale of Stumpage *	\$2,344,440	Roads and Bridges	\$350,000
Misc Income	\$55,000	Capital Subtotal	\$412,500
DICAP**	(\$290,338)	STACAP	\$41,659
Total Income	\$3,110,102	Total Expenses	\$3,110,052

* 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 (Feb. 01) has an account balance of \$1,860,235, which serves as its contingency fund. Because most of the Bureau's timber harvesting takes place during the winter (to minimize environmental impacts and potential conflicts with recreational users), 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.

PART II Request

Proposed for 2002		Dedicated Revenue	
Legislative Count	8.500		
FTE Count	1.269		
Personal Services	\$509,718	Sale of Stumpage	\$1,000,000
All Other	\$65,450		
TOTAL	\$575,178	TOTAL	\$1,000,000

The Lands Division has experienced significant increases in responsibility due to additional acreage, new facilities, and raised public expectations. Exemplary land management, including silvicultural, wildlife and recreation management, as directed statutorily, cannot be accomplished with existing staff. Improved forest management, including public recreation, and enhanced wildlife habitat can be achieved through this self-funded proposal. These requests can be funded through the dedicated revenue generated from timber harvesting at increased rates while operating within sustainable levels. This proposal will also generate a significant amount of revenue for recreation and wildlife management activities and land acquisition.

A Part II budget request has been submitted for approval for FY 2002/2003 for the following: increasing 2 Clerk Typist III positions from 30 to 40 hours/week, extending 2 seasonal Park Rangers by 3 weeks, adding 3 new park Ranger positions for 20 weeks, adding a Planning and Research Assoc. II for 26 weeks, adding 6 new Forester I positions, adding 1 Forester II, and adding 1 new Interpretive Specialist.

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

Income		Expenses	
Earnings on Investments	\$2,700	All Other (not including STACAP)	\$30,241
Rent on Lands and Buildings	\$15,500	Capital	\$21,000
Sale of Stumpage	\$35,197	STACAP	\$290
DICAP**	(\$1,866)		
Total Income	\$51,531	Total Expenses	\$51,531

** 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 \$129,593, 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	\$142,200	All Other (not including STACAP)	\$96,400
Sale of Land	\$665,595	Capital	\$700,000
DICAP**	(\$9,862)	STACAP	\$1,533
Total Income	\$797,933	Total Expenses	\$797,933

** 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, appraisals, and related items. This account currently has a balance of \$1,201,021.

4. Submerged Lands Fund Account # 014.04A.0239.27

Income		Expenses	
Earnings on Investments	\$15,000	Personal Services	\$119,816
Rent of Lands	\$128,968	All Other (not including STACAP)	\$23,000
Sale of Gravel		STACAP	\$2,272
Misc Income	\$16,000		
DICAP**	(\$14,610)		
Total Income	\$145,358	Total Expenses	\$145,088

** 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 \$301,961. 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 transferred \$258,500 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.

PART II Request

Proposed for 2002		Dedicated Revenue	
Legislative Count	1.00		
FTE Count	(0.480)	Rent of Lands	\$17,000
Personal Services	\$16,807		

The Submerged Lands Program currently has a seasonal Planning & Research Associate II. The extra 27 weeks are needed to ensure the completion of a submerged land structures inventory in anticipation of the expiration of construction easements in 2005. The seasonal position does not include an adequate amount of time to complete this task within the required time frame. Additional funds from the rent of lands will support the increase number of weeks.

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

Income		Expenses	
Earnings on Investments	\$85,000	Grants to Cities & Towns	\$85,000
Total Income	\$85,000	Total Expenses	\$85,000

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 \$1,117,749. From the sale of submerged land and reuse of dredged material as fill to Bath Iron Works, the program received an additional \$1,045,000 to this account in FY 2000, the interest from which will be distributed to municipalities as grants.

6. Mackworth Island Trust # 014.04A.0239.30

Income		Expenses	
Earnings on Investments	\$4,080	All Other (not including STACAP)	\$3,648
DICAP**	(\$374)	STACAP	\$58
Total Income	\$3,706	Total Expenses	\$3,706

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

This account will be used to manage public recreational activities and related resources on land under the Bureau's care on Mackworth Island in Falmouth, Maine.

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

Income	\$109	Expenses	\$99
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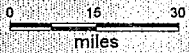
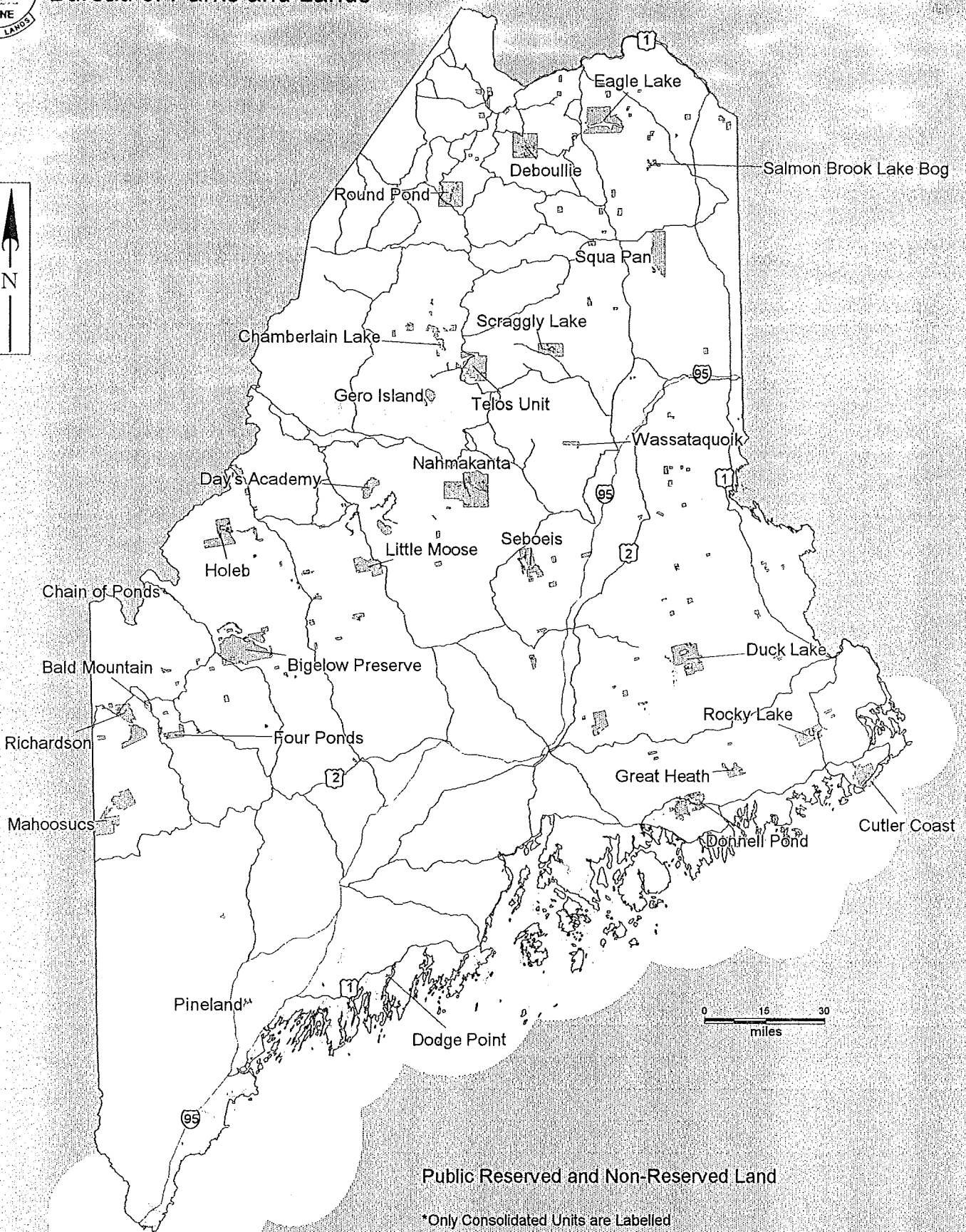
Funding in this program covers the cost of reviewing new applications for island registrations. Most private coastal island titles have been reviewed and current program activity, for the most part, involves providing information to the public and occasionally reviewing application and deed information. The account currently has a balance of \$3,013.

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. 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.



Department of Conservation
Bureau of Parks and Lands



Public Reserved and Non-Reserved Land

*Only Consolidated Units are Labeled

February, 2001