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PUBLIC RESERVED LANDS
OF MAINE



PLANNING
POLICY

Bureau of Public Lands
DEPARTMENT OF CONSERVATION

COVER: Illustrated and Designed
by D. McLean-Weston

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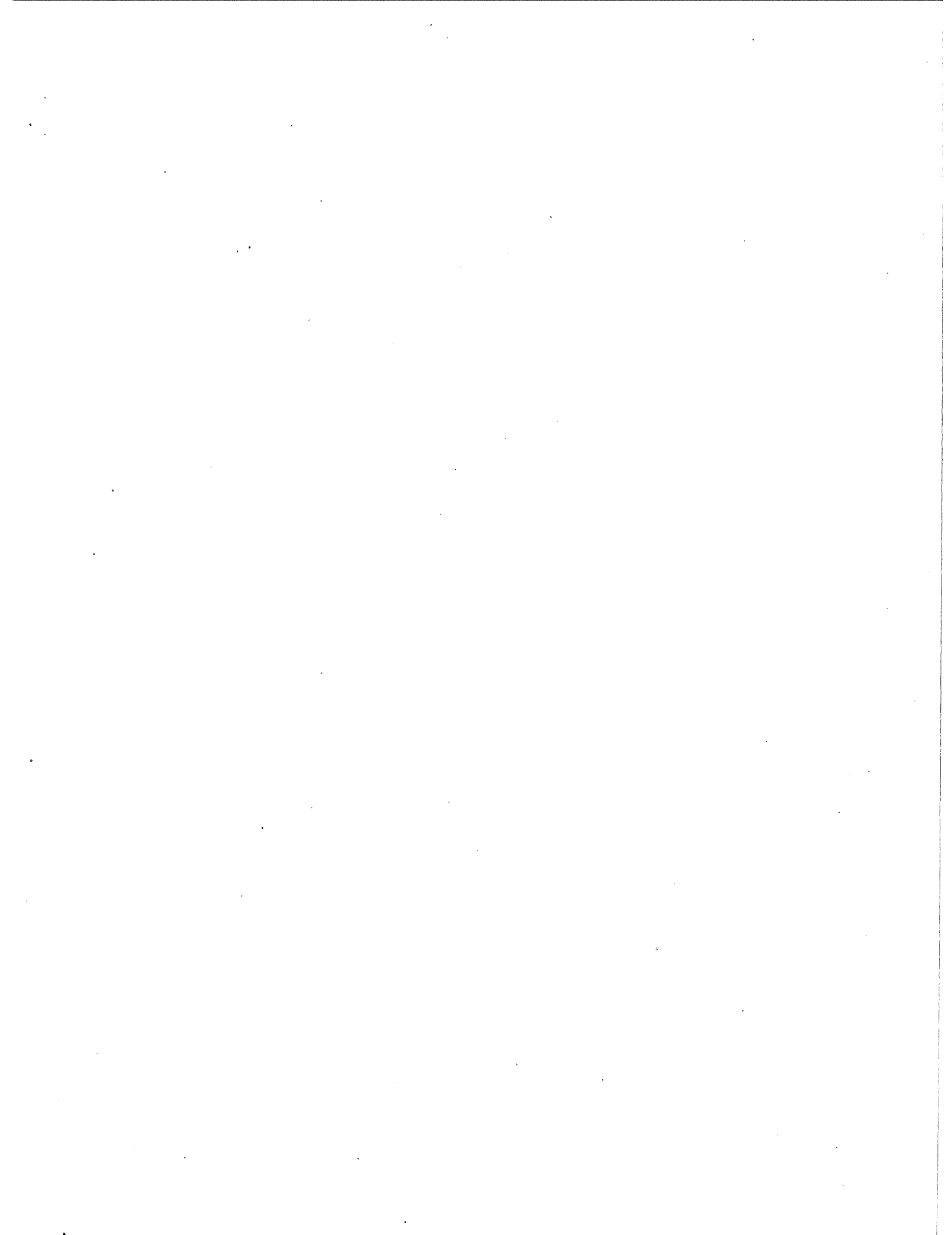
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INTRODUCTION

Planning for the proper use and enjoyment of Maine's Public Reserved Lands promises to be a complex and challenging task. The landbase itself is characterized by extraordinary contrast; and statutes require an equally diverse management program to accommodate consideration of all resource values and user interests.

Because this document will guide subsequent planning and policy development, the Bureau impaneled a seven-member advisory committee to assist with its preparation. The membership of the committee was designed to reflect as diverse an aggregation of interests and expertise as possible and an extensive public constituency. The committee was then charged to work in a "spirit of consensus" to create a body of policies which would, at once, acknowledge the ecological requirements of the landbase and the need to resolve or mitigate conflicts caused by competing user interests.

I would like to acknowledge the committee members, thanking them for the high quality of their work and their willingness to participate in this important public effort.

MR. DAVID ALLEN
Executive Director
Sportsmans Alliance of Maine

MR. ERNEST B. HARVEY
Director, Forest Management
Great Northern Paper Co.

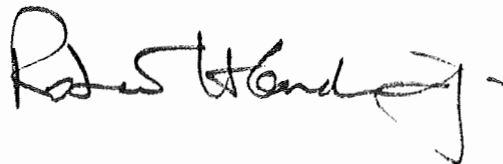
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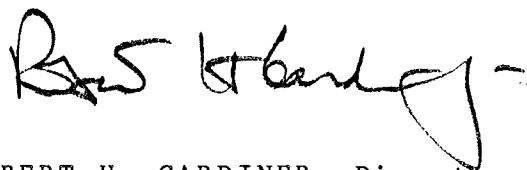


ROBERT H. GARDINER, Director
Bureau of Public Lands



The following policy, establishing planning procedures for Maine's Public Reserved Lands, is hereby adopted.

Recommended:



ROBERT H. GARDINER, Director
Bureau of Public Lands

June 11, 1985

Date

Approved:



RICHARD B. ANDERSON, Commissioner
Department of Conservation

Date



Bureau of Public Lands
DEPARTMENT OF CONSERVATION

Planning Policy
for the
Public Reserved Lands of Maine

[1] PURPOSE

The purpose of this document is to ensure a consistent approach to planning and management throughout the Public Reserved Lands System, as directed by the Maine State Legislature.

[2] LEGISLATIVE DIRECTION

The Bureau of Public Lands was created by the Legislature in 1973 to "carry out the responsibilities of State government relating to public lands planning and management. While the statutes defining the Bureau's responsibilities are extensive, the Legislative direction is succinctly captured in the following language:

"Said planning and management shall proceed in a manner consistent with the principles of multiple land use and shall produce a sustained yield of products and services in accordance with both prudent and fair business practices and the principles of sound planning." [12 MRSA ss 551].

[3] DEDICATED REVENUE

The Legislature has directed that management of the Public Reserved Lands shall be supported by a dedicated revenue fund:

"All revenue received by the Director of the Bureau of Public Lands from the Public Reserved Lands... shall be deposited with the Treasurer of the State, to be credited to a Public Reserved Lands Management Fund...which shall be available for expenditure by the Director of the Bureau of Public Lands for the purposes set forth...." [30 MRSA ss 4163(1)].

This means that all funds to provide public benefits through the Bureau's administration are derived from the sale of timber and other products or from various leasing activities. No General Fund revenues from taxes are available for these purposes. This status is a firm declaration that the resource base cannot be exploited to support unrelated uses and programs --and ensures the prudent and business-like administration of programs and resources.

[4] THE PUBLIC RESERVED LANDS

Consolidation of a Trust

The Public Reserved Lands are a Trust of the people of the State of Maine, set aside for public benefit during the 18th and 19th Centuries. Much of this landbase --originally located in small, scattered tracts throughout the Unorganized Territory-- has since been consolidated into larger "management units" to enhance the quality of management and more effectively fulfill the intent of the Legislature, as described above.

Scope of Management

The Public Reserved Lands System contains about 450,000 acres of land. Nearly 300,000 acres of this landbase has been consolidated into 20 management units, ranging in size from 3,000 to 30,000 acres and dispersed throughout the eight counties of western, northern and eastern Maine. This document applies principally to these consolidated parcels, which will provide the greatest range of public benefits. The remaining lands (original Public Lots) may be traded, as the consolidation process continues, managed on a smaller scale for timber production, recreational use and the maintenance of wildlife habitat or sold (revenue from such sales being deposited in a land acquisition fund for future purchases). It is important to note that all divestitures of land must be approved by the Legislature; the Bureau of Public Lands does not have the authority to take such action independently. With respect to town and plantation lots, there will be no initiative to trade or sell the Public Reserved Lands without the prior approval of local officials.

A map, list of the consolidated management units and the criteria by which the consolidation program operates are contained in the appendices.

Public Access

A portion of the Trust conditions under which the Public Reserved Lands are administered provides for public use and access: 12 MRSA ss 556:

"...full and free public access to the Public Reserved Lands, to the extent permitted by law, together with the reasonable use thereof, shall be the privilege of every citizen of Maine. [However], restrictions [may] be imposed...when they reasonably relate to the protection of the public health, welfare or safety, or to the protection of the economic interests or natural resources of the State."

As a matter of policy, the Bureau of Public Lands will provide appropriate means of access (including roads, trails and water) to the Public Reserved Lands and will seek to facilitate passage of public vehicular traffic across adjoining private lands. Decisions with respect to the purpose, location and design of roads will occur during the development of unit plans (see Section 8).

[5] PLANNING DESIGN/PUBLIC INVOLVEMENT

In fulfilling its Legislative charge, the Bureau of Public Lands must consider the larger context of landownership, resource values and existing patterns of use in the Unorganized Territory; and it must coordinate its programs for optimum cooperation among various landowning interests to take full advantage of such opportunities of access, geography, facilities, markets, etc. as will be of greatest benefit to the using public and the landbase itself. The Bureau will also coordinate planning and management activities (including resource protection) with appropriate resource and regulatory agencies to ensure, within practical limits, that all available expertise is applied to the administration of these lands.

Planning & Policy Documents

This document represents the first phase of long-range planning for the Public Reserved Lands. It is designed to provide direction and standards, which will be addressed more specifically in subsequent resource policies and unit plans. This and all other documents written under its authority will be in effect for a period not to exceed 10 years at which time (sooner, if necessary) they will be reviewed and updated, as appropriate.

Planning Concepts

The Legislature has directed that the Public Reserved Lands be managed according to principles of multiple use and sustained yield --a management system which requires balanced consideration of all resource values and user interests and the production of benefits on a long-term, sustainable basis. To respond to this directive in the most effective manner possible, the Bureau will employ two basic planning concepts:

[a] Dominant Use Allocation: Dominant use is a principle of resource management which acknowledges that on certain portions of the landbase different resources will have priority. It represents the practical application of "multiple use", understanding that every acre cannot be applied to serve every use. The dominant use system subdivides the landbase into geographic units, each representing existing resource values/uses (i.e., timber, wildlife, recreation, scenic quality, etc.). This allocation of the Public Reserved Lands for different resource uses/values will occur during unit planning. A further discussion of dominant use/land allocation on the Public Reserved Lands is contained in the Appendices.

[b] Provisions for Secondary Uses: The identification of a dominant resource use is accompanied by the identification of one or more secondary uses or resource values. Timber, for example, seldom occurs in the absence of wildlife; and dispersed forest recreation cannot easily be separated from Timber. To accommodate this unavoidable mix and to reduce conflicts wherever possible, a variety of standards and constraints will generally be applied to the management of dominant uses. This will assure that, while dominant uses are managed to optimal levels, adverse impacts on secondary uses will be minimized. In the case of timber harvesting, constraints are routinely applied which govern the size, location and method of harvest to ensure the maintenance and/or enhancement of suitable habitat for wildlife. Such constraints, expressed as protective standards for secondary uses, will be developed for each resource policy and subsequently written into unit plans, as appropriate.

Public Involvement

Prior to adoption, this policy (and other policies and plans written under its authority) will be distributed for public review and comment. The review process will include at least one

public meeting in addition to the submission of written comments. All planning and policy documents described herein will be distributed automatically to appropriate advisory committees other agencies of government, conservation-oriented organizations, interested groups/individuals and landowners/managers. Additionally, notice that all such documents have been prepared in draft form and are available for public review will be published in the media and copies will be available for review upon request.

[6] MANAGEMENT OBJECTIVES:

The Legislature has determined the management objectives for the Bureau in its enabling legislation, requiring that the Public Reserved Lands be managed according to principles of multiple use and sustained yield. To ensure performance to the standards inherent in the law, the following objectives will apply:

[a] Public Benefits: Provide the broadest array of goods and services, in the public interest, as possible, consistent with the law and the capacity of the landbase to both sustain use and generate revenue.

[b] Protection: Provide reasonable levels of resource protection with respect to both natural and human sources of degradation including insects and disease, fire, other natural catastrophes, overly intensive recreational use, careless public/private abuse and vandalism.

[c] Recreation: Provide for quality outdoor recreation, including such as activities as camping, hiking, water-related activities, hunting, trapping and a variety of winter sports. As a general rule, recreation on the Public Reserved Lands will be dispersed in nature; and, where the provision of facilities is appropriate, they will be developed to primitive/rustic standards.

[d] Scenic Values: Apply management practices with a sensitivity toward the maintenance of scenic values, especially as they relate to the quality of the recreational experience.

[e] Backcountry and Forest Preserve Areas: Through its own programs and in cooperation with other agencies and organizations, the Bureau will identify and set aside areas which, because of some outstanding natural significance, should remain in an undisturbed state for purposes of public use, education or ecological study and/or preservation.

[f] Diversity in the Forest Environment: Develop and maintain diversity within the forest environment, providing for a balanced distribution of tree species and age classes, as a means of enhancing wildlife habitat and promoting the production of sustained yields of commercial timber.

[g] Timber: Manage timber resources for high value products, consistent with other uses, to generate revenue and ensure the continuing productivity of the landbase for both commercial and non-commercial purposes. All harvesting --except under extraordinary circumstances-- will be limited to levels prescribed in a sustainable 10-year annual allowable harvest. The most advanced silvicultural practices, consistent with multiple use objectives and sound economics, will be employed.

[h] Minerals: The extraction of any mineral commodity, including sand, gravel and peat, will be considered an appropriate activity on Public Reserved Lands, provided such extraction can be accomplished within the parameters of stated management objectives. Decisions pertaining to mining on public Reserved Lands shall be made on a case by case basis and shall be consistent with existing statutes and policies, as mandated by the legislature."

[i] Wildlife: Develop such projects as will provide direct benefits for wildlife and fisheries' habitat for both game and non-game species.

[j] Research: Initiate and/or provide support for new or ongoing research efforts, which will benefit the practice of natural resources management, including silviculture, recreation, wildlife and other resource values, as appropriate.

[k] Human Resources: Cooperate in the development and execution of such human resource programs as will be of combined benefit to the participants, the landbase, the State economy and citizens of the State of Maine.

[l] Critical Areas: Cooperate with the State Planning Office and other organizations/agencies in the identification of such areas and species of flora and fauna as may warrant protection or specialized management.

[m] Special Uses: Execute no new private camplot leases; and, on a case-by-case basis, reassess the continuation of certain leases, as opportunities permit. To the extent that commercial or other private uses will contribute to a larger public benefit (sporting camps, recreational facilities, etc.), new leases will be considered, on their merits. Other leases not related to recreational use and not in conflict with other dominant resource uses will be considered on their merits, provided they reflect significant public benefits.

[n] Public Information: Maintain an index of resources on the Public Reserved Lands of the public lands resource. Promote public use and understanding of the public landbase and management practices on public lands.

[7] FINANCIAL MANAGEMENT OBJECTIVES:

As stated previously, the Bureau of Public Lands is a dedicated revenue agency. The Bureau's budget is subject to biennial Legislative review and approval-- and it relies for income solely upon the revenue generating capacity of its own programs. Sources of income for the Bureau currently include timber sales (about 90%), sales of sand and gravel, private and commercial leases, and certain Federal funds. The primary consideration with respect to Bureau's annual income is the 10-year allowable timber harvest, which is calculated for optimum production of forest products, consistent with principles of sustained yield and other resource management objectives.

These revenues are maintained essentially in two major accounts. The first, the Public Reserved Lands Management Fund is maintained to serve the needs for both operating revenue and a cash reserve. Operating revenue, currently running at about \$1.5 million annually, is used to cover program and salary costs, providing the investment for both public use benefits and continued income production. A cash balance of up to 50% of annual expenses is maintained to preserve programs against temporary downturns in market conditions. The other major account is the Land Acquisition Fund, which is used to purchase additional land for the Public Reserved Lands System. Monies for this account are derived from the cash settlement of claims originating in litigation related to the 19th Century sale of timber and grass rights (the Cushing Case), sale of Public Lots for purposes of consolidation and the sale of camplots as approved by the Legislature. These are both interest-bearing accounts; all interest is reinvested in the respective account.

In order to ensure the most effective administration of both funds and programs, the Bureau will pursue the following objectives:

[a] Manage the Public Reserved Lands as a financially self-sustaining unit of government, adhering to normal budget and planning procedures, including review by the Governor and Legislature.

[b] Develop and fund programs as equitably as possible, acknowledging that all program spending must be subject to available revenue and that priorities and investment requirements will vary for each.

[c] Proceed with capital and other investments for public benefits at a rate not to exceed the capacity of the land to generate revenue --unless, under special circumstances, additional revenues may be obtained from outside sources.

[8] FRAMEWORK FOR RESOURCE PLANNING:

Subsequent to adoption of this policy, the Bureau will begin development of specific resource management policies covering the areas of recreation, wildlife and timber management. Collectively, these documents will then provide the basis upon which on-the-ground unit planning will proceed. For the formulation of each policy, the Bureau will create a special advisory committee to assist in the drafting of policies. The draft policies will be circulated for extensive public review and comment prior to revision and adoption by the Bureau. Other resource management policies will be developed by the Bureau on an as needed basis.

[a] Timber Management Policy. Timber management policies will deal principally with regulation of harvesting levels to ensure sustained levels of production, management priorities which will ensure over the long-term the most appropriate mix of forest products and conditions, and the imposition of such constraints as will maintain the quality of associated resource values and uses. In the latter instances, specific provisions will be made for identifying and managing forest areas of significant or unusual ecological value. This body of policy will also establish the review mechanism by which proposed timber sales are examined, modified and approved prior to advertising requests for bids or negotiating sole-source contracts.

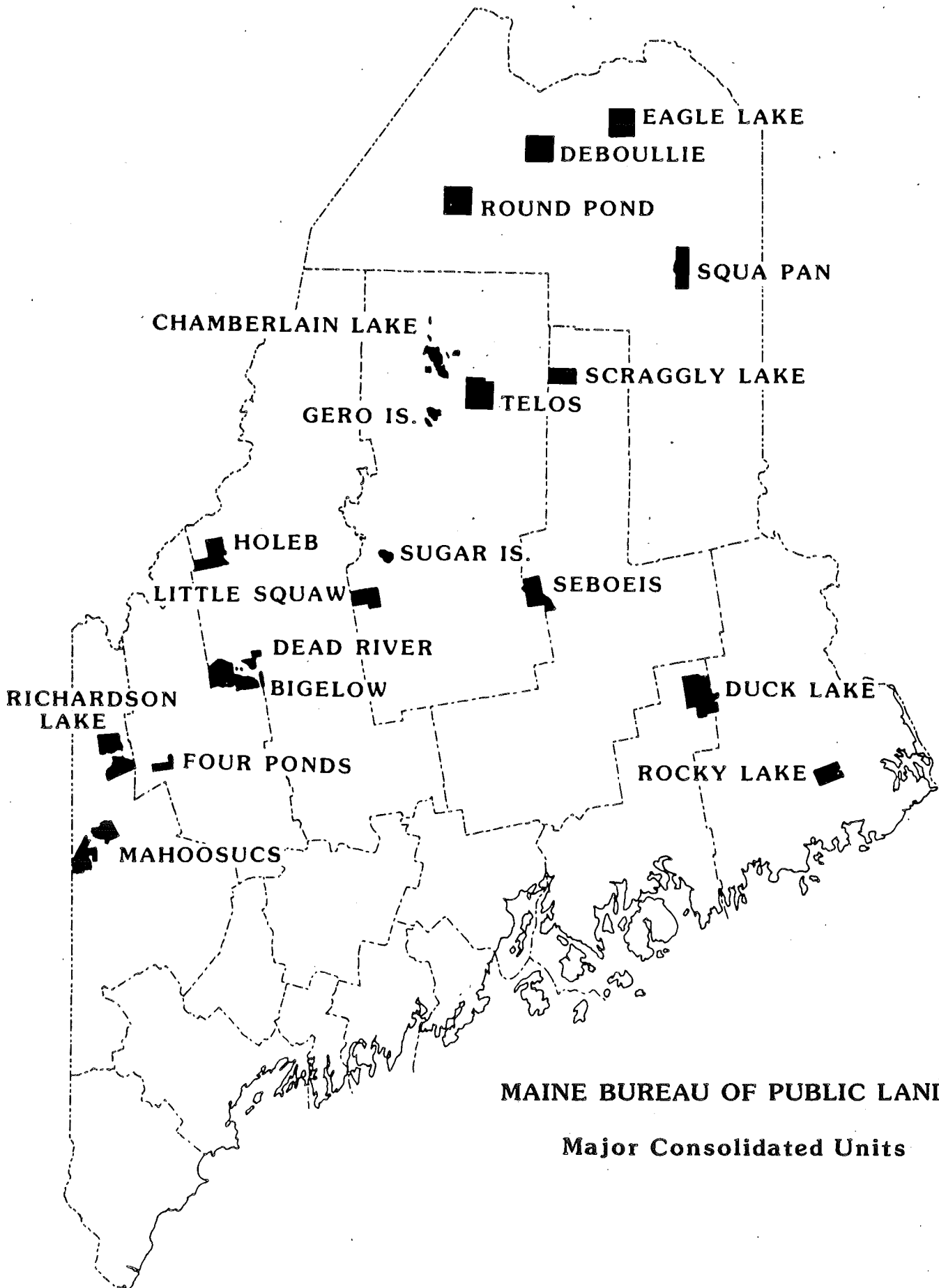
[b] Wildlife Management Policy. Wildlife management policies will be designed to identify the habitat conditions necessary to sustain diverse and viable populations of wildlife and to direct the means by which these conditions may best be achieved both in concert with the timber program and through direct project application. Management of the entire forest resource will be directed, to the extent possible, to a goal of establishing and maintaining diversity for both game and non-game species.

[c] Recreation Management Policy. Recreation management policy will identify the range of recreational experiences available on the Public Reserved Lands (including uses associated with backcountry/forest preserve areas), establish limits and goals with respect to development, formulate the means for monitoring use as a basis for scheduling development/maintenance activities and providing public information. It will also provide the basis for promulgating rules governing public use of these lands.

[d] Unit Planning. The basic planning document for each Public Reserved Lands parcel will be the unit plan; and it will contain all decisions and guidance relating to the management and use of resources within the management unit. Within this document, resource programs will be developed as a function of the land allocation system; program schedules will be dependent upon available revenue. All unit plans will be subject to public review prior to adoption. Each unit plan will consist of a 10-year planning profile designed to provide an overview of resources and resource conditions within the unit, identify management/development opportunities and schedule the fulfillment of program goals. Annual Work Plans, developed for budgetary purposes, will serve to guide field efforts toward incremental achievement of 10-year targets.

As this process develops, resource information will be catalogued in a Public Reserved Lands Resource Index. Over time, this index will provide a comprehensive and dynamic profile of the resource base throughout the Public Reserved Lands System, allowing for ready access to management information and providing a sound base for long term planning and policy development. For each Management Unit, additional information will be gathered relating to population centers, markets, adjacent ownership and other public/private recreational facilities and developments in the area.

To facilitate this work, each consolidated management unit will be subdivided into resource compartments: discreet tracts of between 500 and 1,500 acres; these will serve as the primary unit for purposes of inventory and management. On a continuing, 10-year cycle, all compartments will be examined to provide an analysis of resource values and anticipated prescriptive treatments. The examination will include, but not be limited to, timber, wildlife, recreation and significant natural areas. At intervals, the Bureau will also undertake a formal timber inventory in order to provide statistical monitoring of standing volumes of timber and general forest conditions.



MAINE BUREAU OF PUBLIC LANDS

Major Consolidated Units

APPENDIX B - CONSOLIDATED MANAGEMENT UNITS
PUBLIC RESERVED LANDS SYSTEM

COUNTY Township	UNIT NAME ACRES	FEATURES	PRIMARY ACCESS
OXFORD			
Riley Grafton Andover W	MAHOOSUC MOUNTAIN 27,253	Mahoosuc Mtns, Appal- achian Trail, Grafton Notch State Park, campsites.	Rte 26, Sunday Riv- Rd, East B Hill Rd.
Richard- sontown, Adamstown	RICHARDSON LAKE 22,640	Mooselookmeguntic, Rich- ardson Lakes, campsites.	South Arm Rd from Rte 120 at Andover, Rte 16.
FRANKLIN			
Twp E	FOUR PONDS 3,876	Appalachian Trail, numer- ous ponds, campsites.	Rte 17 north from Mexico.
FRANKLIN SOMERSET			
Bigelow Wyman Dead River	BIGELOW PRESERVE 30,498	Appalachian Trail, Bige- low Mtn Range, Flagstaff Lake, campsites.	Rte 16/27, Long Falls Dam Rd.
SOMERSET			
Dead River	DEAD RIVER 4,191	Flagstaff Lake, Dead Riv- Canoe Trip, campsites.	Long Falls Dam Rd.
Holeb Attean	HOLEB 17,851	Holeb & Attean Ponds, Moose River Canoe Trip.	Holeb Rd west of Rte 201/6 north of Jackman.
PISCATAQUIS			
Lt Squaw	LITTLE SQUAW 12,914	Numerous pond, Lt/Big Squaw Mtns, campsites.	Rte 6/15 north or south of Greenville

Sugar Is.	SUGAR ISLAND 4,208	Island in Moosehead Lk., campsites.	By water from Lily Bay State Park north of Greenville
4 R 9 NWP 3 R 9 NWP	SEBOEIS LAKE 11,436	Seboeis, Endless Lakes, campsites.	Rte 11.
5 R 13	GERO ISLAND 4,172	Gero Island, Chesuncook Village, Chesuncook Lk., W Branch Penobscot Riv., campsites.	By water from Ripogenus Dam off the Golden Road out of Millinockett.
6 R 11	TELOS LAKE 16,129	Telos Lake, Allagash Wilderness Waterway, campsites.	Telos Rd north from Golden Rd out of Millinockett.
7 R 12, 13 8 R 12, 13 9 R 13	CHMBRLN L. TRCTS 8,518	Allagash Wilderness Waterway, Promontory, Tramway, campsites.	By water from Churchill Dam in Telos (above).
PENOBSCOT			
7 R 8	SCRAGGLY LAKE 10,304	Scraggly Lake, Campsites.	Huber Rd north from Rte 159 extension out of Ship Pond.
AROOSTOOK			
13 R 12	ROUND POND 19,468	Allagash Wilderness Waterway, Round Pond, campsites.	American Realty Rd. out of Ashland.
15 R 9	DEBOULLIE 21,871	Mountains, numerous remote ponds, campsites.	Forest haul road northwest off Rte. from Portage.
16 R 6	EAGLE LAKE 16,985	Eagle Lake, campsites.	East off Rte 11 from Eagle Lake; Sly Brook Road south from Rte 161 out of Fort Kent.
11 R 4 10 R 4	SQUA PAN LAKE 16,843	Squa Pan Lake, Mtn.	Squa Pan Lk. Assoc. Rd. south from Rte. 163.

HANCOCK

4	ND	DUCK LAKE	Duck, Gassabias, Un-	Stud Mill Rd. east
41	MD	25,220	known Lakes, campsites.	off Rte. 2 out of
42	MD			Costigan: north on
				St. Regis Rd. No.
				32-00-0.

WASHINGTON

18	ED	ROCKY LAKE	Rocky, Second Lakes, E.	Rte. 191 north from
		9,904	Machias River, campsites.	E Machias.

TOTAL		284,281		
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APPENDIX C - CRITERIA FOR CONSOLIDATION
OF THE PUBLIC RESERVED LANDS SYSTEM

Following are the selection criteria applied by the Governor's Task Force in identifying lands suitable for consolidation. These criteria were circulated for public review and comment -- and discussed at public meetings throughout the State -- prior to their adoption.

In the most general terms, the Bureau's mandate for multiple use management establishes the criteria for further development of the landbase. That is, the State should seek lands which offer a combination of values, including opportunities to manage for recreation, wildlife and timber production, among others. However, more specific criteria have been developed as guidelines for actual land acquisition proposals.

- A. Expansion of Existing Landbase. The consolidation parcels, which have been developed thus far, are located throughout the Unorganized Territory, are well-balanced regionally and reflect a representative "portfolio" of natural features. These tracts constitute a manageable core for the Public Reserved Lands system and should be enhanced.
- B. Size. Consolidated parcels should be at least a half-township in size in order to accommodate a variety of resource uses and interests. Individual acquisitions of lesser size but which add to or combine with other acquisitions totalling this size will be considered.
- C. Situation. Each parcel should reflect the natural values generally associated with a given geographical area.
- D. Public Use. Each parcel should contain such features as will attract public use and enjoyment.
- E. Economic Values. To the extent that management of the Public Reserved Lands is designed to generate its own operating revenue, each proposal must be considered for its economic potential, principally timber production.

- F. Access. For purposes of both public use and administration (including marketing of forest products) parcels should be located on or close to public roads or existing networks of private roads available for public use.
- G. Acquisition of Under-Sized Parcels. Acquisition of under-sized parcels should not be considered except under the following circumstances.
- (a) Expansion of existing or consolidated parcels or in connection with other proposals which would create a consolidated parcel of sufficient size to be manageable and reflect the other values associated with the above criteria.
 - (b) Acquisition of isolated parcels of some particular and outstanding natural or cultural significance.

APPENDIX D - APPLICATION OF DOMINANT USE MANAGEMENT
WITHIN THE PUBLIC RESERVED LANDS SYSTEM

BACKGROUND

The Bureau of Public Lands was created in 1973 as the principal public land management agency within the State of Maine. Entrusted with management and administration of the State's Public Reserved Lands, it was directed by statute to manage these lands "under the principles of multiple use and to produce a sustained yield of products and services and that such management should be effected by the use of both prudent business practices and the principles of sound planning."

MULTIPLE USE/DOMINANT USE

By definition, multiple use/sustained yield requires that all resource values be considered in the formulation of an essentially balanced management program --and that the consumption of resources and resource values does not exceed their regenerative capacity. In actual practice, however, it is not possible that every acre will produce an even balance of resources --nor that all competing user interests can be successfully accommodated.

As an alternative, therefore, the theory of multiple use translates to a practice of dominant use: designation of specific geographic areas according to dominant resources or resource values --and formulation of management plans most suitable for each purpose.

RESOURCE ASSOCIATIONS/COORDINATING REQUIREMENTS

Only rarely, if ever, do resources occur in circumstances which are independent of other resource values. The economic value of commercial timber, for example, cannot be isolated from its contribution to wildlife habitat; nor can Maine's major rivers, as they traverse thousands of acres of essentially undeveloped forestland, exist totally apart from the various requirements of upland management.

Thus, while the Bureau addresses the concept of dominant use

to resolve the conflicts presented by the theory of multiple use, the land itself demands consideration of what we refer to as resource associations: one dominant resource, for which the major thrust of management is designed, accompanied by one or more associated resource values, which must be accommodated within the overall management program. The manner of accommodation is handled through a body of coordinating requirements, which are generally expressed as constraints on management of the dominant resource.

SYSTEM RESOURCE ALLOCATION

In its planning efforts to date, the Bureau has undertaken a preliminary allocation of resources, classifying many of its consolidated management units according to dominant and associated resource values. Of nearly 200,000 acres, 37 percent have been identified as having some dominant resource value to which timber production is subordinate (wildlife, recreation, scenic values, critical areas). The remaining 63 percent, representing that portion of the landbase for which no such classification could be determined, is available for timber production, as a dominant use.

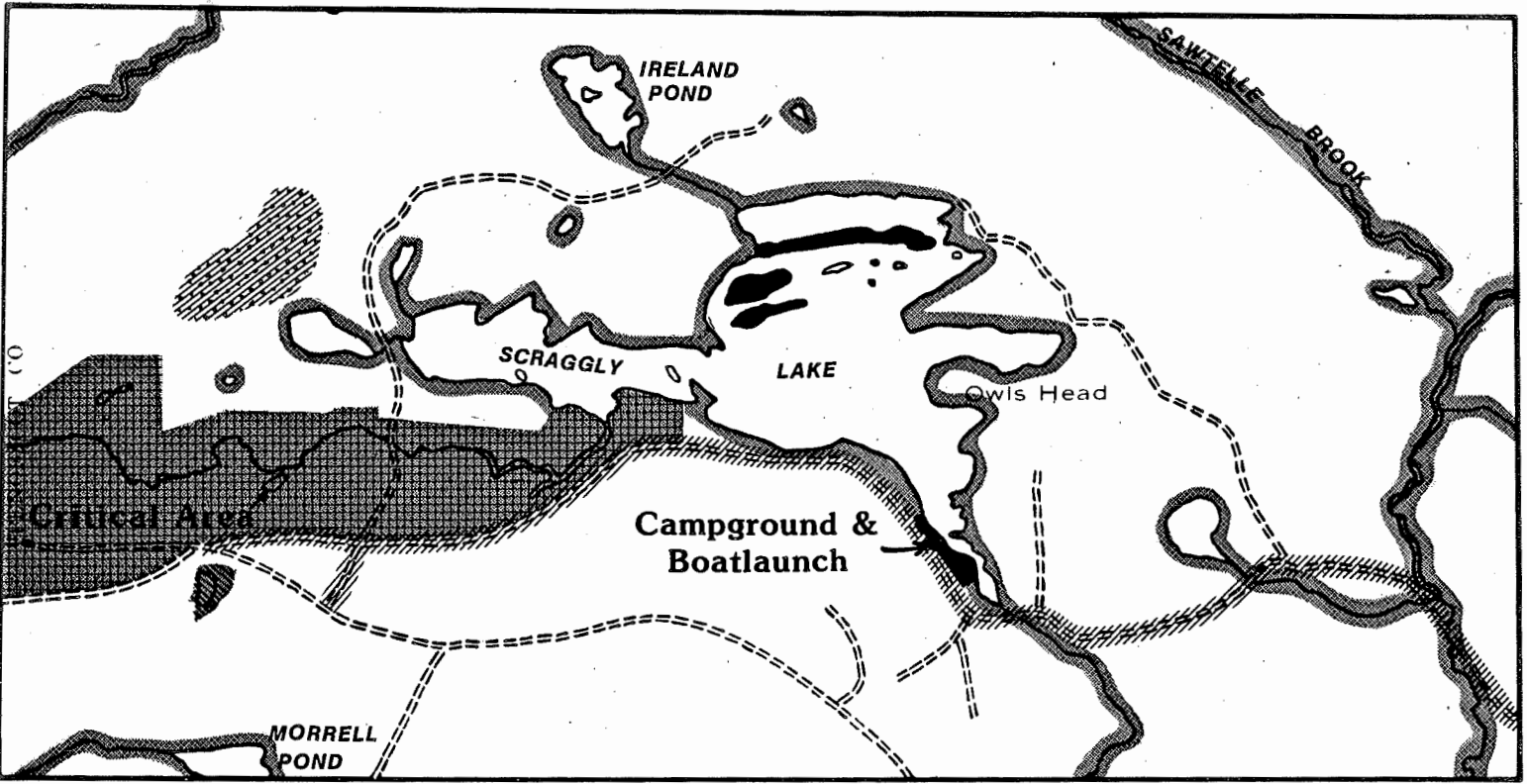
UNIT RESOURCE ALLOCATION








The Scraggly Lake Management Unit, a 10,340-acre parcel in Township 7, Range 8 WELS, provides an opportunity for closer examination of the Bureau's application of dominant use management. This is a well roaded parcel, rich in timber (both softwood and hardwood); and it contains numerous streams and ponds, in addition to the larger Scraggly Lake --the parcel's primary recreational feature.

Formulating an overall management context for this parcel has produced the following allocation of (dominant use) resource zones, each accompanied by one or more associated resource values --and the subsequent need for coordinating requirements in prescriptive treatments:

DOMINANT RESOURCE	ACRES	ASSOCIATED RES. VALUE	DOMINANT MANAGEMENT OBJECTIVES & COORDINATING REQUIREMENTS
Wildlife	657 Deer- yard	Timber	Regenerate in blocks, using shelterwood and patch cuts to improve age-class distribution. Apply Bt as necessary to retard budworm losses and/or such herbicides as will ensure growth of softwood regeneration.
	1,492 Ripar. Zone	Timber Scenic Values Recrea.	Manage a 5-chain-wide strip along designated water resources on an uneven-aged basis to ensure a balanced distribution of age-classes and species diversity. For optimum commercial value, schedule harvests to complement larger, adjoining sales. Maintain visual contrast by alternating group selection cuts along shores. Restrict harvesting to development purposes at designated recreation sites.
Recreation	20	Scenic Values	Maintain existing campgrounds; expand facilities on north side of lake to include water-access and walk-in sites. Retain primitive level of experience and natural appeal of surroundings. Provide vehicular (2W drive) access to primary sites; close road to Ireland (remote) pond.
Scenic Values	150	Timber	Along major roads and on slopes west of Scraggly Lake, limit harvesting to selection and group removals in order to (1) maintain the natural character of slopes viewed from Scraggly Lake, (2) provide visual contrast along roads and (3) maintain diversity for wildlife habitat.
		Wildlife	

Critical Areas	20	None	Preserve in an undisturbed condition that area associated with the <u>Calypso bulbosa</u> , a rare orchid.
Timber	8,001	Wildlife Recrea.	Manage by the most suitable system, emphasizing production of high-quality sawtimber and striving for a balanced distribution of age-classes for both sustained yield and wildlife benefits. Incorporate public access into timber transportation planning.



-  **RECREATION**
-  **SCENIC ZONE**
-  **EASTERN SLOPE**
-  **WILDLIFE ZONE**
-  **WETLAND IMPOUNDMENT**
-  **DEER YARD**
-  **GENERAL MANAGEMENT**

SCRAGGLY LAKE

APPENDIX E - FINANCIAL MANAGEMENT
OF THE PUBLIC RESERVED LANDS

Introduction

Income for managing the Public Reserved Lands is derived from the sale of timber and gravel, the administration of recreational and other leases, and certain Federal funds. No monies are provided from the General Fund. Because market conditions fluctuate, annual income may be expected to fluctuate as well from year to year. Thus, program planning must proceed in such a way as to ensure the delivery of public benefits, while remaining sufficiently flexible to accommodate changes in market conditions. Equally important, in order to generate income at sustainable levels and to maintain an equitable multiple use program, demands on the resource base must never be allowed to exceed the sustained, productive capacity of the land.

Brief History

In the last five years, the Bureau of Public Lands' finances and programs have changed dramatically. In 1980, revenues were \$287,000, mostly derived from common and undivided lands under the management of private interests. During that year, the Bureau's expenses were \$150,000 in excess of revenues, and the Public Reserved Land Management Fund was rapidly being depleted. Since then, the Bureau has implemented and expanded its own timber management program to produce revenues that in 1984 reached the level of \$1,280,000.

During the last five years, expenses have increased both to manage the timber resources to generate revenues and to provide expanded programs for public access, recreational facilities, wildlife management, and resource protection. Also during the last five years, the Public Reserved Lands Management Fund balance has increased to \$700,000.

During this same period, the land base has changed and expanded dramatically. There are now 390,000 acres under Bureau management. As a result of anticipated land trades, this should increase by 50,000 acres within the next two years. As the changes in the land base taper off, it is expected that the budget and level of program activities will become more stable. The fiscal year 1986 budget allows approximately \$1.5 million for both income and expenses. It is expected that this will be the

level of activity for future years, allowing for modest growth in programs and staff.

The Budget Process

Although the Bureau of Public Lands is a dedicated revenue agency, it undergoes essentially the same budget process as all other State agencies. The Bureau's budget is developed within the limits of anticipated income from management activities. Income and expense budgets are then consolidated into the budget of the Department of Conservation, which is in turn submitted to the Bureau of the Budget and the Governor for review and modification. The budget is then submitted to the Legislature where it undergoes scrutiny by the Appropriations Committee prior to adoption by the full Legislature.

Income Sources

The Bureau of Public Lands is required by law to manage the Public Reserved Lands for the sustained yield of goods and services. This mandate has been implemented in the timber management program through the establishment of an "annual allowable cut."

The allowable cut is based upon the portion of the lands which are available to generate revenue, commonly referred to as the "regulated forest." Only lands which are available for timber harvesting and which are capable of generating commercial volumes of timber (20 cubic feet per acre per year) are included for the purposes of calculating the allowable cut. There are 330,000 acres in the present State ownership which qualify in this category.

The Bureau plans the allowable cut according to "area" rather than "volume" regulation. For the purposes of long range planning, the Bureau calculates its annual allowable harvest in ten year intervals and then formulates annual sales quotas based on projected removals for each forest type under management. Based on the current ownership the annual cut is as follows:

<u>Reg Forest Ac</u>	<u>Mgt System</u>	<u>Annual Harvest in acres</u>	<u>Average Volume/Acre</u>
130,000	Uneven Aged	6,500	8 cords/acre
	Even Aged (thin.)	2,000	8 cords/acre
200,000	Even aged (Regen.)	2,000	24 cords/acre
<u>330,000</u>	TOTAL	<u>10,500</u>	

Based on these figures, calculated conservatively at an average value of \$12/cord, the Bureau should generate \$1,392,000 in timber revenue during Fiscal Year 1986.

The other category of timber revenue comes from common and undivided lands owned by the State but managed by others as a result of the State being the minority owner. Several years ago, the State was receiving over \$250,000 from this common and undivided ownership. As a result of recent land trades, relatively few acres remain in common and undivided ownership. Consequently, income from this source has been drastically reduced. In FY 86, it is anticipated that common and undivided ownership revenues will be \$10,000.

Income from leases, most of which are for private recreational purposes, has traditionally been a significant source of income. Fifty percent of the net revenues from leasing activities must be spent for public recreation facilities on the Public Reserved Lands. Leases are based on the fair market value of the lands, and, by statute, annual lease rates may not exceed 10% of the assessed value. The Bureau's current policy is to lease at 8% of assessed value. In recent years, all camplots and commercial leases have been reassessed and new lease rates have been established. It is expected that leased lot rates will not change dramatically. However, as a result of sales to camp owners, some decline in leasing revenues should be expected. For FY 86, lease revenues will be approximately \$75,000; this could be reduced to \$50,000 over the next few years as a result of sales to camplot lessees.

Grants and Federal funds are relatively unpredictable sources of income. For FY 86, the major sources are federal LAWCON and Pitman-Robinson funds which must be matched by Bureau of Public Lands expenditures. In FY 86, this category of income is projected to be \$76,500.

Minerals represent a major source of income for other public land managing agencies, but not for Maine's Bureau of Public Lands. With no known mineral deposits of commercial value on the Public Reserved Lands, mineral income is limited to the sale of small quantities of sand and gravel. In FY 86, these sales will generate \$4,000 income.

The combined income from all of these sources to the Public Reserved Lands Management Fund in FY 86 is projected to be \$1,557,500. Allowing for limited additional revenues from new lands resulting from trades and acquisitions, these figures are expected to increase by 10% in each of the next two years.

Other major changes in income could result from a change in the commercial value of timber sold. Current projections are that timber prices will not vary greatly within the next decade as there is still a surplus of supply over demand. While this situation should change sometime after the beginning of the 21st Century, it is impossible to make valid projections that far into the future.

The other major change in revenue potential could come from a change in the use of the Public Reserved Lands. If a significant quantity of land currently available for timber production were removed from that classification, revenues would decrease proportionately.

Expenses

The expenses of the Bureau of Public Lands have changed as dramatically in the last few years as has the income. Timber management expenses have increased with the increase in the land base. More foresters are needed to cover the larger acreage and to produce the larger volume of forest products therefrom. In the last year, the Bureau has also incurred major expenses for inventory, timber stand improvement, reforestation, and other activities which, in previous years, have not occurred at significant levels. The wildlife management program is now fully operational, and an equal or higher level of expenditures for recreation management is anticipated. Many roads on public lands are in very poor condition. As a result, roads for both timber management and general public access should be upgraded as rapidly as possible over the next few years. Revenue sharing in towns and plantations will vary from year to year, but the anticipated level of \$100,000 in FY 86 is a reasonable average level for the future.

The Bureau's budget for the Public Reserved Land System in Fiscal Year 1986 anticipates the following expenditure of funds:

Timber Management	\$ 663,500
Timber Roads	175,000
Public Access Improvements	225,000
Revenue Sharing	100,000
Wildlife	127,000
Recreation	140,000
Public Information	32,000
Administration	95,000
TOTAL	\$1,557,500

These figures represent the kind of balanced multiple use management program which can be anticipated in future years. The timber management and timber roads expenses constitute 54% of the budget; revenue sharing constitutes 7%; administrative costs constitute 6%. This leaves approximately 1/3 of the funds available for expenditure for public information, recreation, wildlife, and public access expenses. These activities represent the public benefits of State land ownership and, together with the economic value of the timber products to the Maine economy, constitute significant direct benefits to the people of Maine.

Reserve Fund

Because of the special constitutional status of the Public Reserved Lands, the Public Reserved Lands Management Fund must only be used for activities directly related to the reserved lands. The Joint Legislative Committee on Energy and Natural Resources, in its 1984 study of access to the Public Reserved Lands, quite properly pointed out that whereas the Public Reserved Lands are trust lands, revenue generated thereon is trust revenue that can only be expended for trust purposes.

As a dedicated revenue agency, the Bureau must take steps to protect management programs from the fluctuations of market conditions affecting income. According to conventional wisdom, a market-dependent organization should have at least a six-month operating reserve to protect its programs against temporary downturns in market conditions. The \$700,000 reserve which has been built up over the last four years in the Public Reserved Lands Management Fund for such purposes represents approximately 50% of the current annual budget. Therefore, it is now possible to budget expenses equal to income for Fiscal Year '86. Compared to

previous years, this will allow an increase in expenditures for timber stand improvement work, recreation and wildlife management projects, and public access improvements. Considering the public demand for such improvements it is time to do so.

In years when adverse market conditions do not provide this much income, the reserve fund may be drawn down in order to maintain appropriate levels of expenditures. In combination with drawing down the reserve fund, however, it may be prudent to reduce capital expenses for projects such as road improvements, timber stand improvement, etc. Because the staff of the Bureau of Public Lands is categorized by the Department of Personnel as "limited period" personnel, layoffs can occur if necessary. However, given the experience of the last five years during generally unfavorable market conditions, such layoffs and reductions in programs should not be necessary.

Conclusions

The purpose of this paper has been to explore the long-term financial prospects of the Bureau of Public Lands. The conclusions that can be drawn from this analysis are that the Public Reserved Lands can be managed within the limits of their ability to produce revenues, and that the level of goods and services available to the public from such management is reasonable. However, it is unreasonable to expect that the Public Reserved Lands can be managed to produce significant additional income which might be used for other programs. The special constitutional status of the Public Reserved Lands prohibits such action; also, anticipated revenues would not permit it.

The other major issue is whether the Bureau should continue to function on dedicated revenues. Advantages include the business-like management environment which it imposes and the work ethic which it encourages. Dedicated revenue status is especially appropriate for a natural resource management agency which is responsible for the long-term management of forests that require 100 years to grow.

The potential disadvantage is that the demand for programs may exceed the capacity of the land to produce revenues. This has proved true in Federal programs and in many other states. However, with a land base as productive as Maine's Public Reserved Lands System, it should be possible to become the exception to that rule. Given the heavy demands on the tax-generated revenues of the General Fund, it is unreasonable to expect significant appropriations to fund activities on the Public Reserved Lands.

APPENDIX F - PUBLIC REVIEW AND COMMENT

[1] CONSOLIDATED PUBLIC COMMENT & AGENCY RESPONSE

GENERAL

The Bureau of Public Lands impaneled an advisory committee in January 1985 to assist in the formulation of policy to govern planning operations on Maine's 450,000-acre Public Reserved Lands System. In April, a proposed policy was distributed for public review; and public meetings were conducted in Bangor (May 1) and Augusta (May 2). The period for public comment was scheduled to close on May 15 --and then extended for an additional week.

STATISTICAL SUMMARY

Including individuals who attended the public meetings, there were a total of 37 respondents (68 individual comments) to the Bureau's request for public review. By category, the Bureau received responses from private citizens, government agencies, resource/trade organizations and private industry. Agency and organizational responses included:

Government Agencies

Maine State Legislature
 Maine Geological Survey
 Bur. of Parks & Recreation
 Dept. of Finance & Admin.
 State Planning Office
 U.S. Forest Service
 U.S. Geological Survey

Organizations

Natural Resources Council
 Assoc. of Consulting Foresters
 Me. Mineral Resources Assoc.
 Society for the Protection
 of New Hampshire Forests
 Maine Forest Products Council

SUMMARY OF COMMENTS & RESPONSE

All but a few of the comments permitted grouping into general categories, facilitating the Bureau's response to various issues and concerns. In alphabetical order, these include: Coordination; Critical Areas; Dominant Use; Finance & Administration; Independent Review & Oversight; Minerals; Recreation; Timber Management & Production. A final category --Miscellaneous-- addresses those comments which did not lend themselves to classification.

Although most respondents were generally favorable in their comments, only that material which is either critical in nature or suggests the need for clarification is presented. The Bureau's responses appear in bold type beneath each comment:

COORDINATION

There should be a policy statement dealing with coordination of efforts among agencies/organizations with overlapping jurisdiction and ownership --particularly with respect to resource protection.

On page 3, paragraph 5, under the heading "Planning Design/Public Involvement", the Bureau acknowledges the need to conduct its business in the larger context of surrounding ownership, resource values and patterns of use. It did not make direct reference to "agency coordination", since this is directed by statute and currently achieved on a routine basis. To clarify the issue, however, the following language will be added to the end of this paragraph: "The Bureau will also coordinate planning and management activities (including resource protection) with appropriate resource and regulatory agencies to ensure, within practical limits, that all available expertise is applied to the administration of these lands."

CRITICAL AREAS

There is a need for specific policy regarding the identification, designation and management of critical areas, including formulation of a budget item for this purpose and direct reference to the Critical Areas Program under unit planning and research.

On page 5, paragraph 6[e], under the heading of "Management Objectives", the Bureau has made provisions for setting aside certain backcountry and forest preserve areas which, by definition, will include Critical Areas. Except as the administration of such areas falls within the area of recreation management, this is a situation, as noted above, in which the Bureau relies on inter-agency coordination (State Planning Office) for recommendations regarding proposed studies, requests for funding and provisions for management.

DOMINANT USE

Application of dominant use principles for planning purposes will require careful analysis to ensure that past practices/uses or the need to generate revenue do not inadvertently prevent the allocation of resources for their "highest and best" use. Also, it will not be possible to manage dominant uses at "optimum" levels of production without compromising the quality of management for secondary uses and resource values.

The theory of "dominant use" presupposes that the character of the resource base will be the chief determinant in allocating land for different purposes; and where resource values overlap, managers will seek practical compromises among a range of alternatives. Although production may not be maximized within the context of such compromises, the Bureau maintains that there are levels of output which represent an "optimum", consistent with other resource objectives.

Will harvesting be allowed in deer yards and other areas where timber is not the dominant use?

In many circumstances and particularly in deer yards, where timber management is essential to the long term maintenance of habitat for wildlife purposes, harvests will be conducted. In general, wherever timber is designated as a "secondary" use, harvesting will occur --but it will be designed in such fashion as to complement the dominant use or, at least, not detract from it.

FINANCE & ADMINISTRATION

The Bureau should arrange for direct-deposit, by the Contractor, of all stumpage receipts in order to gain the best investment advantage on capital.

Administration of State funds is the responsibility of the Department of Finance & Administration, which operates according to its own mandate and policy requirements. This recommendation bears further examination, but the Bureau does not have the authority to act unilaterally in this matter.

Acquisition fund monies should be held and established as a Trust, from which only the interest would be applied toward the purchase of new land.

There is not now an established policy --nor are there the means-- for long-term land acquisition. Thus, the Bureau plans to hold this revenue for acquisitions of opportunity over the short term simply to replace the lands that have been conveyed.

What are the Bureau's assumptions for forest regulation and how does it plan to deal with fluctuations in the distribution of timber age classes, as they relate to its market position and ability to generate revenue?

The Bureau's timber management efforts are directed toward a balanced distribution of age classes --not only for the production of a sustained yield of forest products, but to generate sufficient diversity within the forest environment for optimum production of wildlife habitat (consistent with other resource objectives). In its forest regulation policy, the Bureau has determined that area regulation has advantages over volume regulation and that the annual allowable harvest should be established on a regional basis. The regulated area is determined through the land allocation process, withdrawing all inoperable, non-commercial and special purpose lands first --and then assigning the remainder for timber production as regulated acreage. As of March 1984, when the Bureau was actively managing 350,000 of the 400,000+ acres in the Public Reserved Lands System, the regulated acreage was established at 290,646. This comprised 83 percent of the landbase --and it included areas in which timber management is both a dominant and a secondary use. Rotation ages are established according to growth rates and product requirements; but, again, it is important to stress that the goal of management, in addition to the production of high-quality products, is diversity and a balanced distribution of age classes. Thus, rotation age will vary under different circumstances. To the extent that the Bureau has not yet achieved this goal (balanced distribution of age classes), it must (1) project program spending at moderate levels and (2) retain the flexibility to delay or terminate program activities in response to market or inventory conditions. The Bureau must also remain aware that natural occurrences (insects and disease, fire, etc.) may render such a goal unreachable and plan accordingly.

The Bureau should include in the planning policy a record of recent years' annual income and harvesting levels to illustrate the effectiveness of its financial/timber planning.

Such a summary was considered and rejected because of the rapid growth over recent years in both the landbase and the management program. The Bureau has not yet had the opportunity to establish consistent trends in either program development or revenue production. Appendix E was included to indicate anticipated revenues and expenses over the long term.

The policy should state the potential need for General Fund revenue in the years ahead.

On page 7, paragraph 7, under the heading of "Financial Management Objectives", the Bureau has acknowledged certain outside sources of funding --available principally through the Federally sponsored Land & Water Conservation Fund for recreation and Pittman/Robertson funds for wildlife. These funding sources aside, the Legislative mandate for the Public Reserved Lands is that they shall be managed in such fashion as to be self-supporting. This gives the Bureau clear direction with respect to financial planning and allows no latitude for requesting General Fund monies. Of course, if, in the future, General Fund support is required, this policy will have to be modified.

The State should seek to make use of private contractors wherever possible, acknowledging that the private sector can generally work at more competitive rates than can be achieved in the public sector.

The Bureau currently relies on private contractors for certain types of work --including timber harvesting, road building and recreation management at remote developed sites. However, much of the management program must remain under the direct control of the Bureau in order to ensure proper coordination among the various programs and resource values --coordination, for example, between timber and wildlife which requires a certain "working relationship" with the resource base and cannot be transmitted reliably in a set of contract provisions.

The Bureau must ensure that spending on non-revenue producing programs does not take precedence over necessary investment to maintain programs which do generate revenue.

The Bureau is committed to the idea that the Public Reserved Lands remains self-supporting; and it will take such steps as are necessary in both budgeting and resource allocation to ensure a balanced program.

INDEPENDENT REVIEW AND OVERSIGHT

There should be no commission established to oversee the activities of the Bureau of Public Lands in its administration of the Public Reserved Lands.

The Bureau, too, is concerned that day-to-day management could become subject to permanent outside oversight --chiefly because such additional administration, while increasing the cost of management, would have little effect on its quality. As far as major policy and program issues are concerned, the Bureau is already accountable to the Commissioner of Conservation, the Governor and the Legislature; and it has initiated, as a matter of policy, a broad program of public review for policy development and planning. Beyond this, it is appropriate for the Bureau to enjoy such latitude as will allow it to discharge its responsibilities in the most professional and cost-effective manner.

Periodically, to test the wisdom and propriety of its management decisions, the Bureau should provide for on-site examination of programs by an independent group or agency.

The Bureau regularly participates in externally generated programs designed to promote discussion and enhance general understanding of policies and procedures, as they relate to the Public Reserved Lands System. Once these policies are in place and work has begun on unit planning, the Bureau will continue to entertain such opportunities for external review of its programs and activities.

MINING

The Bureau should not limit mining to the extraction of sand and gravel. This is in direct conflict with Chapter 371 of the Mining Excise Tax Law, which reads in part, "...It is the policy of the State to encourage the sound and orderly development of Maine's mineral resources...."

The language used in this portion of the policy (Par. 6[h]) is inappropriately negative. As an alternative, the the policy will be changed to read: "The extraction of any mineral commodity, including sand, gravel and peat, will be considered an appropriate activity on Public Reserved Lands, provided such extraction can be accomplished within the parameters of stated management objectives. Decisions pertaining to mining on public Reserved Lands shall be made on a case by case basis and shall be consistent with existing statutes and policies, as mandated by the legislature."

RECREATION

Certain areas within the Public Reserved Lands System should be set aside and managed exclusively for recreational/aesthetic

values; and these uses should be considered equally with timber, including provisions for resource inventories.

The Bureau has acknowledged the need to maintain certain areas of truly outstanding natural significance in its provision for backcountry and forest preserve areas. In most areas, however, recreation and scenic quality will be integrated with other values (dominant or secondary, as the landbase dictates) as a means of extending the useful limits of available resources. Within the general context of multiple use, all resources receive equal consideration as planning proceeds. It is the character of the landscape, itself, which is the greatest enabling or limiting factor. As for non-timber inventories, the Bureau routinely cooperates with the State Planning Office in the conduct of Critical Area surveys (more than 100,000 acres to date); and one of the key responsibilities of the recreational staff position will be the collection of data in support of a vigorous recreational program.

Such additional uses as nature observation and snowmobiling should be addressed in the management objective covering recreation; and there should be some provision for resolving conflicts among different types of recreational use.

These objectives are necessarily broad in nature. Both are implied, if not expressly stated, under Recreation (6[c]) or Scenic Values (6[d]). Further refinements, covering both the types of recreational use and resolution of conflicts among competing interests, will be addressed in the recreation policy, yet to be developed.

Isolated Public Lots, possessing outstanding natural features, should not be disposed of for purposes of consolidating the larger landbase.

As a general rule, the State will not divest itself of such tracts. However, within the larger context of the consolidation program, the need for rigorous criterial governing definitions of "outstanding natural features" must be acknowledged. A remote sand beach or favorite fishing spot do not, out-of-hand, constitute "outstanding".

The Bureau should not, as a matter of policy, reject the further issuance of camplot leases.

The Legislature and the general public have expressed strong support for the Bureau's policy not to expand camplot leasing because such leases represent a private and exclusive use of public resources, payment for which cannot adequately compensate the loss of access, use and enjoyment to the general public.

Recreation planning should proceed in a manner consistent with the Statewide Comprehensive Outdoor Recreation Plan.

The Bureau will be represented on the SCORP advisory committee and will coordinate its activities with that effort.

TIMBER MANAGEMENT AND PRODUCTION

There need to be greater efforts to educate the public about the benefits of timber harvesting --and to resist pressure for more constraints on harvesting and the setting aside of productive timberland for non-productive purposes.

Through its information programs and by its own example, the Bureau strives to demonstrate a high standard of forest management in which there can be growing public confidence. As outlined in the planning policy, the Bureau gears its management to the character of the landbase, allocating resources for dominant and associated uses to produce the greatest overall balance in the resource program. This acknowledges the propriety of certain "set asides" for recreational and aesthetic purposes; however, it emphasizes the Bureau's commitment to a closely managed resource base, to the diversity which can be derived therefrom for all purposes, and to the economic benefits which it yields. As for additional constraints on harvesting: the Bureau feels that, beyond certain policy standards, managers should have broad "discretion" to conduct programs by the most efficacious means.

As a major landowner, the State should now provide such leadership and support as may be necessary to revitalize Maine's faltering sawmill industry.

The Bureau, too, recognizes the need for stronger in-State sawlog markets. This would produce greater economic value for the "domestic" forest products industry and it would promote a more diversified resource base for both commercial and ecological benefits. To the extent that such "revitalization" can occur through public/private cooperation, the Bureau would enthusiastically participate in such efforts. However, it may be that the catalyst

would more appropriately be found in a development entity such as the Marketing and Assessment Program, a division of the Department of Conservation.

MISCELLANEOUS

The composition of the advisory committee did not adequately reflect the interests associated with management of the Public Reserved Lands.

The committee was constituted to represent the broadest public interest in terms of the multiple use values associated with the landbase. Certain, specific interest groups were, out of necessity, overlooked but may be called upon to participate in the development of individual resource policies, where more specific expertise is appropriate.

Administration of the Public Reserved Lands by dedicated revenue will not ensure prudent management.

The Bureau does not propose that dedicated revenue alone will ensure prudent management --but that the agency's reliance on the market system to generate revenue will supply the necessary incentives for cost-effective development of programs and investment of staff efforts.

Education should be treated as a separate objective.

Education falls appropriately within the general realm of public information, which covers all of the Bureau's efforts to enhance public understanding of natural resources management issues. The Bureau is not large enough, nor is its primary mission such that a separate "educational" function would represent a proper investment of resources. The Bureau will, however, cooperate with other agencies which have an education mandate.

A site-specific summary of unit plans would have been helpful to illustrate application of the planning policy.

The purpose of the planning policy --and subsequent policies-- is to establish the framework in which unit planning may proceed. Such an illustration, other than that which accompanies the discussion of dominant use, would be premature at this time. Unit plan development will commence in 1986.

The Bureau should project a figure which represents the maximum appropriate size of the Public Reserved Lands System.

Upon adjournment of the current Legislative Session, the Public Reserved Lands System will stand at about 457,000 acres. This figure may fluctuate some, as the Bureau continues with the consolidation program; however, in the absence of a major acquisition effort --funded by outside sources-- there is little possibility that the system will expand much beyond this level.

What is meant by free public access to the Public Reserved Lands?

At present, the Bureau interprets this Legislative direction to mean "access without charge". This does not preclude user fees either at developed sites or for passage across certain private roads. The imposition of fees on private property (including roads), however, is not an issue for the Bureau to deal with.

Will resource policies other than timber, recreation and wildlife be subject to public review?

All major resource policies will be subject to public review. No other major policies are under consideration at this time, since these three comprise the "underpinnings" of the multiple use program. Other resource issues, such as mining, critical areas, etc., will be addressed through coordination with those agencies charged with their administration.

[2] RESPONDENTS AND ATTENDEES AT PUBLIC MEETINGS

JERRY BLEY, Natural Resources Council, 271 State St.,
Augusta 04330

ROBERT H. WHITNEY, 76 Main Street, Yarmouth 04096

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JOHN B. DYER, 61 Main Street, Bangor 04401

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LAWRENCE ROBBINS, Robbins Lumber, Inc., Searsmont 04937

R.L. SCRIBNER, Department of Finance & Administration,
Station 78

OSCAR SELIN, Georgia-Pacific Corp., Woodland 04694
 STEPHEN D. BLACKMER, Society for the Protection of N.H.
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 HERB HARTMANN, Bureau of Parks & Recreation, Station 22
 DERRILL J. COWING, USGS, 26 Ganneston Drive, Augusta 04330
 RICHARD E. BARRINGER, State Planning Office, Station 38
 ALBERT J. BIBEAU, Wood Products Manufacturers Association,
 52 Racette Ave., Gardner, Ma. 01440
 PAUL A. LUSKY, Saunders Brothers Woodlands, P.O. Box 66,
 Fryeburg 04037

BANGOR PUBLIC MEETING - 5/1/85 - ATTENDEES/COMMENTS

<u>NAME</u>	<u>AFFILIATION</u>	<u>ADDRESS</u>
GRANT ESTELL	Unity College	Unity, 04988
DOUG DELLINGER	Unity College	Unity, 04988
JESSICA JOHNSON	Unity College	Unity, 04988
NATE FICE	Unity College	Unity, 04988
PAUL REYNOLDS	Bangor Daily News	Winterport 04988
DAVID KENDALL	Maine Mineral Resources Assoc.	PO Box 1573 Bangor 04401
MYLES TURNER	Unity College	Unity, 04988
WALKER HERMAN	Unity College	Unity, 04988
DAVE BOND	Getty Mining Co.	PO Box 1930 Bangor 04401
FLOYD NEWBY	Advisory Committee	UM~Orono
ED MEADOWS	Advisory Committee	7~Islands Co. Bangor 04401
WILLIAM BARRON	Citizen	PO Box 195 Hampden 04444
J. PALMER	Unity College	Unity, 04988
CHARLES FITZGERALD	Citizen	116 E. Main St. Dover~Foxcroft 04426

AUGUSTA PUBLIC MEETING - 5/2/85 - ATTENDEES/COMMENTS

<u>NAME</u>	<u>AFFILIATION</u>	<u>ADDRESS</u>
Y. LEON FAVREAU	Bethel Furniture Stock	Bethel 04217
STEPHEN J. LAW	Maine Legislature	Station 2,
FRED BECK	Me. Mineral Res. Assoc.	Yarmouth 04096
ROBT. HINTZE	International Paper Co.	Augusta 04330
GLENN STARBIRD	Penobscot Nation	Old Town 04468
ED MEADOWS	Advisory Committee	7~Islands Co. Bangor 04401