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DEPARTMENT OF CONSERVATION

BUREAU OF PUBLIC LANDS



BIENNIAL REPORT

TO THE

JOINT STANDING COMMITTEE ON

AGRICULTURE, CONSERVATION AND FORESTRY

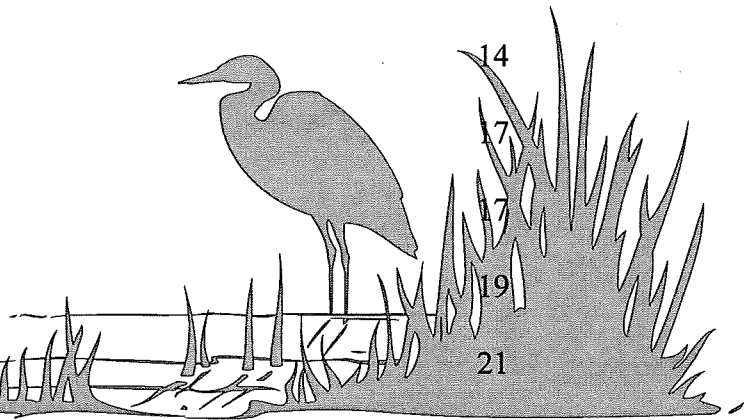
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Bureau of Public Lands

EXECUTIVE SUMMARY

The Bureau of Public Lands is responsible for the management and administration of Maine's Public Reserved Lands, Submerged Lands, Coastal Islands and other lands as provided by law. The bureau is statutorily mandated to manage the public 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 principles of sound planning (12 M.R.S.A. Chapter 202, ss.551).

The bureau is a dedicated revenue agency funding all of its administrative, planning, management, and operational activities from revenues generated from the landbase. Multiple use, 10-year 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 of Conservation.

Benefits from the wise management of public lands include: protection of unique natural and cultural resources; enhancement of wildlife habitat; access to recreation opportunities, such as hiking and camping; and production of timber products. The bureau's staff includes specialists in resource planning, forestry, wildlife and outdoor recreation.

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.

The following highlights some significant accomplishments made by the bureau during the past two years.

- ◆ Served as lead state agency for the Land for Maine's Future Board in acquiring 7,187 acres in T10 SD adjacent to the Donnell Pond Management Unit; 1,873 acres surrounding Bald Mountain in Rangeley; and 1,857 acres encompassing Salmon Brook Lake Bog in Perham.
- ◆ Received from Lowell and Company, a private landowner in Attean Township, a gift of approximately 800 acres to the State of Maine encompassing most of their ownership of

shoreland on Attean Pond and a portion of frontage on the Moose River. This gift will be managed by the bureau to protect the shoreland of a scenic pond, which is part of a traditional canoe route known as the Moose River "Bow Trip". The bureau also manages land along other portions of the "trip" around Holeb Pond and the Moose River in Holeb Township to the west.

- ◆ Adopted a comprehensive management plan for the Cutler Coast Management Unit. The bureau is in the process of finalizing a draft management plan for the Nahmakanta Unit, and expects to present it for discussion with the public at a public meeting this spring. To date, plans have been adopted for 22 of the 30 major consolidated units. Development of management unit plans continues to be a priority for the bureau.
- ◆ Completed natural resource inventories on four consolidated units by contracting with professional ecologists. The inventories provide the bureau with ecological information essential to planning for the long-term protection and management of exemplary natural communities and rare, threatened and endangered species.
- ◆ Participant in the Maine Forest Biodiversity Project. The project will inventory potential ecological reserve sites on public and private conservation ownerships for possible inclusion in a state-wide ecological reserves system. If established, the system would include representative examples of some 100 ecological communities in the various bioregions across the state. These sites would serve as a baseline for scientific study, and a source of genetic material for future discovery and analysis.
- ◆ Improved public access on the Cutler Coast Unit with the development of a 5.4 mile hiking trail loop. Fragile soils and bogs were protected along the trail route by constructing 1,500 feet of bog bridges and 200 stone steps. Expanded hiking opportunities on the Donnell Pond Unit by creating 1.4 miles of loop trail to the top of Schoodic Mountain, 2.25 miles of loop trail to the top of Black Mountain, and 7.2 miles of trail linking the summits of Black and Caribou Mountains.

- ◆ Managed forest resources with the objectives of maintaining a healthy and productive forest, providing a sustained yield of products, and generating revenue to support the bureau's management activities. The bureau manages timber stands using long rotations to produce high quality forest products. In 1994, 67,000 cords were harvested, providing regional employment opportunities and raw materials for wood processing industries.
- ◆ Managed wildlife resources on public lands by planning each timber harvest so that wildlife habitat is protected and improved, and by undertaking specific projects to create critical habitat components, such as nesting and brood cover for grouse and small impoundments for waterfowl and other wildlife. The bureau also periodically burns old fields and grasslands to maintain these less common ecological types, so that they continue to meet habitat requirements for a variety of wildlife.
- ◆ Improved management capability for State-owned submerged lands by completing the third year of an on-going coastal structures inventory project, with completion expected by the end of 1996. Competition for a dwindling amount of desirable shorefrontage and the importance of maintaining public trust rights are expected to increase the work load and importance of the Submerged Lands Program.
- ◆ Formed a TQM Council within the bureau. The Council is drafting a bureau vision statement and identifying issues requiring resolution by Process Action Teams. The bureau is also participating in the Department of Conservation TQM Council, which is developing a strategy to integrate TQM into the decision-making culture of the department.

PREFACE

Under Title 12, Chapter 202, ss. 553, the Bureau of Public Lands is required to make a written report on or before the 30th day of the first regular legislative session to the joint standing committee having jurisdiction over natural resources. The report is to provide a complete accounting of income and expenditures during the biennium ending the 31st day of December preceding the regular session. The report is also to include a summary of the bureau's management activities during the past year regarding timber, recreation, wildlife and other subjects as appropriate. Also required is a report on any gates or barriers, whether on public or private land, that block the sole public vehicle access to public lands. The director is also required to report on any campsite or recreation facility fees charged for the use of public lands.

This report is submitted to fulfill these requirements. It describes program activities in the following areas:

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

INTRODUCTION

The Bureau of Public Lands is an agency within the Department of Conservation. It has responsibility for the management of approximately 450,000 acres of Public Reserved Lands, approximately 32,000 acres of non-reserved Public Lands, the State's marine and fresh water submerged lands, and approximately 1,350 small, coastal islands. The bureau's staff includes specialists in planning, forestry, wildlife and outdoor recreation, as well as field forestry staff, all of whom collaborate to ensure an integrated and balanced approach to management of the resources on the public lands to benefit Maine citizens.

Since the creation of the bureau in 1973, most of the remaining, small, scattered, original public lots, as they have come to be known, 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 lands 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 public 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 principles of sound planning" (12 M.R.S.A. Chapter 202, ss. 551).

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.

LAND MANAGEMENT PLANNING

The bureau manages 30 consolidated units and more than 120 scattered, smaller public lots. Of the 30 consolidated units, 22 have adopted plans and plans for the other eight units are being developed according to a priority schedule. (See page 10 for map showing location of the consolidated units.)

The bureau's *Integrated Resource Policy* and *Planning Policy*, both adopted in 1985, govern management planning for public lands. The planning process allocates areas for specific uses, such as "Special Protection", "Wildlife", "Recreation" and "Timber". Because of the nature of multiple-use management these areas often overlap, creating zones where management is designed to accommodate a variety of uses. The relative impact of one use upon another is carefully weighed to establish a hierarchy of resource management; protecting the most sensitive resources and uses while allowing other management activities, such as timber harvesting, to proceed where conflicts are avoided or where mutual benefit can be realized. For example, planned timber harvests in deer yards can provide a sustained yield of forest products and deer browse, while maintaining their winter shelter value.

The management unit 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 advisory 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 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 in which everyone with an interest is encouraged to comment. Based on these comments, the bureau develops a final plan which is subsequently adopted by the Commissioner of the Department of Conservation.

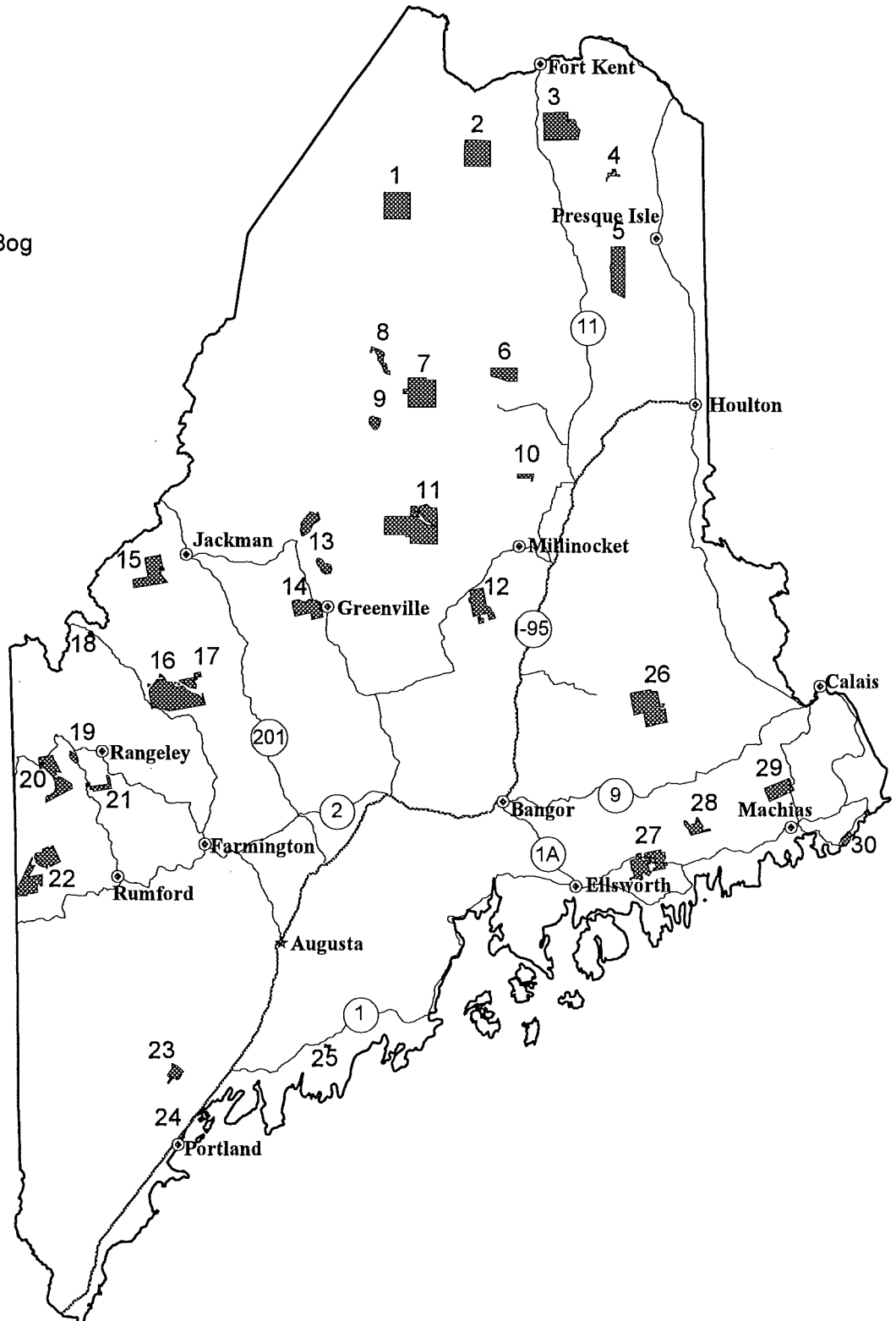
During this biennium, a management plan has been prepared and adopted for the Cutler Coast Unit, and a final draft plan prepared for the Nahmakanta Unit, which will be discussed at a public meeting this spring. Because of its large size -- 43,000 acres -- and complex management issues, the planning process for the Nahmakanta Unit has taken approximately two years, nearly double the usual amount of time.

The bureau was directed by the Legislature to complete management plans on all the 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. Management plans for most of the units that support significant public use were completed by then. However, in the meantime parcels of great public interest and high use, such as Mackworth Island in Casco Bay, Donnell Pond, Day's Academy (Moosehead), Dodge Point, Cutler and Nahmakanta (the last three having been acquired through the Land for Maine's Future Program) have been added to the public land system. These parcels were moved ahead of others on the planning schedule due to high levels of public interest and strong demand for public use. Plans have been completed and adopted for the Donnell Pond, Dodge Point and Cutler Coast Units. It is anticipated that management plans will be adopted for the Nahmakanta Unit this year and for the Moosehead Unit next year.

As part of its management planning process, the bureau contracts with ecological consultants to conduct natural resource inventories on consolidated units. These inventories identify rare animals and plants, significant natural communities and other natural features to be considered for "Special Protection" status in 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. In the past two years, inventories have been conducted on the Moosehead, Chamberlain, Bald Mountain and Salmon Brook Lake Bog Units.

Bureau of Public Lands Consolidated Management Units

1. Round Pond
2. Deboullie
3. Eagle Lake
4. Salmon Brook Lake Bog
5. Squa Pan
6. Scraggly Lake
7. Telos Lake
8. Chamberlain Lake
9. Gero Island
10. Wassataquoik
11. Nahmakanta
12. Seboeis Lake
13. Moosehead
14. Little Squaw
15. Holeb
16. Bigelow Preserve
17. Dead River
18. Chain of Ponds
19. Bald Mountain
20. Richardson Lake
21. Four Ponds
22. Mahoosucs
23. Pineland
24. Macworth Island
25. Dodge Point
26. Duck Lake
27. Donnell Pond/
Spring River Lake
28. Great Heath
29. Rocky Lake
30. Cutler Coast



WILDLIFE

An important component of the bureau's integrated resource management program is coordinating timber management with wildlife habitat needs. Since 1984, the bureau has had a cooperative agreement with the Department of Inland Fisheries and Wildlife assigning a wildlife biologist to assist the bureau in this aspect of its program. This position was established as full-time with the bureau in July 1994, after spending the previous year with the bureau only on a quarter-time basis. This position also serves as liaison between the bureau and the department on natural resource issues of mutual concern.

During the biennium, harvesting plans for 24,635 acres were reviewed to ensure that wildlife habitat needs were addressed. Twenty acres of grouse habitat were improved at two locations by conducting a series of small patch cuts to produce dense seedling/sapling stands for nesting and brood cover. Prescribed burns to maintain fire-dependent grassland habitat types were conducted on another 25 acres at two locations with assistance from the Fire Control Division of the Maine Forest Service. On five acres, 56 apple trees were released from competing growth to stimulate tree vigor and fruit production.

For the last several years, the bureau has utilized a new technology which coats grass seed to enhance germination and growth. During the biennium, two different mixtures have been used to seed 159 acres of soil disturbed by land management activities, such as timber harvesting (roads and yards). One mix is used mainly for erosion control and soil stabilization, while a second mixture is composed of species especially preferred as food by wildlife. The bureau has coordinated bulk purchase of this coated seed for other landowners interested in this innovation.

The bureau has an active waterfowl habitat management program. Over 100 waterfowl nesting boxes are maintained; 22 of which were installed during the biennium. Six hundred pounds of green, wild rice seed was seeded over appropriate areas on five wetlands to establish self-perpetuating populations of wild rice, a preferred duck food. A new three acre wildlife impoundment was built on the Yankee Woodlot Demonstration Forest in Skowhegan. Its construction was the result of a cooperative venture among six public and private agencies using grant money and construction assistance from MDIFW. An operational drawdown was begun on the Blanchard Brook impoundment in Dead River Township, to rejuvenate the vegetation on this

heavily used nesting area, and to permit inspection and maintenance, if needed, of the water control structure.

New beaver siphon pipe and fence installations were placed at four locations and nine existing installations were maintained. These pipe and fence structures maintain water levels on over 80 acres of wetlands, while controlling damage to roads and other resources.

In 1990, the bureau adopted rules regulating bear baiting on public lands to provide for public safety, and to reduce potential conflicts with other users and management activities. Permits for approximately 135 bear baiting sites are issued annually to individual hunters and commercial outfitters.

A plan agreement, required by the Land Use Regulation Commission for timber harvesting in deer yards, was developed cooperatively with MDIFW for a 506-acre yard on the Round Pond Unit in T13 R12 WELS. The bureau and MDIFW also developed informal management agreements that retain winter shelter for deer on two other areas totaling 2800 acres, which are not currently LURC-regulated.

Management authority was transferred to the MDIFW for 11 coastal islands and ledges identified as significant nesting sites for seabirds or bald eagles.

RECREATION

In response to public demand, and in accordance with management plan commitments, the bureau continues to develop new recreation opportunities on public lands. In addition, during the biennium three new properties acquired by the Land for Maine's Future Program have added 11,000 acres with outstanding recreation potential to the bureau's land base.

Eighteen percent of the bureau's annual budget is dedicated to constructing and maintaining recreation facilities. A full-time Recreation Specialist and five seasonal rangers are involved in recreation management activities. The seasonal rangers, located in the bureau's Northern, Western and Eastern Regions, are responsible for recreation facilities maintenance and construction, and ensuring that visitors observe public lands rules and outdoor etiquette. In addition, the Regional Manager and other staff in the regions spend time on recreation

management issues. The full-time Bigelow Preserve Manager spends most of the summer managing recreational use.

The bureau is responsible for approximately 180 campsites, 150 miles of hiking trails, 16 boat ramps and 129 miles of public access roads. During the biennium, 11 campsites and one boat launch were constructed.

Two major recreation projects accomplished during the biennium are highlighted below:

- ◆ Public access to the Cutler Coast Unit was improved with the completion of a 5.4 mile hiking trail loop along the cliffs tops with crashing waves below and views of Grand Manan and the Atlantic Ocean. The construction work was accomplished by coordinating a College Conservation Corps team, comprised of Unity College students, and a Maine Conservation Corps team, with assistance from the 112th Medical Company of the Army National Guard, who used their helicopters to air lift trail bridge material to the work sites. Fragile soils and bogs were protected along the trail by constructing approximately 1,500 feet of bog bridges and 200 stone steps.
- ◆ Hiking opportunities were also expanded on the Donnell Pond Unit with the completion of clearing and preliminary treadway work on a 7.2 mile hiking trail loop linking the summits of Black and Caribou Mountains, completion of 1.4 mile hiking trail loop up Schoodic Mountain and a 2.25 mile hiking trail loop to the top of Black Mountain. The open summits offer hikers spectacular panoramas of forests, lakes and mountains. In addition, three, single-party, water-access campsites were constructed on the shore of Tunk Lake. This work was accomplished by a Unity College student team participating in the Maine College Conservation Corps Program.

Recreation facility construction and maintenance are performed by permanent bureau staff, seasonal recreation rangers and volunteers. The expanded land base and increasing visitor use have required the bureau to devote more resources to this effort. During the biennium, the bureau hired two seasonal rangers for the Western Region. Assigning more recreation

management duties to the bureau's foresters and forest technicians, along with the addition of two new staff, who will serve as regional rangers, will ensure that high quality recreational opportunities continue to be provided on Maine's public lands.

The bureau produced two pocket-sized brochures describing recreation opportunities, along with a map showing the location of hiking trails and campsites, for the Bigelow Preserve and the Dodge Point property in Newcastle. Similar recreation brochures will be available for the Duck Lake and Scraggly Lake Units in the spring of 1995.

For some properties, the bureau has entered into partnerships with other organizations to cooperatively manage recreational use. Noteworthy examples are: an arrangement with the Damariscotta River Association to maintain trails and facilities on the Dodge Point property in Newcastle; a cooperative agreement with the Maine Appalachian Trail Club to ensure a summer staff presence at heavily used areas on the Appalachian Trail within the Bigelow Preserve; and an island recreation and stewardship project with the Maine Island Trail Association.

The Bureaus of Public Lands, Parks and Recreation, and Forestry have pooled staff and financial resources to coordinate and support volunteers maintaining remote campsites on Moosehead Lake, and to evaluate user satisfaction with the facilities and their maintenance.

Much of the recreation facility development accomplished on the bureau's landbase, in the past two years, was done with labor supplied by the College Conservation Corps, a program within the Maine Conservation Corps (MCC), which uses federal monies to fund corps members' salaries. The bureau's Recreation Specialist, in coordination with regional staff, designed and located the trails and camping facilities, and scheduled the work for the MCC crews. This has proven to be a cost effective and efficient means for developing recreational opportunities on the public lands.

No fees are charged on most lands managed by the bureau; however, in four situations fees are charged due to the location of public lands within private recreation management systems or because of management considerations. Each situation is discussed below.

Approximately 88,500 acres of public 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 1994, Maine resident fees were \$4/night per person for use of a campsite and \$3.50/day per person for day use. A day use pass for the season was \$20. Fees are retained by NMW for facility maintenance and development, except that camping fees at Deboullie (which is a Public Land's consolidated unit within the NMW system) are returned to the bureau once our seasonal park ranger assumes management responsibilities for the summer months.

Approximately 29,700 acres of public lands -- three quarters of the Nahmakanta Unit -- are currently within the 225,000-acre KI/Jo-Mary Multiple Use Management Forest. KI/Jo-Mary manages recreation use of this area and collects fees to cover these costs. In 1994, Maine resident fees were \$4/night per person for a campsite and \$4/day per person for day use. A day use pass for the season was \$20.

The bureau is currently developing a comprehensive management plan for multiple use of the entire Nahmakanta Unit. The draft plan, which will be discussed in a public meeting this spring, proposes to withdraw the unit from the KI/Jo-Mary system and not charge day use or camping fees. It is logistically feasible for the bureau to withdraw the unit from the KI/Jo-Mary system because it is not surrounded by private lands within the system. The unit, although within the system, borders on its western boundary, and public access can be arranged from this direction over privately-owned roads outside the system.

The bureau leases campsites on Upper Richardson Lake to the owner of the South Arm Campground, who also leases other campsites on the lake from Seven Islands Land Company. In 1994, the campground owner charged \$10/night per site. The owner retains most 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.

The bureau transferred recreation facility maintenance responsibility for Gero Island (Chesuncook Lake) to the Bureau of Parks and Recreation, because they can more efficiently manage the facilities as a part of their Penobscot River Corridor Program. Visitors to the area pass through checkpoints operated by Great Northern Paper Company, which in 1994 collected from Maine residents a day use fee of \$4/vehicle and a camping fee of \$3/person per night. The day use fees are retained by Great Northern to cover operating costs for the checkpoint system,

while the camping fees are returned to the Bureau of Parks and Recreation to reimburse maintenance expenses.

For the bureau's Telos Unit, management of recreation sites on Webster Lake have been assigned, by mutual agreement, to 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 on the public lands at the west end of Webster Lake are administered through the Park and subject to its rules and policies.

The on-site presence of staff from the South Arm Campground, Bureau of Parks and Recreation and Baxter State Park Authority allow them to more efficiently and effectively manage some of the bureau's remote recreation facilities than can bureau staff based in more distant locations.

These types of cooperative agreements appear to be the most effective means of providing recreation resource management in areas where the public land is part of a larger recreation management area, other landowners have an on-site presence and the resource is managed with common objectives.

TIMBER MANAGEMENT

The bureau continues to pursue a well-planned, multiple-use program that integrates timber management with other resource uses and values. Timber management begins with examination and inventory of the forest. The bureau is currently developing a new forest inventory system for the landbase, which will take advantage of the latest computer technology allowing it to be more easily updated as conditions change. Information from this project is expected to be available by the end of 1996.

Aerial photography is essential to the inventory process. The bureau obtains aerial photography covering the land base on a five year cycle to provide current information on forest conditions to meet a range of planning and resource management needs. In 1994, aerial photography was obtained for 92,000 acres. Photography, on the ground examination of timber stands, and harvest records provide the necessary information for calculating an "allowable

harvest" to establish the level of harvest activity that can take place each year, indefinitely, while still maintaining and enhancing the resource. Allowable harvest is calculated in terms of cords of wood (allowable cut) and for acres that can be operated (allowable acreage).

Planning for the management of public lands units is a two step process: first a conceptual unit management plan is prepared and adopted; it then guides the more detailed planning for discrete areas (known as compartments) on the unit. These compartments usually encompass between 500 and 2,000 acres, and are delineated using geographical and cultural features such as rivers and roads for compartment boundaries. Compartments are examined on a 10-year cycle to identify timber types and volumes, wildlife habitats and species, and recreational opportunities. Based on the information collected, work plans -- referred to as prescriptions -- are developed to ensure adequate protection of special resources and a sustained yield of products, including timber and wildlife, while providing for appropriate recreational uses of the compartment resources.

In 1994, bureau staff examined 24,635 acres and prepared prescriptions for a wide range of management activities. These multiple-use prescriptions are developed by foresters with the assistance of staff specialists in recreation, wildlife and transportation, and are carefully reviewed and approved in a formal process by all of the involved resource professionals before implementation.

After a prescription is completed timber sales are put out to competitive bid. Sales are held several times each year. Contracts are awarded through the bid process following 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, which varies according to the product, as scaled at the mill. A lesser volume is sold under contracts for logging services. Using this approach, the bureau pays a contractor to cut timber on public lands and haul it to mills; the mills then pay the bureau for the scaled products. Logging service contracts provide an opportunity for contractors to work on public land who could not secure a market, on their own, for harvested products. It also allows the bureau to accomplish forest management objectives that otherwise might not be undertaken. Also, by assuming the contracting and marketing responsibility the bureau can in most situations increase revenue.

Once contracts are awarded, bureau foresters work with contractors to make sure that the prescription objectives are met. Prior to harvest, they mark a substantial portion of the timber to be cut. On the remaining acres, small patch cuts, blocks or narrow strips are laid out for harvest with the largest opening being less than five acres. The bureau also issues a number of permits to people to cut firewood and harvest fir tips used in wreath making.

As a result of implementation of prescriptions in 1994, 67,317 cords (allowable cut is 98,000 cords) were harvested on portions of 8,851 acres (allowable acreage is 12,000). The 1994 harvest was 13,000 cords less than that reported in the previous biennial report. This decrease was due in part to the reduced work week caused by shutdown and furlough days during the biennium. In addition, our present timber harvests include a high percentage of low volume per acre removals of low quality products due to efforts to improve forest stands for the future. In the long term this will lead to healthier, more productive, and more valuable stands, and a corresponding increase in revenue.

The 1994 cords of wood and acres harvested were both well within the allowable ranges. Seventeen new timber sale contracts were issued in 1994, scheduling future harvests on 9,355 acres. Operations also continued on 29 other sales that were carried over from previous years. The bureau with its contractors continues to market wood to over 50 mills in Maine.

Timber harvesting activity on public lands may have a small impact on the state's overall economy, but it does make an important contribution to regional economies. In 1994, the 67,000 cords harvested provided regional employment opportunities and raw materials for wood processing industries.

The Silvicultural Advisory Committee, established by the bureau in 1986, continues to review and evaluate timber management activities on public lands. The committee includes representatives from environmental groups, academia, and private and government land managers with expertise in soils, pathogens, silvics, operations, wildlife and ecology. Each year the committee examines work the bureau has completed or is contemplating and provides management advice. This past year, the committee focused on northern hardwood silviculture on the Little Squaw Unit, in Western Maine. Staff from all of the bureau's regional offices participated.

In addition to forest management activities on public lands, field staff continued to survey and maintain boundary lines. Since most boundary lines have been surveyed, the bulk of the work involved maintenance of existing lines. In 1994, surveys established 2.5 miles of new boundary lines and 35 miles of lines were maintained.

TRANSPORTATION

During 1994, the bureau continued efforts to improve public access to consolidated units, focusing particularly on those units with timber stands requiring management and where public vehicle access is needed to take advantage of recreational opportunities.

A total of 11 miles of new road were constructed, the largest project being 2.5 miles on the Dead River Unit. Another 21 miles were reconstructed and an additional 120 miles were maintained by grading or removing brush along the shoulder. Vehicle access improvement projects (roads and bridges) constituted approximately 20% of bureau expenditures.

PUBLIC ACCESS

Approximately three-fourths of the Public Reserved Lands are vehicle 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 Title 12, Chapter 202, ss.553, the following is a report of barriers to public access where they block the sole or primary motor vehicle access.

External gates to Public Lands:

1. North Maine Woods Association Gates. There are seven gates, staffed seasonally, controlling primary access from Maine points to 88,473 acres of Public Land within the nearly three million-acre North Maine woods area. These gates are all on private land and serve to facilitate management of recreational use of the area on both public and private land.
2. KI/Jo-Mary Checkpoint/Gate. The primary access to the Nahmakanta Unit is through a checkpoint off Route 11, which also controls access to the rest of the area within the KI/Jo-Mary system. This is one of several checkpoints, staffed

seasonally, controlling access and allowing recreational use to be managed in the KI/Jo-Mary area in a fashion similar to the North Maine Woods system.

Approximately 30,652 acres of public land is currently included within the system (Nahmakanta -- 29,692 acres, and Bowdoin College Grant - East -- 960 acres); however, the bureau is proposing in the draft Nahmakanta Unit Management Plan to withdraw the 29,692 acres from the system since alternative access is available, and to provide for free day use and camping. The original Bowdoin College Grant - East Public Lot would remain within the system, because alternative access is not available.

3. Cary Plantation, Aroostook County. A locked wire fence gate on a farm restricts access to the 100 acre lot. The farm owner will open the gate on request. There are few multiple use opportunities on the lot that would be of interest to the public.
4. Magalloway Plantation, Oxford County. A locked metal gate on private land prohibits public access to a 1,000 acre parcel.
5. Dallas Plantation. A chained metal gate on private land prohibits access to the north lot in Dallas Plantation and to the lot in Davistown. The total acreage of the two lots is 1,050. The gate is owned and maintained by the camp owners on the north end of Kennebago Lake.

Internal gates maintained by the Bureau of Public Lands:

1. T18 ED. This gate is closed as a safety measure because the bridge directly behind the gate has been removed. Eventually, access will be provided by constructing a new bridge.
2. Richardsontown Township (T4 R1 WBKP). There are three gates on the road leading from Route 16 across public lands to the Union Water Power Company dam lot on Mooselookmeguntic Lake. Prior to their installation, a number of casual drive-in visitors behaved in a disruptive fashion and littered the privately-owned area with trash. These three gates are open and closed on a publicly posted schedule to achieve three objectives: to prevent damage to the road during mud

season (spring); to protect the quality of the recreation experience for anglers and cottage owners; and to provide an increased degree of security for Union Water Power's wooden dam structure. Members of the public wishing to fish can still pass on foot around the gate and reach the dam.

3. Adamstown (T4 R2 WBKP). Chain gate on Upper Dam Road. This gate is closed only during mud season (spring) to protect the road from damage.
4. Riley. A pipe gate is located on the bureau's ownership on the Bull Branch Road, which provides vehicle access to the northeast part of the township. The gate is closed only during mud season (spring) to protect a road from erosion, which is adjacent to a major stream.
5. Augusta. Two gates restrict traffic into the Pine Tree State Arboretum to protect the plantings.
6. T7 R12 WELS, Aroostook County. A locked cable gate maintained on public land restricts access to 2,200 acres. This gate was established in 1986, at the request of the Bureau of Parks and Recreation, to control access to the Allagash Wilderness Waterway.
7. Newcastle, Dodge Point Property. A locked gate blocks access to 372 acres between River Road and the Damariscotta River. This gate was recommended in the 10-year management plan for Dodge Point. The property offers no overnight camping opportunities and the road that is blocked by this gate is a heavily used foot trail leading down to a self-guided nature trail along the river.

Any additional internal gates will be established in accordance with the provisions of 12 M.R.S.A., Chapter 202, ss. 556, and only where absolutely necessary.

LAND TRANSACTIONS

During the biennium, the State acquired three parcels of land through the Land for Maine's Future Program, which will be managed by the bureau as consolidated units, and received two gifts of land.

In Hancock County, east of and adjacent to the bureau's Donnell Pond Unit, 7,187 acres

were acquired in T10 SD. This property is referred to as Spring River Lake, because the Lake is the most significant natural feature contained within the property boundaries. It will be managed in conjunction with the Donnell Pond Unit. The property offers opportunities for hiking on Tunk and other bald-topped mountains, fishing and boating in the ponds and lakes, camping and hunting.

In Franklin County, the LMF Program acquired 1,873 acres surrounding Bald Mountain in Rangeley. Bald Mountain is a prominent landmark on the west end of Rangeley Lake. A hiking trail leads to the 2,443-foot summit, which affords panoramic views of the lakes and mountains in the region. The established hiking trail on the property makes it one of the most popular mountain day-hikes in the Rangeley Lakes region. Several popular snowmobile trails traverse the property. Other recreational opportunities are hunting and nature study. The bureau had a natural resources inventory of the property conducted in 1994.

In the Aroostook County Town of Perham, the LMF Program acquired 1,857 acres surrounding Salmon Brook Lake Bog. The bog supports a number of northern plant species rare in Maine. The bog has a pond in the middle, and is surrounded by several stands of northern white cedar. The cedar forests on the property were last logged in the early 1900s. Hunting and trapping occur on the property due to the presence of a variety of wildlife including deer, moose, furbearers and wading birds. A natural resources inventory was conducted in 1994.

In western Maine, Lowell and Company, a private landowner in Attean Township, made a gift of approximately 800 acres to the State of Maine encompassing most of their ownership of shoreland on Attean Pond and a portion of the Moose River. This gift will be managed by the bureau to protect the shoreland of one of the most scenic ponds in Maine, which is part of a traditional canoe route known as the Moose River "Bow Trip". The bureau also manages land along other portions of the "trip" around Holeb Pond and fronting on the Moose River in Holeb Township to the west.

A Pennsylvania couple gifted 15-acres of land to the State, adjacent to the 500-acre Dodge Point property, along the River Road in Newcastle. The gift extends the southern boundary of the State's ownership to the River Road, and increases the amount of land remaining undeveloped in this area.

Other land transactions approved by the Legislature in 1993 and 1994 were the conveyances of small parcels or interests in land in Newcastle, Gray, Sullivan, Carrabassett Valley, Chusuncook Village, Little Squaw Township and Belfast.

Transactions in Newcastle and Sullivan involved exchanges of or interest in property that resulted in improved access to the Dodge Point and Donnell Pond Units. The transaction in Carrabassett Valley resolved a long standing boundary line dispute through a land exchange with the abutting landowner. In Little Squaw Township, the State granted the abutting landowner and the Town of Greenville a 99 year lease to secure access to the local industrial park.

The remaining transactions involved conveyances. The Town of Gray conveyance provided a two acre site at Pineland for the National Weather Service Station office building. Other small parcels were leased to the federal government at this site for ancillary facilities. The Chusuncook Village conveyance involved selling three camplot leases, which eliminated all leases within this area with structures. The Belfast conveyance released the State's interest in a small parcel to the City of Belfast. Money received from these transactions has been deposited in the Land Acquisition Fund.

SUBMERGED LANDS

These lands are managed under the Public Trust Doctrine to ensure protection of the public trust rights to fishing, waterfowl hunting, navigation and recreation.

The Submerged Lands Program continued to experience a great deal of activity during the biennium. During that time, 574 applications were reviewed resulting in 40 new leases and 18 new easements bringing the combined total to 1,744. Bureau staff continued inventorying all coastal structures, including those grandfathered from lease requirements until the year 2005. We have now completed all towns east of the Penobscot River, as well as several locations in Knox and Waldo Counties. At the current level of effort, it will take an additional one and one-half years to complete this inventory project. The project is not likely to be completed by the statutorily required deadline of December 31, 1995, but we anticipate completion by the end of 1996.

The bureau reached an important settlement on a major lease in Portland Harbor

involving fair market rental value. Work continues on several other unresolved issues, including litigation with a boat club in southern Maine and negotiating some changes to the standard submerged lands lease.

As Maine's economy and population expands, public and private competition for use of our submerged lands resources will increase, the issues involved will become more complex, and continuing to maintain a balance among competing uses will be even more critical. The Submerged Lands Program will continue to work to protect public trust rights, while balancing these rights with the demand for private and commercial uses of submerged lands. The bureau is currently working with the Department of Attorney General and the Maine Marine Trades Association to modify the program within the existing limits of law and the public trust doctrine, so that it will be responsive to the changing needs of business and the public.

Competition for a dwindling amount of desirable shorefront space and the importance of maintaining public trust rights will continue to increase the work load and importance of the Submerged Lands Program.

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 eventually produce funds to provide benefits to the public. The purpose of the fund is to support shore and harbor management activities by providing grants to municipalities. Grants will return tangible benefits to the public in exchange for the private use, through leasing, of submerged lands. In 1994, \$15,000 was transferred to the fund. As the fund grows, there should be enough money each year to provide one or two significant grants to municipalities. Rules for disbursing the grants will be adopted in 1995.

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. New registration applications are few, as most island owners have already registered their islands. The bureau registered two islands to private applicants during the biennium. In addition, there

were seven requests for changes in previous registrations: either changes of address for previous registrants or sales to new owners.

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

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. To present a more consistent and accurate financial summary, it is recommended that the statute requiring this report be amended, so that the bureau may present its financial summary based on the two preceding fiscal years instead of the two preceding calendar years.

Public Reserved Lands Management Account (014.04A.0239.22)

This account is restricted to uses related to the management of lands that have Reserved Lands status, which includes the original public lots, land acquired through trading Public Reserved Lands, and other lands designated as Public Reserved Lands. Sources of income to this account include the sale of timber stumpage and gravel, plus camplot leases and other special leases on the Reserved Lands and interest on the account balance. Income for calendar year 1993 was \$1,977,076 against expenditures of \$1,921,614. The bureau had a positive net balance for the year of \$55,462. Income for calendar year 1994 was \$1,901,470 against expenditures of \$2,018,248. The bureau had a negative net balance for 1994 of \$116,778.

Because the bureau's largest source of revenue is timber, income fluctuates in response to the amount of wood harvested and economic conditions, which affect timber markets. Also, since the bureau is required to plan its budget on a fiscal year, rather than a calendar year basis, the numbers reported above are not necessarily the best indicators of how the bureau balances its income and expenditures.

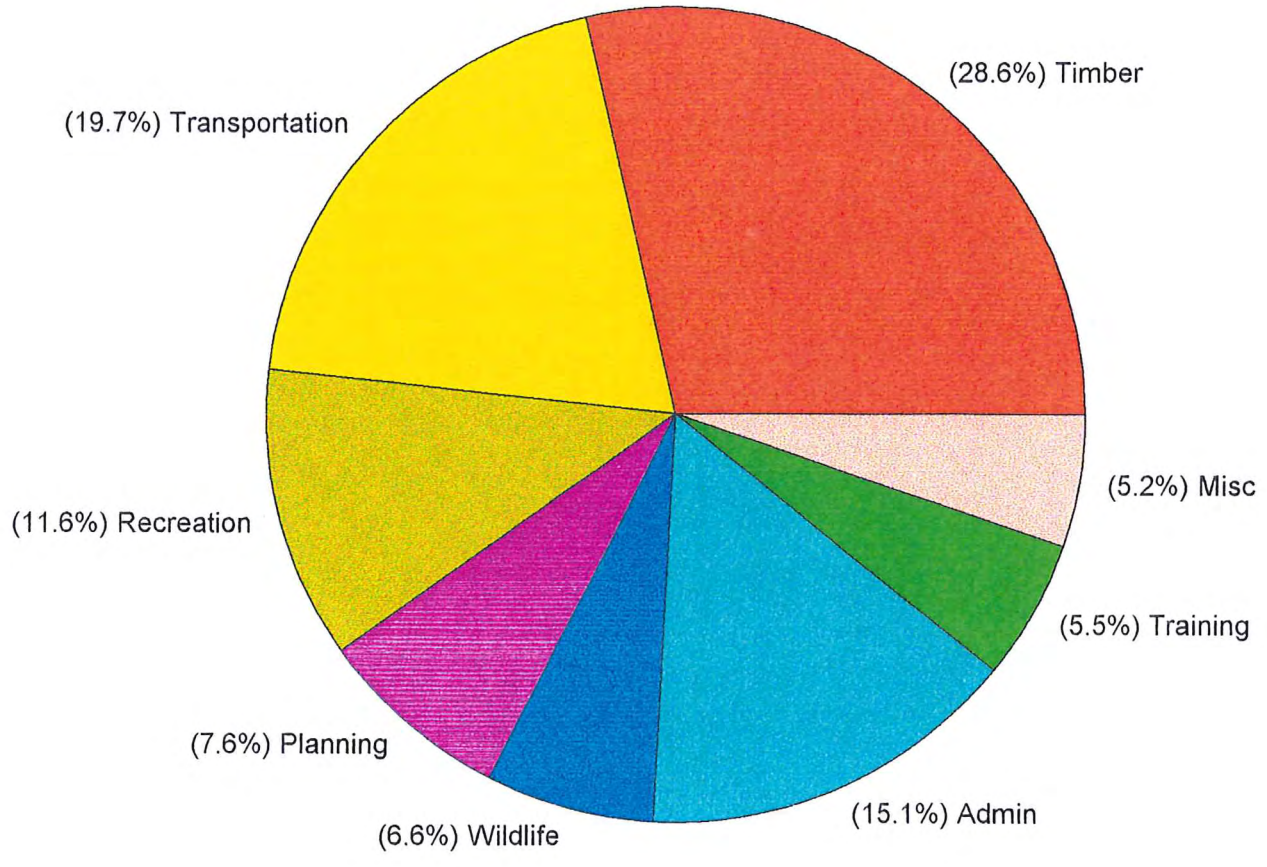
Total income in 1993-94 decreased slightly relative to the 1991-92 revenue. The decrease of 4 % reflects the decrease in cords of wood harvested in the 1993-94 biennium (see discussion in the Timber section, page 16).

Not shown in either the income or expenditure figures above are the portion of monies received from camplot leases and timber sales that were shared with towns and plantations pursuant to 12 M.R.S.A., Chapter 202, ss. 586. The bureau shared a total of \$30,155 for 1993 with 21 towns and plantations and \$24,531 in 1994 with 13 towns and plantations.

Income from the Reserved Lands Account supports bureau functions or programs including administration, planning, timber, transportation, recreation and wildlife. The relative distribution of actual expenses for 1994, among these programs, is shown in a pie chart on page 25.

BUREAU OF PUBLIC LANDS

Expenditures by Program



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 lands include institutional lands (those lands considered surplus by other State agencies) assigned to the bureau for natural resource management, and coastal islands. In 1994, lands purchased by the Land for Maine's Future Program, which were formerly classified as Public Lands, were designated as Public Reserved Lands, as provided for under 12 M.R.S.A. ss. 585. 2. B. 4., and therefore, are no longer managed under this account. Sources of income are primarily from the sale of timber, with a smaller amount derived from agricultural leases. Income for calendar year 1993 was \$27,135 against expenditures of \$24,152 and income for calendar year 1994 was \$7,990 against expenditures of \$40,015. In 1994, a considerable amount of money was spent to repair serious structural problems with the barns at Pineland, and the balance in the account was used to cover this expense.

Submerged Lands Account (014.04A.0239.27)

The Submerged Lands Account is comprised of funds generated from leases on the State's submerged lands. These are mostly leases for commercial uses of coastal waterfront properties such as marinas, docks and other private business uses. These leases generated \$101,019 in 1993, and there were expenses of \$75,610. In 1994, income was \$112,256 against expenses of \$90,916. Income from submerged lands leases will continue to rise as the bureau issues leases to new businesses and individuals and as the phase-in period for new rental fees, begun in 1991, generates additional revenue through the year 2000. A Shore and Harbor Management Fund has been established, as a result of legislation in 1991, to provide grants to municipalities for harbor planning, public access and similar local management activities on submerged lands. Available funds in the Submerged Lands Fund are transferred at the end of each fiscal year to the Shore and Harbor Management Fund.

Shore and Harbor Management Fund (014.04A0239.28)

This account receives funds from the Submerged Lands account when income from leases exceeds the operating costs of the program. In 1994, two deposits were made to the account totalling \$15,000. No disbursements are planned from the account until 1996, pending passage of a legislative appropriation and bureau adoption of rules for awarding municipal

grants.

Land Acquisition Fund (014.04A.0239.24)

This account consists of funds generated from the sale of Public Reserved Lands or in some cases income received to balance the value of Public Reserved Land parcels traded with other landowners. Transactions in which the State conveys fee title or an interest in land, extending beyond 25 years, require legislative approval. The money received is restricted by statute to acquisition of lands of greater public use and value, which then become part of the Public Reserved Lands System. 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 or trades is carried forward until needed for land acquisition. Income for calendar year 1993 was \$118,214 against expenditures of \$46,882. Income for calendar year 1994 was \$164,688 against expenditures of \$5,205. No land was acquired in 1994 with the money in this fund; however, it was used by the bureau to cover legal, appraisal and survey costs associated with land acquisitions.

ADMINISTRATION

The Bureau of Public Lands formed a Total Quality Management (TQM) Council in 1994. The council is drafting a bureau vision statement and identifying issues requiring resolution by Process Action Teams. The bureau is also participating in the Department of Conservation TQM Council, which is developing a strategy to integrate TQM into the decision-making culture of the department.

The bureau's *Integrated Resource Policies* adopted in 1985 to guide resource use allocation decisions, after 10 years of implementation, are scheduled for review in 1995. The review, relying on broad public participation, will provide an opportunity to assess the effectiveness of public lands management in meeting the bureau's multiple use mandate and the various interests of different visitors. The results of the review will be used to make modifications to the existing policies, if necessary.

CONCLUSION

The Bureau of Public Lands, a dedicated revenue agency within the Maine Department of Conservation, is responsible for integrated, multiple use resource management on the State's Public Reserved Lands, Public Lands, submerged lands and State-owned coastal islands. Its foresters, wildlife biologist, recreation specialist, and planners apply knowledge of natural resource management and sound business practices to provide a broad range of public benefits on these lands. Among these benefits are protection of rare plants, animals and natural communities; protection and enhancement of wildlife habitats; well-managed timber stands that produce a sustained yield of forest products; and access to recreation opportunities and facilities, including hiking trails, campsites and boat launches that make it possible for Maine people and visitors to our state to enjoy recreation on public lands.

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