

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

**INTEGRATED**

**RESOURCE**

**POLICY**

*For Public Reserved and Nonreserved Lands,  
State Parks, and State Historic Sites*



**December 18, 2000**  
**As amended March 7, 2007**



**ADOPTION CITATION**

In accordance with the provisions of 12 M.R.S.A., §1833 (2) and §1847 (2) the *Integrated Resource Policy*, governing management of the Public Reserved and Nonreserved Lands, State Parks, and State Historic Sites of Maine is hereby adopted.

RECOMMENDED: Thomas A. Morrison DATE: 12/18/00

Thomas A. Morrison  
Director  
Bureau of Parks and Lands

APPROVED: Ron Lovaglio DATE: 12/18/00

Ronald B. Lovaglio  
Commissioner  
Department of Conservation

## AMENDMENT ADOPTION

In accordance with the Term and Amendment Procedures outlined on page 5 of the *Integrated Resource Policy*, the following amendment is hereby adopted as follows:

### Resource Management Plans (page 7)

On the basis of the Resource Allocation System... it is the Bureau's objective to develop a 10- 15-year management plan for each Public Reserved and Nonreserved Land Unit, State Park, and Historic Site. *At five-year intervals, the Bureau will report to the Advisory Committee on accomplishments and changing conditions that may warrant amendments to the plan.* Existing plans will be revised following the initial 10-15-year period and amended according to the policies in place at that time.

RECOMMENDED:



Willard R. Harris  
Director  
Bureau of Parks and Lands

DATE:

March 7, 2007

APPROVED:



Patrick K. McGowan  
Commissioner  
Department of Conservation

DATE:

3/7/07

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## **I. EXECUTIVE SUMMARY**

The *Integrated Resource Policy* provides direction to the Bureau of Parks and Lands as it relates to the management of the various resources on Public Reserved and Nonreserved Lands (including the Bureau managed Coastal Islands), State Park Lands, and State Historic Sites. This document constitutes a revision of the original ten-year *Integrated Resource Policy* adopted by the former Bureau of Public Lands on December, 1985. Its goal and purpose is to provide a framework for the management of the lands under its jurisdiction with respect to protecting their wide variety of resource attributes, while providing a myriad of benefits. In addition to the Public Reserved and Nonreserved Lands managed under the principles of “multiple use,” this document now includes the Bureau managed Coastal Islands; State Park properties, managed primarily for their recreational values; and the State Historic Sites, managed for their cultural and historic significance. In all cases, the natural, geological, historic, cultural, fisheries, wildlife, recreation, timber, and renewable resource values are considered in such a way as to provide for an integrated management approach, and to demonstrate the appropriate balance wherever numerous resource attributes exist. The *Integrated Resource Policy* represents a long-term commitment to these lands and the protection of their resources. This commitment will preserve their availability for Maine residents and visitors, and ensure management continuity.

In February 1998, an advisory committee and five Technical Working Groups were formed to discuss issues related to each resource area, and to provide guidance to the Bureau in the development of this Policy. The members (listed in Appendix 1) were selected for their knowledge and experience in a variety of fields, and represent a cross section of interests from the general public, government, industry, and public interest organizations. Their role in advising the Bureau included providing a balanced response to the general public interest as well as a diversity of technical viewpoints. Both collectively and individually, their contributions were invaluable in the formulation of this material. I commend them on their commitment and participation on behalf of this effort. It is the Bureau of Parks and Lands, however, that is ultimately responsible for the content of this Policy. The committee members have not been asked to endorse this work; nor does their participation imply any endorsement by their employees or constituents.

The *Integrated Resource Policy* is dedicated to the future of these lands - and to those generations which will have the opportunity to use and enjoy them.

Thomas Morrison  
Director, Bureau of Parks and Lands

## II. LEGISLATIVE DIRECTION

The *Integrated Resource Policy* is designed to be a planning and decision making tool for the Bureau of Parks and Lands. These policies are consistent with the statutory requirements already in place, and guide the resource management of the lands under the Bureau's care. The Legislature has directed that:

**State Parks** administered by the Bureau of Parks and Lands be managed “*primarily for public recreation or conservation purposes.*” (12 MRSA '1801.7)

**State Historic Sites** administered by Bureau of Parks and Lands be designated and provided “*for public use wholly or primarily because of its historical, archaeological, or scientific interest or value.*” (12 MRSA '1801.5)

**Public Reserved and Nonreserved Lands** administered by the Bureau of Parks and Lands be managed “*in a manner consistent with the principles of multiple 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 M.R.S.A. '1833.1, 1847.1) Additionally, Public Reserved Lands are to be managed “*to demonstrate exemplary land management practices, including silvicultural, wildlife, and recreation management practices, as a demonstration of state policies governing management of forested and related types of lands.*” (12 M.R.S.A. '1847.1)

**Management Plans** be prepared for Public Reserved and Nonreserved Lands in order to demonstrate “*appropriate management practices that will enhance timber, wildlife, recreation, economic, and other values of lands.*” All management of these lands “*to the extent practicable, must be in accordance with this management plan when prepared.*” (12 M.R.S.A. ' 1833.2, 1847.2)

### III. SCOPE

The policies contained in this document apply to all State Parks, State Historic Sites, and Public Reserved and Nonreserved Lands. Although statutory requirements regarding development of resource management plans is specific to Public Reserved and Nonreserved Lands, the intention is to develop these plans for State Parks and Historic Sites as well.

The Lands division of the Bureau of Parks and Lands manages 488,142 acres of Public Reserved Land, 5,125 acres of Nonreserved Land, and more than 1,300 Coastal Islands. More than 80% of this land exists as Consolidated Management Units, and are distinguished from original Public Lots by their size and suitability for multiple use. Many of these units are the result of land trades with surrounding private landowners. They range in size from 522 acres at Dodge Point to 43,000 acres at Nahmakanta. Resource management plans have been prepared primarily on the basis of these consolidated units, with 20 such plans developed since the adoption of the original *Integrated Resource Policy* in 1985. The other 20% of the Public Reserved and Nonreserved parcels remain as “scattered public lots.” Because these lots provide fewer opportunities for diversified resource management, they have been subject to less formal planning to date. It is the Bureau’s intent, however, to apply the management planning process to these properties as time and priorities allow.

The Parks division of the Bureau of Parks and Lands manages 92,700 acres of State Park Lands and Historic Sites. There are 34 managed State Parks, including the Allagash Wilderness Waterway and the Penobscot River Corridor, and 22 State Historic Sites (including sites that are managed by other agencies or organizations), which together comprise two-thirds of the total acreage. The remaining properties are undeveloped parcels or parcels where overall management has been transferred to other organizations. A number of State Park and Historic Site properties have been purchased and/or developed with funds from the Land and Water Conservation Fund, a federal program within the National Park Service. This program carries with it certain use and development restrictions which will take precedence where conflicts with these policies exist. In addition, resource management plans have already been developed for Holbrook Island Sanctuary, the Allagash Wilderness Waterway, and the Penobscot River Corridor in accordance with their unique statutory direction.

This document is not intended to address resource issues pertaining to boat launch sites managed under the Bureau’s Boating Facilities Division, or the 2,300,000 acres of Submerged Lands within the Bureau’s jurisdiction. In 1995, The Maine Department of Conservation and the Maine Department of Inland Fisheries and Wildlife adopted a strategic plan (*Strategic Plan: For Providing Public Access to Maine Waters for Boating and Fishing*) for the management of boating resources. A Submerged Lands Advisory Board, established legislatively, exists to address management issues related to the Submerged Lands. It is recognized, however, that these policies may be useful in future planning efforts in addressing the various resource management needs of these properties. Lastly, this document is not intended as an operations and maintenance guide. Development of a plan of operations is a separate undertaking from the policies presented here.

#### **IV. TERM AND AMENDMENT PROCEDURES**

The *Integrated Resource Policy* will be reviewed and updated at 10-year intervals, subject to public review and comment.

It is important to note that this policy attempts to project, in a single document, procedures for managing lands administered by the Bureau of Parks and Lands over time and changing circumstances. It may be necessary, therefore, to modify certain provisions prior to periods of scheduled review. To facilitate this process, the Bureau will provide notice in advance of any significant changes by giving interested parties an opportunity to comment.

These policies will be amended as necessary to comply with existing state laws.

## **V. RESOURCE MANAGEMENT MISSION AND GOALS**

In preparation for this *Integrated Resource Policy* revision, a Bureau committee comprised of field and Augusta staff convened in May 1997 to develop a Mission Statement and Management Goals for the Bureau of Parks and Lands. The following is the result of the work adopted by the committee in October 1997:

### **Mission**

*The Maine Bureau of Parks and Lands protects and manages the natural and cultural resources under its care in order to offer a wide range of recreational and educational opportunities and provide environmental and economic benefits for present and future generations.*

### **Management Goals**

*To achieve its mission the Bureau will:*

- protect the public investment in the Bureau's natural and cultural resources, facilities, and infrastructure;
- offer opportunities for multiple uses when compatible with the protection and wise use of the resource;
- manage renewable natural resources to ensure sustainability;
- acquire and develop new resources that complement current holdings;
- provide technical and financial assistance to our public and private partners to enhance the public benefits of the Bureau's programs;
- offer recreational and educational opportunities for all people;
- ensure a high level of safety to minimize risks to people who work at or use lands and facilities managed by the Bureau;
- achieve high levels of competency and job satisfaction among Bureau employees; and
- earn and maintain the trust, confidence, and respect of our customers, partners, and fellow citizens.

## **VI. THE RESOURCE MANAGEMENT SYSTEM**

The system of resource management for lands administered by the Bureau of Parks and Lands is comprised of three basic elements: (1) The development of resource management plans by Unit, Park, or Historic Site; (2) the implementation of actions and recommendations set forth within such plans, and; (3) the monitoring and evaluation of both the ongoing and completed work. Each step is important in ensuring that the programs developed to achieve resource management objectives are consistent with the character of the landbase and its intended use.

### **A. THE PLANNING PROCESS**

#### Resource Management Plans

On the basis of the Resource Allocation System (see following section) it is the Bureau's objective to develop a 10-year management plan for each Public Reserved and Nonreserved Land Unit, State Park, and Historic Site. Existing plans will be revised following the initial 10-year period and amended according to the policies in place at that time. Each management plan will describe the character of the property under consideration and identify the various resource activities appropriate to these areas. Each property will be evaluated as to the "dominant" and "secondary" uses related to the natural, geological, historic, cultural, fisheries and wildlife, recreational, visual, timber, and renewable resource values. This process takes into account the broad character of the landbase, while identifying the diversity of resources and appropriate management activities. Bureau staff initiate this process during a preplanning phase, making recommendations to an advisory committee based on the available information.

**Dominant use** is a principle of resource management which acknowledges that different resources will have management priority within certain portions of the landbase. The allocation process subdivides the landbase into geographic units on the basis of its dominant resource features.

**Secondary use** is a principle of resource management which accompanies the dominant use allocation and identifies the presence of any additional resource values. Once identified, a variety of standards are applied to the management of secondary uses that in turn enhance the management of dominant uses. For example, timber harvesting is often considered an appropriate secondary use within Wildlife Dominant Areas and may be permitted as a means to effectively manage certain wildlife habitats.

Below is a summary of the steps involved in the Management Planning process:

- *Natural Resource Inventory.* The landbase is examined and an inventory of the property's plants and plant communities is developed. Inventories for other resource values, such as wildlife and wildlife habitat, may be conducted at this time.
- *Pre-Plan Development.* Regional field staff and staff specialists visit the property after review of the Compartment Exams, where applicable, and prepare pre-plan reports based on each of the resource areas described in the Resource Allocation System. Staff identify

specific management issues relating to the property, which then become part of the pre-plan document.

- *Advisory Committee.* An advisory committee is selected to assist in the development of each management plan. The committee is made up of individuals from both the public and private sector who provide expertise in the various resource areas. Pre-Plan reports are presented and discussed, field trips are conducted, and actions/recommendations are identified in preparation for the draft document.
- *Draft Plan.* Based upon the work of Bureau staff and the advisory committee, draft plans are prepared and distributed for review by Bureau staff, advisory committee members, and others on a list maintained by the Bureau.
- *Public Meeting.* A Public Meeting is held in the vicinity of the property under consideration, for the purpose of allowing for public comment regarding the findings and recommendations of the draft plan.
- *Final Revision of Draft Plan.* Comments from the public meeting are incorporated into the draft plan as appropriate, and a Final Plan is submitted to the Commissioner of Conservation for adoption.

#### Design and Development Planning

Project proposals relative to infrastructure improvements within State Parks, State Historic Sites, and Lands division properties undergo a planning process coordinated by the Engineering and Realty Division. Issues pertaining to utility, safety, durability, accessibility, and aesthetics are reviewed by Bureau staff in the development of new or improvement of existing facilities.

#### Compartment Exams and Prescription

Management units within the Lands Division are subdivided into compartments for the purpose of developing operational plans to implement activities called for in the management plans. These compartments are examined on a rotating basis designed to progress over the entire landbase on a 15-year cycle. Information is gathered on forest condition, including forest cover, wildlife habitat and use, water resources, soil types and topography, and subjects such as existing and potential recreational uses. From this information the examiner develops a prescription detailing the field data and recommends management activities to be implemented over the next 15 years. Compartments with few important non timber issues may be reviewed by regional staff. Those with significant wildlife or recreation issues will undergo inter-regional review that will include staff specialists. Prescriptions that include important or precedent-setting decisions for timber or other values will receive a full Bureau interdisciplinary peer review.

#### Implementation of Actions and Recommendations

The Bureau annually reviews commitments established in each management plan in combination with new mandates and any unforeseen needs and opportunities. Priorities are established and commitments are made to address specific projects for the coming year, based upon available funds and staffing resources.

### Monitoring and Evaluation

Where management plans exist, commitments are monitored in order to gauge progress for each area and to plan upcoming activities. The Bureau also employs general measures of performance to monitor progress relative to overall program objectives, including management activities on lands where plans have not yet been developed.

## **B. RESOURCE ALLOCATION SYSTEM**

### **INTEGRATED RESOURCE MANAGEMENT RESOURCE ALLOCATION SYSTEM**

#### *Multiple Use - Dominant Use - Secondary Uses*

The Resource Allocation System describes a hierarchy of natural, historic, and cultural resource attributes. They are ranked from those that are scarce and/or most sensitive to management activities - where dispersed recreation facilities or activities are often more appropriate than intensively developed facilities or activities - to those that benefit from management activities or where more intensive recreation facilities or activities are appropriate. The resource category which requires the most care of natural, historic, and cultural attributes will dominate over those categories where more active management of the resource occurs or is appropriate. The following is an explanation of the Resource Allocation System categories and the ranking of resource attributes.

#### **SPECIAL PROTECTION AREAS**

**includes natural areas, historic/cultural areas, and ecological reserves**

#### **BACKCOUNTRY RECREATION AREAS**

**includes non-mechanized and motorized recreation areas**

#### **WILDLIFE DOMINANT AREAS**

**includes essential habitat, significant habitat, and specialized habitat areas and features**

#### **REMOTE RECREATION AREAS**

**includes trail corridors, shorelines, and remote ponds**

#### **VISUAL CONSIDERATION AREAS**

**includes Visual Class I and Visual Class II Areas**

#### **DEVELOPED RECREATION AREAS**

**includes Developed Class I and Developed Class II Areas**

#### **TIMBER MANAGEMENT AREAS**

## SPECIAL PROTECTION AREAS

Special Protection Areas are designated areas allocated for the protection of values associated with unusual, important, representative, and native vegetation or wildlife habitat; geological formations; or historic/cultural areas. They include the following:

1. *natural areas*, or areas left in an undisturbed state as determined by deed, statute, or management plan; and areas containing rare and endangered species of wildlife and/or plants and their habitat, geological formations, or other notable natural features;
2. *ecological reserves*, which are defined below; and
3. *historic/cultural areas* (above or below ground) containing valuable or important prehistoric, historic, and cultural features.

The boundaries of sensitive natural communities and valuable or important historic/cultural areas will be delineated on the ground based on locations shown on natural resource or other special inventory maps. This will be done prior to conducting any management activities that could adversely impact these areas.

Because of their sensitivity, Special Protection Areas can seldom accommodate active manipulation or intensive use of the resource, except for repairs and renovations that are needed at historic areas from time to time. Commercial timber harvesting will not be allowed in Special Protection Areas. Wildlife management within these areas will be non-extractive in nature. Under special circumstances management or public use roads will be allowed in Special Protection Areas if the impact on the protected resources is minimal.

Ecological Reserves are areas established by statute (Title 12, Section 1801) to mean "*an area owned or leased by the State and under the jurisdiction of the Bureau, designated by the Director, for the purpose of maintaining one or more natural community types or native ecosystem types in a natural condition and range of variation and contributing to the protection of Maine's biological diversity, and managed: A) as a benchmark against which biological and environmental change can be measured, B) to protect sufficient habitat for those species whose habitat needs are unlikely to be met on lands managed for other purposes; or C) as a site for ongoing scientific research, long-term environmental monitoring, and education.*" Most ecological reserves will encompass more than 1,000 contiguous acres.

Secondary uses within Special Protection Areas include opportunities for solitude or a primitive and unconfined type of recreation including trails and primitive campsites to allow for dispersed non-motorized recreation activity. Pack and riding animals are not allowed in areas set aside for their plant or wildlife habitat values, however, because of the dangers of introducing nonnative plant species to these areas and feeding on plants that are protected. Pack and riding animal trails are allowed in Special Protection Areas designated for other reasons, such as geological or historic/cultural areas, where such trails are well designed and constructed in locations that are safe.

Existing snowmobile and all-terrain vehicle trails, and roads, are allowed by statute to continue in Ecological Reserves where they are well designed and constructed, are situated in safe

locations, have minimal adverse impact on the values for which the reserve was created, and cannot be reasonably relocated outside of the reserve. Designated new snowmobile and all-terrain vehicle trails, and roads, are allowed in Ecological Reserves only if all three of the following criteria are met: (1) no safe, cost-effective alternatives exist; (2) the impact on protected natural resource values is minimal; and (3) the trail or road will provide a crucial link in a significant trail or road system.

Existing or new trails for motorized activities will not be allowed in Special Protection Areas identified as “natural” or “historic/cultural.” However, State Historic Sites may not be entirely allocated as Special Protection for historic/cultural values. The Bureau manages some State Historic Sites that include land with values unrelated to the Historic Sites' prime historic/cultural values. If these adjacent areas are allocated for other purposes, existing or new trails for motorized activities may be allowed if appropriate for that allocation.

Where allowed, all trails for non-motorized activities must be well designed and constructed, be situated in safe locations, and have minimal adverse impact on the values for which the area is being protected.

Carry-in boat access sites are allowed on water bodies where boating activity does not negatively impact the purposes for which the Special Protection Area was established. Hunting, fishing, and trapping are allowed where they do not conflict with the management of historic or cultural areas or the safety of other users. Trail facilities and primitive campsites will be rustic in design and accessible only by foot from trailheads located adjacent to public use roads, or by water.

Wildfires occurring on or spreading to Bureau lands will be controlled. Prescribed burns to improve or enhance wildlife habitat may be allowed in natural areas or ecological reserves where identified in a management plan as necessary to maintain or enhance that habitat; they will not be allowed in historic/cultural areas.

Insects and disease may be controlled on Bureau land categorized as Special Protection in direct response to: (1) specific threats to the functioning of native ecosystems or managed wildlife habitats, (2) specific threats to human health or safety, or (3) conditions that would likely result in significant damage to adjacent lands if no control were exercised. In such instances, the Bureau will use agents and application procedures with the greatest target specificity and least environmental impact.

Research, interpretive trails, habitat management for endangered or threatened species, restoration, renovations, and repairs will be allowed in natural and historic/cultural areas unless otherwise limited by the management guidelines of other programs, e.g., the National Landmark, National Wild and Scenic River, National Register of Historic Places, and National Historic Landmark programs.

## BACKCOUNTRY RECREATION AREAS

Backcountry Recreation Areas are areas allocated for dominant recreation use for the values associated with a special combination of features including superior scenic quality, remoteness, wild and pristine character, and capacity to impart a sense of solitude. Most will encompass more than 1,000 contiguous acres. Backcountry Recreation Areas can be either Non-mechanized - roadless areas with outstanding opportunities for solitude and a primitive and unconfined type of dispersed recreation where trails for non-mechanized travel are provided and no timber harvesting occurs; or Motorized - multi-use areas with significant opportunities for dispersed recreation where trails for motorized activities, timber harvesting on a multi-aged basis, and management roads are allowed if permitted by deed or statute. Both types of Backcountry Recreation Areas may also contain ecological, geological, or other features of scientific, education, scenic, biological, or historical value, and provide opportunities for:

- trails and primitive single or group campsites for dispersed recreation;
- hunting, fishing, and trapping where they do not adversely impact the safety of other users; and
- carry-in boat access sites.

Trail facilities and primitive campsites in Backcountry Recreation Areas will be rustic in design and accessible from trailheads located outside of the area, adjacent to management roads, or by water. All trails must be well designed and constructed, situated in safe locations, and have minimal adverse impact on the values for which the area was created.

Management roads and service roads will be allowed only in those Backcountry Areas where harvesting is allowed. Timber management designed to enhance vegetative diversity and to provide an environment characterized by a rich variety of plant and animal species is a compatible secondary use in designated Backcountry Motorized Areas where allowed by deed or statute. Where timber management is not allowed, wildlife management within these areas will be non-extractive in nature. Salvage harvests are allowed in Motorized Areas but not allowed in Non-mechanized Areas.

Wildfires occurring on or spreading to Bureau lands will be controlled. Prescribed burns identified during the management plan process will be permitted in Non-mechanized Areas for wildlife habitat management and in Motorized Areas to enhance forest management or wildlife habitat where the activity does not conflict with dominant recreation uses.

Insects and disease may be controlled on Bureau land categorized as Backcountry Recreation in direct response to: (1) specific threats to the functioning of native ecosystems or managed wildlife habitats, (2) specific threats to human health or safety, (3) conditions that would likely result in an economically substantial level of timber loss, or (4) conditions that would likely result in significant damage to adjacent lands if no control were exercised. In such instances the Bureau will use those agents and application procedures with the greatest target specificity and least environmental impact.

## WILDLIFE DOMINANT AREAS

Wildlife Dominant Areas are areas allocated to protect values associated with essential, significant, and specialized wildlife habitat areas. New knowledge or requirements may result in adjustments to these categories.

**Essential habitats** are those regulated by law and currently consist of bald eagle, piping plover, and least tern nest sites. Essential habitat will usually be categorized as Special Protection as well as Wildlife Dominant Areas.

**Significant habitats**, defined by Maine's Natural Resource Protection Act, include habitat for endangered and threatened species; deer wintering areas; seabird nesting islands; vernal pools; waterfowl and wading bird habitats; shorebird nesting, feeding, and staging areas; and Atlantic salmon habitat.

**Specialized habitat areas and features** include rare natural communities; riparian areas; aquatic areas; wetlands; wildlife trees such as mast producing hardwood stands (oak and beech), snags and dead trees, den trees (live trees with cavities), large woody debris on the ground, apple trees, and raptor nest trees; seeps; old fields/grasslands; alpine areas; folist sites (a thick organic layer on sloping ground); and forest openings.

Recreation and timber management are secondary uses in most Wildlife Dominant Areas where allowed by deed or statute. Habitat management for wildlife, including commercial and noncommercial harvesting of trees designed to maximize vegetative diversity, to provide an environment characterized by a rich variety of plant and animal species, and to provide habitat conditions to enhance population levels where desirable, will be practiced. Recreational use of Wildlife Dominant Areas typically includes hiking, camping, fishing, hunting, trapping, and sightseeing. Motorized trails for snowmobiling and ATV riding are allowed to cross Wildlife Dominant Areas where such trails do not conflict with the primary wildlife use of the area, and where no other safe, cost effective alternative (such as routing a trail around the wildlife area) exists.

Wildfires occurring on or spreading to Bureau lands will be controlled. Prescribed burns to improve or enhance wildlife habitat may be allowed in Wildlife Dominant Areas where identified in a management plan as necessary to maintain or enhance that habitat. Insects and disease may be controlled on Bureau land categorized as Wildlife Dominant Areas in direct response to (1) specific threats to the functioning of native ecosystems or managed wildlife habitats, (2) specific threats to human health or safety, (3) conditions that would likely result in an economically substantial level of resource loss, or (4) conditions that would likely result in significant damage to adjacent lands if no control were exercised. In such instances the Bureau will use those agents and application procedures with the greatest target specificity and least environmental impact.

The Bureau's Wildlife Guidelines, including Beech Guidelines and Vernal Pool Guidelines, will be revised and updated to incorporate the concepts of this section.

## REMOTE RECREATION AREAS

Remote Recreation Areas are allocated to protect natural/scenic values as well as recreation values. They differ from Backcountry Recreation Areas in that (1) they are generally smaller, (2) they usually are relatively long corridors rather than broad, expansive areas, and (3) both single-aged and multi-aged management of timber is allowed where permitted by deed or statute. These areas often have significant opportunities for low-intensity, dispersed, non-motorized recreation and may also contain ecological, geological, or other features of scientific, educational, scenic, wildlife, or historical value.

Examples of Remote Recreation Areas include but are not limited to trail corridors, shorelines, and remote ponds. Recreational opportunities offered within these areas include:

- developed foot trails and primitive campsites to allow for dispersed recreation activity;
- continuation of existing snowmobile and all-terrain vehicle activity on well-designed and constructed trails in locations that are safe, where the activity has minimal adverse impact on protected natural resource or remote recreation values, and where the trails cannot be reasonably relocated outside of the area;
- hunting, fishing, and trapping where they do not conflict with the safety of other recreation users;
- carry-in boat access sites on appropriate water bodies; and
- access over management roads that are designed primarily for timber management while being maintained for timber management.

Designated new snowmobile or all-terrain vehicle trails are allowed only if all three of the following criteria are met: (1) no safe, cost effective alternative exists; (2) the impact on protected natural resource values or remote recreation values is minimal; and (3) the designated trail will provide a crucial link in a significant trail system. Trail facilities and remote campsites will be rustic in design and accessible by foot from trailheads, from management and/or public roads, or by water. Secondary uses (such as timber management) that are compatible with protection of the natural resources and recreation values are allowed.

Wildfires occurring on or spreading to Bureau lands will be controlled in Remote Recreation Areas. Prescribed burns to benefit the regeneration of indigenous vegetation or enhance wildlife habitat may be allowed in Remote Recreation Areas if the activity does not negatively impact a dominant recreation use or opportunity. Insects and disease may be controlled on Bureau land categorized as Remote Recreation Areas in direct response to: (1) specific threats to the functioning of native ecosystems or managed wildlife habitats, (2) specific threats to human health or safety, (3) conditions that would likely result in significant damage to adjacent lands if no control were exercised, or (4) conditions that would likely result in significant damage to Bureau lands if no control were exercised. In such instances the Bureau will use those agents and application procedures with the greatest target specificity and least environmental impact.

## VISUAL CONSIDERATION AREAS

Many Bureau-managed properties have natural settings in which visual attributes enhance the enjoyment of recreational users. Timber harvests which create large openings, stumps and slash, gravel pits, and new road construction viewed from roads or trails may detract significantly from the visual enjoyment of the area. To protect the land's aesthetic character, the Bureau uses a two-tier classification system to guide management planning, based on the sensitivity of the visual resource to be protected. These areas are classified as either Visual Class I or Visual Class II, and are applied throughout the system to all shorelines, trails, public use roads, and management roads open to public vehicular traffic.

**Visual Class I Areas** are those areas where foreground views of natural features may directly affect enjoyment of the viewer. These areas receive the highest priority regarding mitigation of the visual effects of management activities. Timber harvesting in Visual Class I areas is permitted under stringent limitations directed at retaining the appearance of an essentially undisturbed forest. Openings will be contoured to the lay of the land and limited to a size that will maintain a natural forested appearance. Within trail corridors or along public use roads it may be necessary to cut trees at ground level or cover stumps. Branches, tops, and other slash will be pulled well back from any trails. To enhance visual enjoyment in Class I areas, individual trees or small groups of trees may be removed in some locations, particularly along trails and roads, to provide scenic vistas.

**Visual Class II Areas** typically are those that include views of forest canopies from ridge lines, the forest interior as it fades from the foreground of the observer, background hillsides viewed from water or public use roads, or interior views beyond the Visual Class I area likely to be seen from a trail or road. Class II areas are less sensitive to change from the visual standpoint of the observer, but will nonetheless be managed to avoid any obvious alterations to the landscape. Openings will be of a size and orientation as to not draw undue attention.

In Visual Consideration Areas where other more restrictive provisions do not apply, recreation, public use roads, and timber harvesting are permissible secondary uses.

Wildfires occurring on or spreading to Bureau lands will be controlled in Visual Consideration Areas. Prescribed burns to improve or enhance the regeneration of indigenous vegetation or enhance wildlife habitat may be allowed in Visual Consideration Areas if the activity does not negatively impact dominant recreation uses or opportunities.

Insects and disease may be controlled on Bureau land categorized as Visual Consideration Areas in direct response to: (1) specific threats to the functioning of native ecosystems or managed wildlife habitats, (2) specific threats to human health or safety, (3) conditions that would likely result in an economically substantial level of timber loss, or (4) conditions that would likely result in significant damage to adjacent lands if no control were exercised. In such instances the Bureau will use those agents and application procedures with the greatest target specificity and least environmental impact.

## DEVELOPED RECREATION AREAS

Developed Recreation Areas are classified as either Development Class I (low to medium density development and use) or Development Class II (medium to high density development and use). Both allow for public motor vehicle access, management roads, and service roads. Visual Consideration Areas are often allocated around developed areas as buffers. Trail activities, including snowmobiling and all-terrain vehicle use, are allowed in Developed Recreation Areas in locations that are safe, and where the activity does not adversely impact other existing recreation activities or resources.

**Development Class I Areas** typically include more intensely developed recreation facilities than found in Backcountry and Remote Recreation Areas, such as drive-to primitive campsites with a minimum of supporting facilities; gravel boat launch areas; shared use roads and/or trails designated for motorized activities; and trailhead parking areas. These areas usually do not have full-time management staff. Where allowed by deed or statute, timber management that is sensitive to visual, wildlife, and user safety is a compatible secondary use.

**Development Class II Areas** are the most intensely developed recreation facilities managed by the Bureau and usually are seasonally staffed full time. They typically include campgrounds with modern sanitary facilities, showers, and running water; saltwater and freshwater beaches with improved parking areas, picnic tables, and foot trails; family and group picnic areas; shared use roads and/or trails designated for motorized activities; and hard-surface boat launch ramps with improved parking areas for motor vehicles and boat trailers. Commercial timber management is not an allowed use in Development Class II Areas, nor is hunting and trapping, because of the intensive recreation use that usually occurs in these areas.

Wildlife management may be a compatible secondary use within all Developed Recreation Areas. Examples include management of apple trees and mast producing trees for wildlife. To the extent that any such management does take place, it will be sensitive to visual, wildlife, and user safety considerations. For example, wherever possible around parking areas an herbaceous seed mix will be used to stabilize the soil surface and lessen the visual impact of human disturbance.

Fire, insects, and disease will be controlled for health and safety reasons within all Developed Recreation Areas. Salvage and emergency harvests may occur where such harvests are allowed by deed or statute and do not significantly impact natural, historic, or cultural resources and features, or conflict with traditional recreational uses of the area.

## **TIMBER MANAGEMENT AREAS**

These areas will be managed primarily for timber, as long as they are suitable for timber production under the Bureau's timber management guidelines, and commercial harvesting is allowed by deed or statute. Where other uses are dominant, timber management will be secondary and conducted in a way that does not conflict with the dominant use. Fire, insects, and disease will be controlled within Timber Management Areas.

Secondary uses in Timber Management Areas include wildlife management and dispersed recreation. Public use, management, and service roads are allowed. The Bureau seeks to maintain timber types that best utilize each site. Timber harvesting designed to enhance vegetative diversity, to provide an environment characterized by a rich variety of plant and animal species, and to provide habitat conditions which will enhance population levels, will be practiced. This management approach, combined with wildlife management, creates diversity in the forest, which benefits the forest ecosystem, improves wildlife habitats, and provides natural barriers against the spread of disease and insects, resulting in healthier, more vigorous forest growth.

### **C. *MATRIX OF ALLOWED USES***

The following chart or matrix describes the allowed uses, secondary uses, and uses not allowed for each resource category within the Resource Allocation System. The categories are arranged in order from those areas that are the most sensitive to management activities to those that are the least sensitive. The uses addressed in the matrix are a representative list of the activities that typically occur on lands managed by the Bureau.

The matrix is both a guide and a planning tool, not a policy document. It is used by resource managers to illustrate the range of activities that may or may not occur within each resource category. An allowed use does not imply that the activity will take place in all areas where the resource category applies; but only in designated areas within that category, as determined through the management planning process. There may also be special circumstances where an activity is permitted to occur that is generally not allowed. For example, a use that predated the application of the Resource Allocation System and has caused minimal adverse impact upon the higher resource values being protected may be permitted to continue.

**RESOURCE ALLOCATION SYSTEM MATRIX OF ALLOWED USES, SECONDARY USES, AND USES NOT ALLOWED**

August 25, 2000

Please see text in Integrated Resource Policy for description of categories and uses

Resource Allocation Category	Public Use Roads	Management/Service Roads	Multi-Age Forest Mgmt. (2)	Single-Age Forest Mgmt. (2)	Demonstration Forests (2)	Wildlife Management	Snowmobile Trails	All Terrain Vehicle Trails	Mountain Biking Trails	Recreation Biking Trails	Backpacking Trails	Day Walking Trails	Interpretive Facilities	Cross Country Ski Trails	Ride/Pack Stock Trails	Primitive Campsites	Developed Campsites - no hookup	Developed Campsites - hookups	Group Camping Area	Carry In Boat Access	Unimproved Boat Access	Improved Boat Access	Hunting and Trapping	Fishing	Swim Beaches - Developed	Picnic Areas	Group Picnic Areas/Shelters	Primitive Picnic Areas	Non-Manipulative Scientific Research	Non-Renewable Resource Extract	
<b>SPECIAL PROTECTION AREAS</b>																															
- Natural Areas	n	n	n	n	n	S	n	n	n	n	S	S	S	S	n	S	n	n	n	S	n	n	S	S	n	n	n	n	n	S	n
- Historic/Cultural Areas	S	S	n	n	n	S	n	n	S	S	S	S	S	S	S	n	n	n	n	S	S	S	S	S	n	S	S	S	S	S	n
- Ecological Reserves	C/E	C/E	n	n	n	S	C/E	C/E	S	n	S	S	S	S	n	S	n	n	n	S	n	n	S	S	n	n	n	n	n	A	n
<b>BACKCOUNTRY REC. AREAS</b>																															
- Non-mechanized	n	n	n	n	n	S	n	n	n	n	A	A	n	A	S	A	n	n	A	A	n	n	A	A	n	n	n	n	A	S	n
- Motorized	n	A	A	n	S	S	A	A	A	n	A	A	A	A	A	A	n	n	A	A	n	n	A	A	n	n	n	n	A	S	S
Wildlife Management Areas (1)	S	S	S	S	S	-	S	S	S	n	S	S	S	S	S	S	n	n	n	S	S	n	A	A	n	n	n	S	S	S	
Remote Recreation Areas	n	A	S	S	S	S	C/E	C/E	A	n	A	A	A	A	A	A	n	n	A	A	n	n	A	A	n	n	n	A	S	S	
Visual Consideration Areas	S	S	A	S	S	A	A	A	A	A	A	A	A	A	A	A	S	S	S	A	A	S	A	A	S	A	S	A	S	S	
<b>Developed Recreation Areas</b>																															
- Class I	A	A	S	n	S	S	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	S	A	S	S
- Class II	A	A	n	n	n	S	A	A	A	A	A	A	A	A	S	S	A	A	A	A	A	A	n	A	A	A	A	S	S	S	
Timber Management Areas (2)	A	A	A	A	A	A	S	S	S	S	S	S	S	S	S	S	n	n	S	S	S	n	A	A	n	n	n	A	S	A	

A = Allowed: Use or activity is generally permitted in these areas. This does not imply that facilities for listed activities will be provided in all areas within this classification.

S = Secondary: Use or activity allowed where they do not conflict with the dominant resource category values.

n = Use or activity generally not allowed except in some situations where the use or activity pre-dated application of the Resource Allocation System.

C/E - Existing roads and new trails allowed where (1) no safe, cost effective alternative exists, (2) the impact on the protected natural resource values or remote recreation values is minimal, and (3) the designated trail will provide a crucial link in a significant trail system.

(1) Pets not allowed in some Wildlife Management Areas.

(2) Timber Management allowed only where permitted by deed or statute.

# **RESOURCE GROUPS**

## **A. NATURAL AND GEOLOGICAL RESOURCES**

### Policies for Management of Natural and Geological Resources

- 1. Ecological Reserves**
- 2. Protection of Native Species**
- 3. Soils**
- 4. Extraction of Nonrenewable Resources**
- 5. Aquifers**
- 6. Waste Disposal Facilities**
- 7. Pesticides**

# 1. Ecological Reserves

## **Background**

The Bureau participated in the "Maine Forest Biodiversity Project" (MFBP) from its beginnings in 1994 until its close in January 1999. The project was a collaborative effort among a diverse group of stakeholders to find ways to protect forest biodiversity in Maine. Its accomplishments include a report published in 1998 on the status of biodiversity in Maine, a field manual for foresters on biodiversity friendly forest management practices, an inventory of significant natural features of the conservation lands of Maine, and a potential design for a system of ecological reserves on conservation lands.

During 1999, Bureau staff developed an alternative to the design developed by the MFBP for an Ecological Reserve system on Public Reserved and Nonreserved Lands using data from the above mentioned 1998 report. Bureau staff met with members of the MFBP scientific advisory committee who developed that report, to review and receive comments on the alternative design. Following this review, the Bureau worked with stakeholders from the environmental, sportsman, and forest products communities to develop a proposal to present before the 119th legislature. The proposal, enacted under Title 12, Section 1805, defines Ecological Reserves as follows: *"areas owned or leased by the State and under the jurisdiction of the Bureau, designated by the Director for the purpose of maintaining one or more natural community types or native ecosystem types that are representative of an area in a natural condition and range of variation and contributing to the protection of Maine's biological diversity, and managed A) as a benchmark against which biological and environmental change can be measured; B) to protect sufficient habitat for those species whose habitat needs are unlikely to be met on lands managed for other purposes; or C) as a site for scientific research, long-term environmental monitoring, and education. Reserves are not expected to meet all biodiversity conservation objectives. They are designed to work in concert with other kinds of special protection areas and surrounding managed forests to help maintain the state's biodiversity."*

The statute authorizes the Bureau Director to designate Ecological Reserves from among the areas identified in the 1998 report.

During the "*Integrated Resource Policy*" planning process, an Ecological Reserve policy was prepared by the Natural and Geological Resources Technical Working Group. This policy was reviewed and edited several times during the course of the planning process. The following policy statements represent both the work of the technical working group and the Ecological Reserve statute enacted by the legislature in the spring of 2000.

## **Policy**

Ecological Reserves shall be included in the Resource Allocation System as a possible designation for lands managed by the Bureau. The reserve concept created by the legislature does not stipulate permanence. However, it is anticipated that the values to be derived from Ecological Reserves in general increase over time. The Bureau will implement a system-wide approach in determining areas to be designated as Ecological Reserves. In accordance with the Ecological Reserves legislation, the total acres designated may not exceed 15% of the total acres managed by the Bureau, or 100,000 acres, whichever is less. No more than 6% of the operable

timberlands may be designated, and may not result in a decline in the volume of timber harvested on land under the jurisdiction of the Bureau. "A decline of the volume of timber harvested" means an annual harvest volume of less than the average annual harvest volume for the preceding 10 years. The legislation also provides that lands acquired or donated specifically for management as Ecological Reserves will not be included in calculating acreage limits.

Ecological Reserves should be managed to allow natural ecological processes (disturbance, succession, hydrological and nutrient cycling, etc.) to proceed with minimal interference or manipulation from human activity. Exceptions may be made where active management (e.g. prescribed fire) is necessary to replicate natural processes that maintain specific natural communities or rare species populations, or where uncontrolled disturbance or lack of management poses a significant risk to public safety or forest resources outside of the Reserve area (e.g. wild fires).

Allowed uses within an Ecological Reserve must be compatible with the purpose of the Ecological Reserve and may not cause significant impact on natural community composition or ecosystem processes. They include non manipulative scientific research, public education, and non-motorized recreation activities such as hiking, cross-country skiing, primitive camping, hunting, fishing, and trapping. The removal of trees and construction of facilities associated with these uses is allowed. Activities that are generally incompatible with Ecological Reserve status include timber harvesting, salvage harvesting, commercial mining, and sand and gravel excavation.

Existing snowmobile and all-terrain vehicle trails and roads may be allowed to continue in Ecological Reserves where they are well designed and built, are situated in safe locations, have minimal adverse impact on the values for which the reserve was created, and cannot be reasonably relocated outside of the reserve. Designated new snowmobile and all-terrain vehicle trails and roads are allowed in Ecological Reserves only if all three of the following criteria are met: (1) no safe, cost effective alternatives exist; and (2) the impact on protected natural resource values is minimal; and (3) the trail or road will provide a crucial link in a significant trail or road system. However, every effort should be made to relocate roads, motorized use trails and other incompatible activities outside of the Reserve, and to close and revegetate these areas.

The use of pesticides, including herbicides, are allowed in response to (1) specific threats to the functioning of native ecosystems or managed wildlife habitats, (2) specific threats to human health or safety, or (3) conditions that would likely result in significant damage to adjacent lands if no control were exercised.

## 2. Protection of Native Species

### Background

Nonnative plant and animal species are those that occur in a given place as a result of direct or indirect, deliberate, or accidental actions by humans (not including deliberate re-introductions) or wildlife. Nearly one-third of Maine's plant species are not native to the state. While many of these nonnative species do not pose a significant ecological threat to native species, invasive species like purple loosestrife (*Lythrum salicaria*) and milfoil may invade natural habitats, displace native vegetation, alter its structure, and diminish its ecological function. Any species not already present in an ecosystem within its historic range, or did not naturally expand from its historic range is considered nonnative.

Most species used in the Bureau's seed mixes are considered to be "nonnative" species by plant ecologists. These grass and legume species have been used because they are readily available commercially at reasonable cost, are very effective in controlling erosion, and are heavily utilized by wildlife.

### Policy

The Bureau will protect, preserve, and enhance native species on lands under its management. Priority will be given to restoring both habitats and populations of native species. Nonnative plants and animals will not be introduced into parks or public lands except in rare cases where they are the nearest living relatives of extirpated native species, where they are improved varieties of native species which cannot survive current environmental conditions, where they may be used to control established nonnative species, or when directed by law or expressed legislative intent. Nonnative plants not included on the *Maine Invasive Species Awareness and Prevention Plan* (see appendix 4) may be used in certain developed areas of State Park or Historic Sites, where such use is limited to ornamental, interpretive, or educational displays. This policy is not intended to limit the development and maintenance of lawn areas, or seeding of open habitat types for stabilization purposes.

The Maine Natural Areas Program will be consulted for advice on appropriate native species for Bureau projects. Landscapes and plants will be managed to achieve approved management objectives, including commercial timber harvesting, determined during the management planning process. Plantings will consist of species that are native to that particular area.

The Bureau will seek to perpetuate native plant species as part of both managed and natural landscapes. Landscapes and plants may be manipulated to maintain or enhance habitat for threatened or endangered species, but manipulation of existing plants will be carried out in a manner designed to restore or enhance the functioning of the natural community of which the endangered species is a part.

The Bureau will encourage the development of commercial sources of seed of native grasses and legumes which provide equivalent benefits for erosion control and wildlife forage. Seeding will be used to stabilize exposed soil, reduce erosion and sedimentation, maintain open grassy-dominant habitats, and as a wildlife food source. The Bureau's goal will be to establish native vegetative cover on disturbed areas as soon as possible after the management activity is

completed. Priority areas for seeding will be roadways, ditches, and log yards that pose the greatest erosion potential. The Bureau will refine management techniques to minimize soil disturbance in its management activities. The Bureau will use native seed mixes in sensitive natural communities that might be impacted by introducing nonnative species.

Nonnative species of plants and animals may be introduced to carry out Bureau programs consistent with management objectives only after an independent assessment of the potential ecological impacts of the proposed introduction has been conducted, and after consultation and concurrence with other appropriate natural resource agencies have occurred. The Bureau should also seek scientific advice from appropriate federal, state, local, and non governmental sources to determine the probability of whether the nonnative species will become a pest or if such introductions are likely to spread and disrupt desirable adjacent natural plant and animal communities and associations.

Management of populations of established nonnative plant and animal species, up to and including eradication, will be undertaken wherever such species threaten natural resources or public health and when control is prudent and feasible. The benefit of removal or control must be weighed against the ecological impact that may occur as a result of removal method, such as the use of pesticides, and decisions based on the least long-term ecological impact. Examples of threatening situations include public health hazards as determined by the Centers for Disease Control, hazards to public safety, and alterations to native ecosystems.

### **3. Soils**

#### **Background**

Stable soil conditions are critical to environmental quality and the maintenance of vigorous and productive forests and other natural communities. To address silvicultural, road building, and facilities construction issues, appropriate soils information should be acquired or developed for Public Reserved and Nonreserved Lands, State Parks, and State Historic Sites. This information will be used in planning to ensure that timber harvesting and development take place on appropriate soils, inappropriate soils are avoided, the natural fertility of soils is maintained, and soil erosion is minimized. Information on Best Management Practices (BMP's) is available in such documents as "Maine Erosion & Sediment Control Handbook for Construction" and the "Forestry BMP Field Handbook."

#### **Policy**

A. For all Public Reserved and Nonreserved Lands, State Parks, and State Historic Sites, existing soils information should be identified and collected as valuable information for future management activities. Where soils data do not exist for a unit, park, or historic site, the Bureau should work with the appropriate resource agency (currently the Natural Resources Conservation Service of the U.S. Department of Agriculture), preferably during the unit planning process, to develop as much of this information as is practicable.

B. When alterations to the landscape result from such activities as timber harvesting, road and trail construction, stream crossings, property/facilities development, and other management activities, best management practices (BMP's) will be employed to guard against erosion and compaction of soils.

#### **4. Extraction of Nonrenewable Resource**

##### **Background**

Sand, gravel, stone, peat, clay, and topsoil are valuable natural resources statewide which contribute significantly to our quality of life. Furthermore, these resources are required for various management or development activities on Public Reserved and Nonreserved Land, State Parks, and State Historic Sites. The nature and distribution of these resources are controlled by geological factors which do not act uniformly on the landscape. In many cases Bureau properties contain deposits of these resources within their boundaries.

##### **Policy**

Nonrenewable resources will be available for Bureau or commercial use when such use does not conflict with other resource values.

A. *Bureau Use.* Nonrenewable resource deposits on Public Reserved and Nonreserved Land, State Parks, and State Historic Sites will generally be available for on site uses such as road development and maintenance, and facilities construction. New deposits shall be developed only when existing or historic workings are insufficient for the internal need. As part of the management planning process, the Bureau will consult with the State Geologist before developing new sources to determine the significance of the potential new source as a natural feature and to determine the distribution of alternative sources.

B. *Commercial Use.* Nonrenewable resources will be available for commercial purposes outside Public Reserved and Nonreserved Land. Sales of over 1,000 cubic feet require written permission of the Bureau Director in accordance with the following: no reasonable alternative exists, there is no significant adverse impact on visual or natural resources, clear public benefit is demonstrated, and the Bureau receives fair market value for the resource. Sales of less than 1,000 cubic yards from existing sources in a calendar year do not require Director's permission, but must otherwise comply with the restrictions stated above. No new sources will be developed specifically for commercial use.

C. *Performance standards.* All nonrenewable resource exploration and extraction activities on Bureau lands will follow all applicable local and state requirements including setbacks, screening, and rehabilitation.

D. *Visual Resources.* The development of nonrenewable resources along public use roads will be coordinated with the Staff Recreation Specialist to minimize impacts along all visually sensitive areas.

E. *Application.* This policy applies to mechanical (motorized) extraction and does not apply to manual extraction.

## 5. Aquifers

### **Background**

Sand and gravel aquifers are valuable sources of one of Maine's most renewable resources -- groundwater. Groundwater is the domestic water source for more than half of Maine's citizens. Gravel aquifers are often sources for community water supplies.

### **Policy**

The Bureau shall work with the Maine Geological Survey to identify sand and gravel aquifers on Public Reserved and Nonreserved Lands, State Parks and State Historic Sites. Efforts shall be made to protect the quality and quantity of this resource.

A. *Identification.* Through the unit planning process, the Bureau will request that the Maine Geological Survey identify significant sand and gravel aquifers (those capable of yielding 10 gpm of water to a properly constructed well).

B. *Protection.* Activities which have the potential to compromise groundwater quality and quantity are incompatible on sand and gravel aquifers. Efforts will be made to identify potential threats to groundwater and eliminate them where possible. No surface facilities will be permitted in Special Protection Areas. Wellhead protection plans shall be developed for all extraction sites.

C. *Extraction.* Gravel aquifer groundwater may be extracted to meet the needs of Bureau management activities on Public Reserved and Nonreserved Lands, State Parks, and State Historic sites. Extraction for private, commercial, noncommercial, and public water supply purposes may be made with written permission of the Bureau Director, subject to the following conditions: there is no significant adverse impact on natural resources (including impacts to surface water resources); clear public benefit is demonstrated; the Bureau receives fair market value for the resource; and, in the case of commercial and public applications, there is an opportunity for public review and comment. Extraction shall not exceed average annual recharge for the aquifer.

## 6. Waste Disposal Facilities

### **Policy**

A. The Bureau will allow waste disposal facilities on its properties only where they are integral to the use or management of those properties.

B. Waste materials generated from outside the property will not be permitted on Bureau managed lands, except where soil amendment programs are initiated by the Bureau.

C. Waste disposal systems currently in use by lessees will be allowed to continue. The Bureau, however, reserves the right to control expansion, alteration, or change of use of these systems.

## **7. Pesticides**

### **Background**

State law requires a commercial license for the "use of any pesticide in connection with duties as an official or employee of federal, state or local government, including municipal agencies, schools and universities; and use of any pesticide on nonagricultural sites open to public use."

Employees applying pesticides in any of the areas mentioned above are required to obtain licensing in the appropriate category. State law also requires The Bureau to maintain one certified Commercial-Master applicator to provide the required supervision of licensees within the Bureau.

The alternative to in-house licensing is to contract with private for-hire firms, which may incur a greater expense to the Bureau and provide less flexibility and responsiveness in dealing with troublesome pest situations.

### **Policy**

In keeping with 22 M.R.S.A. Section 1471- X (State law; public and private initiatives to minimize reliance on pesticides), which states that the State will "work to find ways to use the minimum amount of pesticides needed to effectively control targeted species in all areas of application," the Bureau of Parks and Lands will serve as a model to other state agencies and the private sector regarding minimum pesticide use.

## ***B. HISTORICAL AND CULTURAL RESOURCES***

### Policies for Management of Historic and Cultural Resources

1. **Historic and Cultural Resources of the Bureau of Parks and Lands**
2. **Resource Identification and Evaluation**
3. **Research**
4. **Treatment of Historic and Cultural Resources**
  - A. **Archaeological Resources**
  - B. **Historic and Cultural Landscapes**
  - C. **Structures**
  - D. **Museum Objects**
  - E. **Ethnographic Resources**
  - F. **Burial Sites and Cemeteries**
  - G. **Submerged Historic and Cultural Resources**
5. **Education and Interpretation**

## **1. Historic and Cultural Resources of the Bureau of Parks and Lands**

### **Background**

The properties owned by Maine's Bureau of Parks and Lands contain numerous historical and cultural resources that possess national or state significance in history, architecture, archaeology, and culture. These resources may be objects, structures, sites, districts, and landscapes that possess integrity of location, design, setting, material, workmanship, feeling, and association, and may have one or more of the following characteristics:

- A) association with events that have made a significant contribution to the broad patterns of our history; or
- B) association with the lives of persons significant in our past; or
- C) reflection of a type, period, or method of construction, representation of the work of a master, possession of artistic values; or
- D) possession or likely possession of information important in prehistory or history; or
- E) are more than 50 years old.

## **2. Resource Identification and Evaluation**

### **Policy**

*Identification.* The Bureau will identify and assess historical and cultural resources on Bureau lands.

The Bureau, through its Historic Site Specialist, will maintain a data base and related maps that catalog likely or known historical and cultural resources on the Bureau's landbase. Current copies of the data base and related maps will be distributed to managers, who along with the historic site specialist, will consult this information during planning for improvements so that improvement projects have minimal adverse impacts on historical and cultural resources.

*Evaluation.* If improvement projects appear likely to have an impact on cultural and historical resources, managers will contact the historic site specialist who, as appropriate, will coordinate further assessment, evaluation, or mitigation with the Maine Historic Preservation Commission, Maine State Museum, potentially affected native American and other communities, interest groups, or entities specified by law or regulation.

The Bureau will provide for professionally conducted, interdisciplinary historical and cultural resource inventories during the preparation of management plans, and persons with historical/cultural resource expertise will be included on management plan advisory committees.

The Bureau will provide for professionally conducted, interdisciplinary surveys of historical and cultural resources on undeveloped Bureau lands to identify, protect, and monitor resources that will not be addressed by management plans in the near future. Priorities for this work will be based on the expected presence and value of historical and cultural resources and the threat of loss or damage to the resources. As much as possible, the Bureau will use the content and results of inventories and surveys as opportunities for public education.

### **3. Research**

#### **Policy**

*Procedures.* The Bureau of Parks and Lands will conduct a coordinated program of basic and applied research to support planning for and management of cultural resources. Adequate research to support planning will precede any final decisions about the preservation or treatment of cultural resources or about development or operational activities that might affect cultural resources. Research needs will be identified in approved management plans.

The Bureau of Parks and Lands will promote cooperative relationships with recognized qualified individuals, governmental agencies, and educational and scientific institutions, encouraging them to direct their research toward the Bureau's cultural resource management objectives. Prior to the start of any research concerning cultural or historic resources, whether conducted by Bureau personnel, contractors, or independent researchers, the work to be performed will be approved by the Bureau historic site specialist. All cooperative and independent research must conform to Bureau guidelines.

Bureau facilities and assistance will be made available to qualified scholars conducting research as long as operations will not be impeded or resources impaired. When research requires ground disturbance on properties listed on the National Register of Historic Places, the researcher must secure a permit granted according to 27 MRSA Sections 371 - 375. When research requires ground disturbance on properties not listed on the National Register of Historic Places, the researcher must secure written permission from the Bureau Director.

*Confidentiality.* Pursuant to 27 MRSA Section 377, certain research data may be withheld from public disclosure to protect sensitive archaeological, historic, or ethnographic resources. Requests for the release of this information will be handled by the Bureau's historic site specialist. The Bureau of Parks and Lands will maintain a centralized historic and cultural resource management bibliography of all research reports and planning documents addressing cultural resources on its lands.

### **4. Treatment of Historic and Cultural Resources**

#### **Policy**

*General Methods.* The Bureau will protect, monitor, and treat historical and cultural resources under its care. In carrying out these responsibilities, the Bureau will adopt one of the following procedures:

- preservation as is;
- restoration to earlier appearances by the removal of later accretions and replacement of missing elements;
- reconstruction or reproduction to replicate absent original resources; or
- rehabilitation to alter or make additions to meet continuing or new uses while retaining historic character.

The fundamental question of which treatments will best provide for the protection or public enjoyment of particular historic and cultural resources will be decided through a formal planning process or, as appropriate, in consultation with the Maine Historic Preservation Commission, the Maine State Museum, or a standing committee of technical experts established to advise the Bureau.

No treatment project will be undertaken unless supported by an approved proposal, plan, or report appropriate to the proposed action. The significance of the resource, its condition, its interpretive value, its research potential, and the availability of data will all be documented and weighed in determining the appropriate treatment. The appearance and condition of the resource before treatment and changes made during treatment will be appropriately documented. Pending planning decisions, all cultural resources will be protected and preserved in their existing conditions.

*Removal of Historic and Cultural Resources.* Achievement of other management purposes may sometimes conflict with and outweigh the value of cultural resource preservation. The planning and/or consultation processes will be the vehicle for weighing conflicting objectives and deciding that a cultural resource should not be preserved. Following such a decision, the resource will be documented and significant resource data and materials will be retrieved. The resource may then be permitted to deteriorate naturally or be removed, according to administrative or public safety needs. This policy does not apply to museum objects.

Policies applicable to specific types of historical and cultural resources follow.

#### **A. Treatment of Historic and Cultural Resources - Archaeological Resources**

*Excavations.* Generally, archaeological resources will be left undisturbed. If removal of artifacts or below-ground disturbance is justified by protection, research, interpretive, or development requirements, Maine law (27 MRSA Sections 371-378) concerning ground disturbance on National Register state-owned lands will be followed. Or, if a Bureau property is not on the National Register, ground disturbance must be conducted with the permission of the Bureau Director.

Archaeological resources will be preserved in a stable condition to prevent degradation and loss of research values or in-situ exhibit potential. Structures of archaeological significance and recovered archaeological objects are also subject to the treatment policies for structures and museum objects.

Significant archaeological data that would be lost as a result of resource treatment projects, development, uncontrollable degradation or destruction from natural or human causes, or other activities will be recovered in accordance with professional standards and by archaeologists approved by the Maine Historic Preservation Commission.

As provided by Maine law (27 MRSA Section 372), beginning in 1969, all archaeological objects, materials and specimens found on, in or beneath state-controlled lands belong to the Maine State Museum.

*Use of Metal Detectors by the Public.* Due to the potential presence of archaeological resources throughout Bureau-owned lands, public use of metal detectors will be prohibited except, by permit, on certain designated public lands and state park sand beaches, or for the recovery of personal items that have been lost, or when necessary in an approved archaeological survey. Permittees will be required to relinquish all objects recovered during metal detection activities to the park manager or staff person who issued the permit. The park manager or staff person will retain all objects that are more than 50 years old, or otherwise exhibit possible cultural or historic significance, and contact the Bureau's Historic Site Specialist who will notify the Maine State Museum and transfer the objects to the museum.

## **B. Treatment of Historic and Cultural Resources - Historic and Cultural Landscapes**

*Definition.* Historic and cultural landscapes are geographic areas, including both cultural and natural resources and the wildlife and domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural and aesthetic values. Historic and cultural landscapes could include formally designed park spaces, as well as long-established trails, portages, and tote roads.

*Treatment.* The management of cultural landscapes will recognize and protect significant historic, archaeological, ethnographic, and design values. Treatment decisions regarding a historic and cultural landscape (preservation in its present condition; rehabilitation for contemporary use; restoration to an earlier appearance; or reconstruction of an obliterated landscape) will take into account both the natural and built features of the landscape and the dynamics inherent in natural processes and continued human and animal occupation.

Every effort will be made to ensure that routine park, historic site, or public lands unit operations do not intrude unnecessarily on a cultural landscape by introducing visible, audible, or atmospheric elements out of character with the historic environment. Trash disposal, storage of materials, parking of vehicles, and other operational activities will be conducted out of public view to the maximum extent feasible.

Historic and cultural landscapes, like other cultural resources, will not be "beautified" to suit modern aesthetic tastes through decorative plantings or other modifications not reflecting historic conditions.

## **C. Treatment of Historic and Cultural Resources - Structures**

*Definition.* Structures include buildings, archaeological evidence of buildings, earthworks, sculpture, or other examples of the built environment such as fences, remains of transportation features, etc.

*Treatment.* Treatment options and considerations for structures will include: preservation, in which a structure is preserved in its present condition; rehabilitation, in which a structure is rehabilitated for contemporary functional use; restoration, in which a structure is restored to an earlier appearance; and reconstruction, in which a vanished structure is reconstructed.

*Additions to Historic Structures.* In preference to new construction, every reasonable consideration will be given to using historic structures for Bureau purposes compatible with their preservation and public appreciation. Additions may be made to historic structures when essential to their continued use. Structural additions will harmonize with but be readily distinguishable from the older work and will not intrude upon the historic scene; other additions, such as lightning protection, security equipment, heating, and air conditioning, will meet the requirements for rehabilitation.

*New Structures.* New structures, landscape features, and utilities will be constructed in historic/cultural areas only if (1) existing structures and improvements do not meet essential management needs, and (2) new construction is designed and sited to preserve the integrity and character of the area. Unless associated with an approved restoration or reconstruction, new construction will harmonize with historic features in scale, texture, and continuity but will not imitate them.

*Use of Historic Structures.* Because unused structures are susceptible to neglect and vandalism accelerating their deterioration, compatible uses for historic structures will be found where appropriate.

All uses of historic structures are subject to preservation and public safety requirements. No administrative or public use will be permitted that would threaten the stability or character of a structure, the museum objects within it, or the safety of its users or that would entail alterations significantly compromising its integrity.

*Damaged or Destroyed Structures.* Prehistoric and historic structures damaged or destroyed by fire, storm, earthquake, war, or other accident may be preserved as ruins or may be rehabilitated, restored, or reconstructed in accordance with these policies.

*Ruins.* The stabilization of ruins will be preceded by studies to recover any data that would be affected by stabilization work. Ruins and related features on unexcavated archaeological sites will be stabilized only to the extent necessary to preserve research values or to arrest structural deterioration. Archeological ruins to be exhibited will not be excavated until adequate provisions are made for data recovery and stabilization. Structures will not be deliberately reduced to ruins, nor will missing structures be reconstructed to simulate ruins.

*Earthworks.* Appropriate vegetation will be maintained when necessary to prevent erosion of prehistoric and historic earthworks, even when the historic condition might have been bare earth. Because earthwork restorations and reconstructions can obliterate surviving remains and are often difficult to maintain, other means of representing and interpreting the original earthworks will receive first consideration.

*Outdoor Sculpture.* Outdoor statues, monuments, memorials, and plaques will be managed with the same consideration as other historic structures. Because their surface textures and finishes are important to their character and integrity, special care will be exercised in protecting, maintaining, and treating them.

#### **D. Treatment of Historic and Cultural Resources - Museum Objects**

*Definition.* Within the scope of current laws, the Bureau of Parks and Lands will collect, protect, preserve, and use objects, documents, and specimens in the disciplines of archaeology, ethnography, history, biology, geology, and paleontology to aid understanding among visitors and to preserve information about specific parks, historic sites, or public lands units.

*Acquisitions and Loans.* Objects and related documentation essential to achieving the purposes and objectives of Bureau properties will be acquired and maintained in consultation with the Bureau's historic site specialist. Archeological objects found on Bureau lands after 1979 and technically under the stewardship of the Maine State Museum (27 MRSA, Section 372), will be secured on loan from the Maine State Museum for public education purposes, providing the Bureau can insure safe storage or exhibition conditions.

Museum objects, whether lent or donated, will be acquired and disposed of in conformance with legal authorizations and established Bureau procedures. The Bureau of Parks and Lands will acquire only collections having legal and ethical pedigrees, and each park, historic site, or lands unit will maintain complete and current accession records to establish the basis for legal custody of the objects in its possession. An additional copy of these records will be maintained by the Bureau's historic site specialist.

The Bureau of Parks and Lands may cooperate with qualified institutions in the management of museum objects and, under existing legal authorities, may lend objects to and exchange objects with such institutions for approved purposes.

#### **E. Treatment of Historic and Cultural Resources - Ethnographic Resources**

*Definition.* Certain contemporary native American and other communities are permitted by law, regulation, or policy to pursue customary religious, subsistence, and other cultural uses of Bureau resources with which they are traditionally associated. Such continuing use is often essential to the survival of family, community, or regional cultural systems, including patterns of belief and economic and religious life.

*Treatment.* Recognizing that its resource protection mandate affects this human use and cultural context of its resources, the Bureau of Parks and Lands will plan and execute programs in ways (such as the conservation of stands of brown ash trees, a traditional Native American basket making material) that safeguard cultural and natural resources while reflecting informed concern for the contemporary peoples and cultures traditionally associated with them.

To ensure that Bureau plans and actions reflect contemporary knowledge about the cultural context of sites, structures, certain natural areas, and other ethnographic resources, the Bureau of Parks and Lands will conduct appropriate cultural anthropological research, as relevant, in cooperation with Native American groups. Research findings will be used to support planning, resource management decisions, and activities; to develop interpretive programs accurately reflecting Native American and other cultures; and to facilitate consultation with and meet management responsibilities to affected communities.

## **F. Treatment of Historic and Cultural Resources - Burial Sites and Cemeteries**

*Treatment.* Historic and prehistoric burial areas, whether or not formally plotted and enclosed as cemeteries, will be identified and protected. Both historic and prehistoric graves are protected by a Maine law passed in 1991 (13 MRSA, Section 1371-A) stipulating that no construction or excavation is allowed within 25 feet of a known burial site or graveyard. Under this law, construction that encounters an “undocumented” grave must cease and the director of the Maine Historic Preservation Commission must be notified.

The federal Native American Graves Protection and Repatriation Act provides strict guidelines for the treatment of Native American graves and artifacts related to them. The Maine State Museum is the contact agency in Maine for administration of this law and the Bureau will follow relevant procedures, as prescribed by law and administered by the museum, accordingly.

## **G. Treatment of Historic and Cultural Resources - Submerged Cultural Resources**

Submerged historic and cultural resources are governed through existing law by the Maine State Museum, Maine Historic Preservation Commission, and the Bureau of Parks and Lands Submerged Lands Program. As a result, submerged historic resources will not be addressed in the *Integrated Resource Policy*. Areas that are not considered “submerged” as defined by 12 M.R.S.A. § 1865(2) will include flowed portions of lakes and ponds, non tidal river and stream beds (unless they serve as international boundary waters), ponds under 10 acres in size, and inter-tidal zones.

## **5. Education and Interpretation**

### **Policy**

To facilitate management, the Bureau will interpret historical and cultural resources on its lands and, to the maximum extent possible, provide educational and interpretive materials and experiences to visitors and community members. The Bureau will use a variety of means, including informational brochures, projects, signs, and personal contact by staff, to convey educational and interpretive information, and thereby, to foster public appreciation for the careful management of historic and cultural resources.

## **C. FISHERIES AND WILDLIFE RESOURCES**

### Policies for Management of Fisheries and Wildlife Resources

1. **Diversity**
2. **Restoration of Native Plants, Animals, and Natural Communities**
3. **Fisheries and Wildlife Habitats**
4. **Aquatic Habitat Management**
5. **Endangered or Threatened Plants and Animals**
6. **Herbaceous Seeding/Planting**
7. **Prescribed Burning**
8. **Problem and Nuisance Plants and Animals**
9. **Feeding of Wildlife**

## **1. Diversity**

### **Policy**

The Bureau will strive to maintain a landscape characterized by a rich variety of native species and the functioning ecosystems upon which they depend.

## **2. Restoration of Native Plants, Animals, and Natural Communities**

### **Background**

To date, there have been no plant or habitat restoration projects proposed for Bureau land. The Bureau has been an active participant in the state's peregrine falcon reintroduction program. There is currently one active peregrine nest, three historic but inactive nest sites, and one site where young peregrines were released on Bureau property.

### **Policy**

The Bureau will work with Maine Natural Areas Program and the Maine Department of Inland Fisheries and Wildlife to develop a cooperative approach to implementing state approved restoration programs for native species. Such efforts will be carried out in consultation with affected agencies and adjacent landowners, and be concurrent with established programs for that purpose.

The following criteria should serve as a guide for restoration projects:

- A) Adequate habitat to support the species either exists or can reasonably be restored on public lands, where our management can be complimentary to important habitat occurring on adjacent private lands and waters, and once a viable population level is achieved, it can be maintained naturally.
- B) The species does not, based on an approved management plan, pose a serious threat to the safety of visitors, other native species, natural resources, or persons or property either within or outside Bureau lands.
- C) The subspecies used in restoration most nearly approximates the extirpated subspecies or race.
- D) The species disappeared, or was substantially diminished, as a direct or indirect result of human-induced change to the species population or to its habitat.

### 3. Fisheries and Wildlife Habitats

#### **Background**

Many changes in laws and regulations have occurred since the 1985 *Integrated Resource Policy* was adopted. Most significant are updates to the Endangered Species statute and the Natural Resources Protection Act (NRPA), which consolidated many existing laws and adopted protection for certain habitats. The Bureau's management has evolved over this period as well, becoming more sensitive to all natural resources and values.

It is recommended that the habitat designations be restructured to reflect the changes in law and additional designations. All of these habitats are protected and managed according to the applicable laws and as described in the Bureau's *Wildlife Guidelines*.

#### **Policy**

The Bureau's habitat management goal for both fish and wildlife is to provide a diversity of natural habitats on appropriate sites at both coarse and fine scales. The following list provide examples of habitat types to be managed (this is a representative list, subject to additions and deletions, as new information is acquired, or relevant laws and regulations are amended):

Essential habitats (as defined by Dept. of Inland Fisheries & Wildlife) are regulated by law and currently consist of bald eagle, roseate tern, piping plover, and least tern nest sites.

Significant habitats (as defined by Natural Resources Protection Act)

- Habitat for endangered and threatened species
- Deer wintering areas
- Seabird nesting islands
- Waterfowl and wading bird habitats
- Shorebird nesting, feeding, and staging areas
- Atlantic salmon habitat
- Vernal pools

Fragile ecosystems and habitats

- Habitats ranked S1 and S2 by Maine Natural Areas Program<sup>1</sup>
- Alpine areas
- Foliate sites
- Grasslands
- Sedge meadows

Specialized habitat areas and features

- Rare and exemplary natural communities (other than S1 and S2)
- Riparian areas
- Aquatic areas and submerged habitats

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<sup>1</sup>S1- Critically imperiled in Maine because of extreme rarity (5 or fewer occurrences)

1 S2 - Imperiled in Maine because of rarity (6 to 20 occurrences)

- Wetlands of all types
- Wildlife trees
  - Mast producing hardwood stands (oak and beech)
  - Snags (dead trees)
  - Den trees (live trees with cavities)
  - Large woody debris (on the ground)
  - Apple trees
  - Raptor nest trees
- Herbaceous seeding
- Seeps
- Old fields
- Forest openings

Following adoption of the *Integrated Resource Policy* and the *Wildlife Guidelines* will be updated and revised to incorporate the final structure and habitat types contained in the document. An ad hoc advisory committee will be utilized to assist the Bureau's staff Wildlife Specialist with this task.

#### **4. Aquatic Habitat Management**

##### **Background**

The Bureau has identified a number of unmet needs for aquatic habitat projects, such as improved spawning areas and pond reclamation projects, on its holdings in unit management plans. The Bureau should place greater emphasis on working with the Maine Department of Inland Fisheries and Wildlife (MDIFW) to develop and implement cooperative aquatic habitat management projects.

##### **Policy**

The Bureau of Parks and Lands will seek to preserve, restore, or enhance natural aquatic habitats which encompass the entire range of aquatic organisms and promote the natural abundance and distribution of native aquatic species, together with their associated terrestrial habitats and species. The Bureau encourages the management of healthy aquatic systems on a watershed basis. The Bureau will cooperate and encourage dialogue with MDIFW, the Atlantic Salmon Commission, and the Department of Marine Resources to provide assistance in the management of aquatic resources within the Bureau's holdings, but not under its jurisdiction. The Bureau will also cooperate with MDIFW to develop programs to reestablish or supplement native species in their historic ranges.

In recognition of MDIFW's management authority for fisheries programs in Great Ponds, the Bureau's fisheries habitat management program will give preference to native species over exotics wherever natives have occurred historically in waters adjacent to or encompassed by lands managed by the Bureau of Parks and Lands, and in water bodies not naturally barren of fish.

## **5. Endangered or Threatened Plants and Animals**

### **Background**

The Bureau has a history of cooperating with the Maine Department of Inland Fisheries and Wildlife (MDIFW) and the Maine Natural Areas Program (MNAP) within the department in the management of endangered and threatened species which occur on lands it manages. This policy formalizes this relationship and provides guidance on its implementation.

### **Policy**

The U.S. Fish and Wildlife Service and the National Marine Fisheries Service are the lead agencies in matters pertaining to federally listed threatened and endangered species, and MDIFW and MNAP for state listed species. The Bureau will cooperate with those agencies in activities such as the delineation of critical habitat and recovery plans on Bureau lands.

In cooperation with MDIFW and consistent with the purposes of the Endangered Species Act (16 USC 1531 et. seq.) and the Maine Endangered Species Act, the Bureau will identify and promote the conservation of all state and federally listed, endangered, threatened, or candidate species of plants and animals and their critical habitats within the boundaries of lands managed by the Bureau. As necessary, the Bureau will control visitor access to and uses of critical habitats, and it may close such areas to entry for other than official purposes. Active management programs will be conducted as necessary to perpetuate the natural distribution and abundance of threatened or endangered species and the ecosystems on which they depend. The Bureau also will identify all state and federally listed threatened and endangered species and their critical habitats that are native to and present on its lands. Protection and management of endangered and threatened species and their critical habitats will be integrated into all levels of management planning activities, and new information on these species will be incorporated as it becomes available.

Examples of plant and animal species and natural communities considered to be rare (as determined by the MDIFW and the MNAP) or unique to the Bureau's holdings will be identified, and their habitats within that property will be mapped and protected.

## **6. Herbaceous Seeding/ Planting**

### **Background**

Since 1988, the Bureau has seeded between 5 and 7 acres for each square mile of disturbed soil area where timber harvesting, road building, or other such activities have occurred. Most species used in the Bureau's seed mixes are considered to be "nonnative" species by plant ecologists. These grass and legume species have been used because they are readily available commercially at reasonable cost, are very effective in controlling erosion, and are heavily utilized by wildlife.

### **Policy**

Herbaceous seeding will continue as an integral part of the Bureau's land management program; in particular, its use in disturbed areas. The general strategy for all areas is to encourage the use

of native species wherever possible. Invasive species as identified by the Maine Invasive Species Council, will be avoided whenever nonnative species are used.

A. Herbaceous Seeding. A program of herbaceous seeding will be used wherever soil disturbances occur, to mitigate potential effects on water quality, and for appropriate native wildlife and plant habitat enhancement. The Bureau will encourage the development of commercial sources of seed of native grasses and legumes which provide equivalent benefits for erosion control and wildlife forage as the species it currently uses. Seeding will be used to stabilize exposed soil, reduce erosion and sedimentation, and as a wildlife food source. The Bureau's goal will be to establish vegetative cover of native species on disturbed areas as soon as possible after the management activity is completed. Priority areas for seeding will be roadways, ditches, and log yards that pose the greatest erosion potential. The Bureau will refine management techniques to minimize soil disturbance in its management activities. The Bureau will use native seed mixes in sensitive natural communities that might be impacted by introducing nonnative species.

B. Planting. The Bureau will seek to perpetuate native plant species as part of both managed and natural landscapes. The Maine Natural Areas Program will be consulted for advice on appropriate native species for Bureau projects. Landscapes and plants will be managed to achieve approved management objectives, including commercial timber harvesting, determined during the management planning process. Nonnative plants not included on the "Maine Invasive Species Awareness and Prevention Plan" (see appendix 4) may be used in certain developed areas of State Park or Historic Sites, where its use is limited to ornamental, interpretive, or educational displays. This policy is not intended to limit the development and maintenance of lawn areas, or seeding of open habitat types for stabilization purposes.

The Bureau will encourage the use of species that are native to the area and site. Landscapes and plants may be manipulated to maintain or enhance habitat for threatened or endangered species, but manipulation of existing plants will be carried out in a manner designed to restore or enhance the functioning of the natural community of which the endangered species is a part.

## **7. Prescribed Burning**

### **Background**

Several habitats which occur on the Bureau's landbase require prescribed burning for maintenance to prevent natural succession to other habitats. This includes grasslands, old fields, and some forest types.

### **Policy**

The Bureau will use prescribed burning to manage appropriate habitats where fire is part of the natural disturbance regime, to accomplish specific habitat management goals, to benefit native species, and to reduce potential fire hazards in accordance with a written fire management plan approved by the Fire Control Division of the Maine Forest Service.

## **8. Invasive and Nuisance Plants and Animals**

### **Background**

Certain species of plants and individual animals can cause management or public health problems in certain situations due their habits or characteristics. Some examples are poison ivy, purple loosestrife, deer tick, browntail moth, beaver and predators. Poison ivy is a typical nuisance plant that can have serious health consequences to visitors exposed to the plant. Purple loosestrife is an introduced plant that is highly invasive. It can spread by roots or seeds and can displace native species and drastically alter natural plant communities. Deer ticks are hosts to the organism which causes Lyme disease, a debilitating human and pet health risk. Browntail moth hairs can cause severe allergic reactions in sensitive individuals. Beaver dams may cause the flooding of roads, crops, timber, or other developed facilities. Predators may cause unacceptable losses to endangered and threatened species relative to recovery plans. The Bureau needs considerable management flexibility in order to deal appropriately with these invasive and nuisance issues.

### **Policy**

As needed, the Bureau will consult with agencies with the expertise and legal authority to manage these issues and will select and employ appropriate strategies to minimize the risk to human health or the natural environment. Control strategies will utilize the least intrusive and most effective means to mitigate impacts. These strategies will be reviewed and reauthorized annually so that issues related to visitor and employee safety, maintenance and protection of facilities, natural features, and to threatened and endangered species may be adequately addressed. The Bureau will also monitor the effectiveness of any control measures implemented.

## **9. Feeding of Wildlife**

### **Background**

State Park rules currently prohibit the feeding of wildlife.

### **Policy**

The Bureau does not allow the public to feed wildlife on the lands it manages because of public safety concerns, the propensity for behavioral changes in the species being fed (loss of wildness), and the potential for dependence on the artificial food supply. Activities that result from legal hunting, fishing, and trapping in accordance with established rules are exempt from this policy.

## ***D. RECREATION AND FACILITIES RESOURCES***

### Policies for Management of Recreation and Facilities Resources

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|--|--|
| <b>1.General Background</b>                                    | <b>16.Watercraft Launch Sites</b>                      |
| <b>2.System Wide Analysis</b>                                  | <b>17.Surface Use of Water Bodies</b>                  |
| <b>3.Bureau’s Discretion</b>                                   | <b>18.Backcountry Pond Watercraft Storage</b>          |
| <b>4.Recreation Experiences</b>                                | <b>19.Unattended Personal Property</b>                 |
| <b>5.Users Served</b>  | <b>20.Hunting and Trapping</b>                         |
| <b>6.Carrying Capacity</b>                                     | <b>21.Fishing</b>                                      |
| <b>7.Conflict Resolution</b>                                   | <b>22.Technical Climbing</b>                           |
| <b>8.Visual Management</b>                                     | <b>23.Trail Establishment</b>                          |
| <b>9.Pets</b>  | <b>24.Bicycling</b>                                    |
| <b>10.Recreation/Hobby Collection of Natural Resources</b>     | <b>25.Horseback Riding</b>                             |
| <b>11.Campsite Facilities</b>                                  | <b>26.Snowmobile Trails</b>                            |
| <b>12.Parking for Primitive Campsites and Other Facilities</b> | <b>27.All-Terrain Vehicle Trails</b>                   |
| <b>13.Campsite Length of Stay</b>                              | <b>28.Shared Use and Multi-Use Trail Opportunities</b> |
| <b>14.Campsite Fires</b>                                       | <b>29.Harvesting Near Trails</b>                       |
| <b>15.Swimming</b>   | <b>30.Trail Connections</b>                            |

## **1. General**

### **Background**

The Bureau of Parks and Lands offer recreational opportunities at 31 developed State Parks, the Allagash Wilderness Waterway, the West Branch Penobscot River corridor, 11 State Historic Sites, 29 Public Reserved Land units, over 350 boat access or carry-in sites, and numerous coastal islands. Facilities include developed campgrounds at 12 State Parks; primitive camping in the Allagash, the West Branch Penobscot, 23 Public Land units, and on coastal islands; staffed swimming beaches at 19 State Parks; both developed and carry-in watercraft access sites; picnicking; and trails for backpacking, day hiking, nature interpretation, horseback riding, mountain bicycling, all-terrain vehicle riding, snowmobiling, and cross-country skiing. Opportunities for fishing and hunting are also available.

Most State Park day use areas consist of a swimming beach, picnic tables and a playground; some have a watercraft access site and day hiking trails. State Park campgrounds usually include a swimming beach, watercraft access site, and day hiking trails. State Historic Sites usually have picnic tables and walking or interpretive trails; some have regularly scheduled interpretive programs. Public Reserved Land units, which are much larger in size, usually include opportunities for primitive camping, watercraft access, day hiking, backpacking, snowmobiling, all-terrain vehicle riding, fishing, and hunting. Bureau-managed boat access sites usually include one or two hard-surface launch ramps and an improved parking area for large motor vehicles and rigs. Bureau-managed coastal islands often include opportunities for primitive camping.

The policies in this section apply to State Parks and Historic Sites, Public Reserved and Nonreserved Land, coastal islands, and boat access/carry-in sites that exist within these areas. The policies do not apply to boat access/carry-in sites that are developed and maintained by the Bureau's boating program.

## **2. System Wide Analysis**

### **Background**

This is a new policy based upon the Bureau's mission and goals, and Title 12, Section 1817 of the Bureau's statute, which requires a report from "time to time" regarding the State's actual and potential outdoor recreation resources and facilities, the needs of resident and nonresident visitors, the kinds of facilities and resources best suited to meet recreation needs, the extent to which such needs are being met, the location and probable costs of new state parks, and the public purposes to which parks could be put.

### **Policy**

The Bureau will study and report to each Governor on the supply of land and recreation facilities, outdoor recreation demands, outdoor recreation trends, deficiencies that can be met on Bureau-managed lands, and proposals to meet those deficiencies, including designation of land for certain purposes, provision of additional facilities, and acquisition of land.

### **3. Bureau's Discretion**

#### **Background**

This is a revision of a policy included in the 1985 *Integrated Resource Policy*.

#### **Policy**

The Bureau retains the discretion to close selected trails, camping areas, campsites, or other areas or facilities for environmental, health, emergency, or safety reasons, or where activities are not compatible with uses allowed by the Resource Allocation System category in which they are located.

### **4. Recreation Experiences**

#### **Background**

The 1985 *Integrated Resource Policy* emphasized “dispersed activities” rather than “experiences.” The dispersed activity philosophy was appropriate at the time for Public Reserved and Nonreserved Lands and coastal islands. The Bureau recreation system now encompasses almost all types of recreation experiences possible, except for the highly intensive such as found at theme parks. Therefore, the policy emphasis has been expanded to include all experiences, from dispersed and primitive to modern and concentrated.

#### **Policy**

A. The Bureau will provide a variety of outdoor recreation experiences on the land it manages ranging from those where recreation facilities or opportunities are widely dispersed and primitive to those with more modern and concentrated facilities.

B. Examples of dispersed primitive facilities and opportunities include, but are not limited to, primitive campsites accessible by trail, water or vehicle; hunting, fishing, and trapping areas; carry-in boat access sites; swim beaches on some Public Reserved and Nonreserved Lands and on some coastal islands; and roads or trails for backpacking, day hiking, cross-country skiing, snowshoeing, snowmobiling, all-terrain vehicle riding, mountain biking, horseback riding, and nature observation.

C. Examples of modern and concentrated facilities may include, but are not limited to, developed campgrounds, picnic areas, developed swimming areas, interpretive centers and trails, vehicle-accessible boat access ramps, day hiking areas, playgrounds, multipurpose open field areas, and parking facilities adjoining these areas.

## **5. Users Served**

### **Background**

This is a revision of a policy included in the 1985 *Integrated Resource Policy*, which now includes a reference to the Bureau's Mission Statement.

### **Policy**

In keeping with the Bureau's Mission Statement, outdoor recreation facilities and opportunities for present and future generations of Maine residents and nonresidents will be provided on lands managed by the Bureau .

## **6. Carrying Capacity**

### **Background**

The concept of identification and management of carrying capacity was not included in the 1985 *Integrated Resource Policy*. However, strategies to identify and manage carrying capacity were included in the 1999 Allagash Wilderness Waterway Management Plan. This policy acknowledges that there will be instances where it will be desirable for the Bureau to identify social and/or physical carrying capacities and to control the amount of use in order to stay within those capacities.

### **Policy**

The Bureau will determine the opportunities and activities appropriate for parcels of land it manages during the management plan process or as the need arises. Social and/or physical carrying capacities will be determined where appropriate based upon several variables, including but not limited to: management plan goals and objectives, primary purposes/values for which the parcel was acquired, public demand for the recreational experience offered, natural features, plant and animal species and habitat, historic/cultural values, statutory requirements, and deed restrictions. Various alternatives will be used to prevent established carrying capacities from being exceeded. Carrying capacities may be increased or decreased subsequently as conditions and studies warrant.

## 7. Conflict Resolution

### Background

The 1985 *Integrated Resource Policy* included a policy to “resolve potential user conflicts . . . in favor of those having the least impact.” This policy was sufficient in 1985, but no longer adequately addresses the concerns of all affected parties. The policy and principles listed below were extracted from a document entitled “*Conflicts on Multiple Use Trails*,” published by North Carolina State University. They are revised to encompass all outdoor recreation activities, including trails.

### Policy

The resolution of potential or existing user conflicts will be addressed by the following principles. These principles may be applied during the process of preparing Resource Management Plans as well as to resolve issues as they occur in the field.

- A. *Recognize conflict as goal interference.* Do not treat conflicts as an inherent incompatibility among different activities, but goal interference attributed to another’s behavior.
  
- B. *Provide adequate opportunities.* Offer adequate facilities and opportunities for a variety of recreation experiences. This will help reduce congestion and allow users to choose the conditions that are best suited to the experiences they desire.
  
- C. *Minimize number of contacts in problem areas.* Each contact among users has the potential to result in conflict. As a general rule, reduce the number of user contacts whenever possible. Disperse use and provide separate trails or facilities where necessary after careful consideration of the additional environmental impact and lost opportunities for positive interactions this may cause.
  1. **Involve users as early as possible.** Identify the present and future users of each facility or opportunity and involve them in the process of avoiding and resolving conflicts as early as possible. For proposed facilities, possible conflicts and their solutions should be addressed during the planning and design stage with the involvement of prospective users. New and emerging uses should be anticipated and addressed as early as possible with the involvement of participants.
  2. **Understand user needs.** Determine the motivations, desired experiences, norms, setting preferences, and other needs of the present and future users. This “customer” information is critical for anticipating and managing conflicts.
  3. **Identify the actual sources of conflict.** Help users to identify the specific tangible causes of any conflicts they are experiencing, and to move beyond emotions and stereotypes as quickly as possible. Identify the source of any problems that may exist.
  4. **Work with affected users.** Work with all parties involved to reach mutually agreeable solutions to specific issues. Users who are not involved as part of the solution are more likely to be part of the problem now and in the future.
  5. **Promote user etiquette.** Minimize the possibility that any particular user contact will result in conflict by actively and aggressively promoting responsible behavior. Use existing educational materials or modify them to better meet local needs. Target these educational

efforts, get the information into users' hands as early as possible, and present it in interesting and understandable ways.

6. **Encourage positive interaction among different users.** Users are usually not as different from one another as they believe. Providing positive interactions will help break down barriers and stereotypes, and build understanding, good will, and cooperation.
7. **Favor “light-handed management.”** Use the most light-handed or least restrictive approaches that will achieve area objectives. This is essential in order to provide the freedom of choice and natural environments that are so important to recreation users. Intrusive design and coercive management are not compatible with high-quality experiences.
8. **Consider state, regional, and local interests.** Address issues regarding facilities and opportunities with state, regional and local interests. This allows sensitivity to all needs and provides better flexibility for addressing difficult issues on a case-by-case basis. Consideration of all interests facilitates involvement of the people who will be most affected by the decisions and most able to assist in their successful implementation.
9. **Monitor progress.** Monitor the ongoing effectiveness of the decisions made and programs implemented. Conscious, deliberate monitoring is the only way to determine whether conflicts are being reduced and what changes in programs might be needed.

## **8. Visual Management**

### **Background**

This is a new policy crafted to address situations that occasionally occur on Bureau-managed parcels.

### **Policy**

Vistas and views will be enhanced on Bureau land where the improvements do not adversely impact natural, historic, or cultural resources or features; where such improvements complement the recreation activities of Bureau land users; and where such improvements have a demonstrated public benefit. Vistas and views will not be enhanced for the benefit of landowners adjacent to Bureau lands unless such enhancements also benefit the users of such lands.

## **9. Pets**

### **Background**

This new policy is consistent with pet rules that have been in effect at State Parks and Historic Sites for many years. In addition, it addresses the use of service dogs and the use of hunting dogs on Bureau-managed lands.

### **Policy**

A. Pets may be allowed at certain State Parks, State Historic Sites, Public Reserved and Nonreserved Lands, or coastal islands based upon the impact on (1) the presence of pets on visitors; (2) the natural, historic, or cultural resources; and (3) the native wildlife species and their habitat. The Bureau will consider a variety of methods to accommodate pet owners and their pets when and where possible consistent with existing state law through adoption of rules through the Administrative Procedures Act.

- B. Service dogs are allowed in all Bureau facilities, consistent with existing state law.
- C. Hunting dogs are allowed on Bureau lands while actively hunting during an open season where hunting is permitted.
- D. Hunting dogs are allowed on Bureau lands for training purposes as defined in MRSA 12, Part 10, Chapter 717, Section 7861, and during organized field trials with Bureau permission in accordance with Chapter 717, Section 7862 and 7863.

## **10. Recreation/Hobby Collection of Natural, Historic, and Cultural Resources**

### **Background**

These subjects were not addressed in the 1985 *Integrated Resource Policy*. The policies are consistent with a "collection rule" that has been in place for State Parks and Historic Sites for many years. By allowing the removal of natural resources and artifacts with permission of the Bureau, and hobby mineral collecting at designated locations, the Bureau is attempting to allow search for resources, artifacts, and minerals while implementing a level of control on such activities, consistent with state law. The use of metal detectors is a method of collecting currently controlled by rule on State Parks and Historic Sites.

### **Policy**

- A. Natural and physical resources and artifacts on Bureau lands and in state-owned waters are the property of the state and cannot be altered or removed without the permission of the Bureau. Proposals to study, alter, or remove resources and artifacts must be compatible with other uses of the Resource Allocation System. Exceptions include the hunting and trapping of wildlife, the catching of fish and the collection of shed antlers according to the rules of the Department of Inland Fisheries and Wildlife, and the recreation collection of minerals at designated sites. Firewood may be removed by permit from Public Reserved and Nonreserved Land but cannot be removed from State Park and State Historic Site lands.
- B. Recreation or hobby mineral collecting and historic/cultural artifact collection may be done only at locations designated by the Bureau, in cooperation with the Maine Geological Survey or the Maine Historic Preservation Commission, where the activity will not result in significant adverse impact to natural or historic/cultural resources. Collection sites are not allowed in Special Protection Areas. The Bureau may specify conditions or restrictions on methods, tools, and remediation of the designated location.

## **11. Campsite Facilities**

### **Background**

Though the Bureau has provided a wide variety of camping facilities for many years, the types of facilities provided was not addressed in the 1985 *Integrated Resources Policy*. A portion of the "Campground" definition was addressed by a State Park policy. This policy limits the Bureau to the development of "Primitive Campsites," "Group Use Sites," and "Campgrounds" with a minimum of accessories.

## **Policy**

A. The Bureau will construct and maintain overnight campsites and supporting facilities offering a range of camping experiences for a variety of camping groups. The types of campsites and supporting facilities provided by the Bureau will fall into three broad categories, Primitive Campsites, Group Use Sites, and Campgrounds.

B. "Primitive Campsites" are those that are rustic in nature, have one outhouse, and may include a fire ring, tent pad, Adirondack-type shelter, and picnic table. More specifically, primitive campsites:

1. are designed to be accessible by water, foot, or vehicle;
2. are comprised of not more than five individual camping cells designed for separate camping parties, with each camping cell designed for a total of not more than 12 overnight campers; and,
3. require no other construction or grading, and only minimal clearing of trees.

C. "Group Use Sites" include any areas designed for transient occupancy by camping groups primarily in tents or lean-tos. Under this definition, camping sites shall be designed to accommodate large groups of overnight visitors.

D. "Campgrounds" include any areas designed for transient occupancy by camping in tents, camp trailers, travel trailers, motor homes, or similar facilities designed for temporary shelter. Developed campgrounds will provide toilet buildings, drinking water, picnic tables, and fireplaces, showers, boat access to water, walking trails, and swimming areas.

## **12. Parking For Primitive Campsites and Other Facilities**

### **Background**

This policy is a revision of a similar policy that appeared in the 1985 *Integrated Resource Policy*.

### **Policy**

In those areas where public access roads are not permitted, the Bureau will provide safe parking accommodations at appropriate locations outside of those areas for foot or water access to primitive campsites or other facilities based on the physical capacity of the campsite or facility.

## **13. Campsite Length of Stay**

### **Background**

This is a new policy. The Bureau has, for a long time, maintained rules regarding length of stay at State Park campgrounds, the Allagash Wilderness Waterway, and Public Reserved and Nonreserved Lands. This policy allows for a variety of rules for the various campsite and campground facilities managed by the Bureau.

### **Policy**

The length of stay at campsites may be limited where the amount of public use causes concern regarding equal opportunities for all users, or where there are environmental concerns.

## **14. Campsite Fires**

### **Background**

This is a combination of an existing Lands policy (part B), a Lands rule (part C), and a consolidated policy (part A) which incorporates several existing parks and lands policies.

### **Policy**

A. Open fires are allowed: (1) in grills or fireplaces provided by the Bureau, (2) at campsites duly authorized and designated for open fire, (3) where a permit has been obtained from the Maine Bureau of Forestry, a local town office, or a town fire warden, (4) on the ice below the high water mark in the Allagash Wilderness Waterway, (5) on snow-covered ground on Public Reserved and Nonreserved Land, and (6) below the mean high tide on coastal islands open for recreation. No fires shall be left unattended.

B. Camp stoves fueled with gas or liquid fuels are allowed in any safe location on Public Reserved and Nonreserved Lands, in designated locations in State Parks, or in any location identified in management plans. Exceptions may be granted through the Special Activity permit process.

C. On lots leased from the Bureau: charcoal fires built off from the ground, attended, used in proper cooking containers, and not leaving a disposable residue or ash on the ground are permitted. Open fires in accordance with state rules are also permitted.

## **15. Swimming**

### **Background**

This is a new policy intended to emphasize the importance of the activity of swimming on many Bureau-managed parcels. Swimming is one of the most popular activities at many State Parks.

### **Policy**

Swimming is recognized as an appropriate recreational activity on Bureau lands. The Bureau will continue to provide for this activity at appropriate areas, and will work to protect important swimming resources from degradation.

A. The Bureau will continue to develop and designate swimming areas at appropriate facilities. Activities that conflict with safe swimming (including boating and boat launching, fishing and the presence of pets) may be restricted or prohibited at these designated swimming areas through rules, signs and markings in accordance with established law.

B. The Bureau may restrict swimming (by rule or posting) at specified locations within facilities, if that activity (1) presents a significant public safety or health hazard to swimmers or other visitors (currents, traffic at bridges, water quality issues, etc.); (2) significantly interferes with or prohibits other important recreational uses of the facility; or (3) creates a significant negative impact on natural plant and animal habitats, or on other important natural, cultural, or historic resources.

## **16. Watercraft Launch Sites**

### **Background**

This is a new policy intended to describe the diversity of watercraft access sites provided on Bureau-managed land, and the factors to be considered in determining the type and design of access sites. It does not apply to watercraft access sites provided by the Bureau's Public Boating Facilities Program.

### **Policy**

A diversity of watercraft access launch sites will be provided by the Bureau, ranging from hand carry launch sites for canoes and small craft, to those with gravel or dirt ramps favoring small to moderate size sporting craft, to improved launch sites with hard surface ramps and parking areas for rigs favoring larger craft. The following will be considered in determining the type and design of watercraft access launch sites: public demand, acres of water served by the site, existing water quality, land destination, type of fishing opportunities available, and compatibility with other uses allowed by the Resource Allocation System categories and with the primary uses of the area.

## **17. Surface Use of Water Bodies**

### **Background**

This is a new policy intended to identify water bodies within Bureau-managed land where certain types of watercraft may be inappropriate, and to describe the procedure for requesting that those activities be prohibited. This policy recognizes that the Dept. of Inland Fisheries and Wildlife has the authority to regulate such uses on Great Ponds.

### **Policy**

During the management plan process, the Bureau will identify water bodies where personal watercraft, racing boats, hovercraft, air boats, party boats, and other similar watercraft are inappropriate and request that the appropriate agency (Department of Inland Fisheries and Wildlife or the Land Use Regulation Commission) prohibit these activities.

## **18. Backcountry Pond Watercraft Storage**

### **Background**

This is a new policy describing the criteria by which watercraft may be stored near designated backcountry ponds on Bureau-managed land. Backcountry ponds, as defined by the Bureau, have no existing road access by two-wheel drive motor vehicles during summer months within ½ mile of the normal high water mark of the body of water, have no more than one noncommercial remote camp and its accessory structures within ½ mile of the normal high water mark of the body of water, often support cold water game fisheries, and may offer outstanding foot trail, remote camping, and scenic vista opportunities. Backcountry ponds are usually designated during the management plan process, but may be designated prior to that process for special reasons.

### **Policy**

A. The Bureau will strive to honor the traditional Maine practice which allows for storage of private watercraft adjacent to and on Bureau designated backcountry ponds, subject to the following conditions: (1) watercraft stored on backcountry ponds will be located at least 25 feet from the shoreline or from trails that are near the shoreline, and (2) the watercraft owner will be identified on the watercraft. Canoe racks that are unobtrusive and safe will be allowed. Watercraft that do not meet the above conditions, or that are decrepit, may be removed by the Bureau.

B. The Bureau may prohibit the storage of private watercraft on designated “backcountry ponds,” especially those with unique or special characteristics, those where storage of watercraft has not been traditional, or those where the storage of watercraft interferes with other appropriate uses of a pond. In those instances where private watercraft are prohibited, the Bureau may provide a limited number of watercraft for users. Decisions to allow, allow with conditions, or prohibit the storage of private watercraft on Bureau-managed land adjacent to backcountry ponds will generally be made during the preparation of resource management plans. However, there may be instances where actions must be taken prior to the development of a resource management plan.

C. Storage of watercraft on other water bodies will be considered on a case by case basis and/or when resource management plans are prepared.

## **19. Unattended Personal Property**

### **Background**

This is a new policy describing criteria and a process for removal of unattended personal property from Bureau-managed land.

### **Policy**

Any boat, tent, shelter, ice shack, or other personal property (e.g., structure or fixture) that is left unattended on any public land for more than three consecutive days without prior written authorization from the Bureau shall be deemed to have been abandoned, and the Bureau may

take custody of such property and dispose of the same in accordance with the law. For purposes of this policy, personal property shall be deemed to be “unattended” unless it is actually in personal use.

## **20. Hunting and Trapping**

### **Background**

The Department of Inland Fisheries and Wildlife has direct responsibility for laws governing activities related to hunting and trapping. The Bureau manages lands within its jurisdiction to provide safe recreational opportunities and to provide productive habitat for the species involved. Maine statute allows the Director of the Bureau of Parks and Lands to establish rules for the protection and preservation of State Parks, State Historic Sites, Submerged Lands, Public Reserved and Nonreserved Lands, and for the protection and safety of the public. Rules are adopted in accordance with the provisions of the Administrative Procedures Act (5 MRSA, sections 8001-11008). The Bureau will make additional efforts beyond those required in the APA process to contact interested organizations, when rules that concern hunting or trapping are being proposed. The following policies were created by a Bureau advisory committee charged with examination and submission of recommendations to revise such policies. The Bureau previously had rules for hunting on State Parks and Historic Sites, and hunting on Public Reserved and Nonreserved Land. The policies resulting from that effort have been revised for this document.

### **Policies**

***Hunting.*** The Bureau of Parks and Lands shall allow hunting on lands it manages when such activity is not specifically precluded by:

- deed, local ordinance, or written management policies;
- conditions deemed by the Bureau to constitute an unsafe situation or a threat to property or resources; and
- the uses are allowed by the Resource Allocation System category in which the activity is located.

Bureau managers will periodically review areas open and/or closed to hunting and provide recommendations for proposed changes. Consultation between the regional Department of Inland Fisheries and Wildlife biologist and the Bureau shall occur where wildlife resources are potentially jeopardized by hunting.

***Safety Measure Guidelines.*** To continue to provide safe recreational opportunities to all visitors, and at the same time allow a variety of activities to occur simultaneously, the following steps will be taken as time and resources permit:

1. Land on and around trails which are closed to hunting will be posted to that effect at public use access points;
2. Trail maps will be provided indicating the location of trails where the “no hunting” corridor rule is in effect;

3. Where use warrants, signs will be posted alerting users that the area is open to hunting and other uses;
4. High priority will be placed on ensuring that boundary lines are clearly identified at all areas;
5. Work areas with significant public use may be temporarily posted as closed to hunting in the interest of public safety; and
6. Other areas where the discharge of any weapon is prohibited may be posted such as picnic areas, camping areas or campsites, parking areas, buildings, shelters, or boat launch sites.

***Tree Stand Guidelines.*** The use of tree stands or ladders for hunting is regulated through the Fish and Wildlife statutes (MRSA 12, Part 10, Chapter 709, Subsection 7406.16E). By statute it is illegal to insert metallic or ceramic nails or bolts into a tree to create a permanent tree stand without the landowner's permission. Use of portable tree stands or ladders will be allowed on lands managed by the Bureau in accordance with state law and Bureau rules. Portable tree stands and hunting platforms or ladders that are not permanently attached to a tree are allowed.

Portable tree stands or ladders used in conjunction with a valid bear-bait site permit are allowed to remain in place on Public Reserved and Nonreserved Lands during the baiting season on bear but must be removed from the tree at the end of the bear baiting season.

Oral permission from the Bureau is required for portable tree stands or ladders located in organized towns when used on a daily basis. Written permission from the Bureau is required to place unattended tree stands or ladders in organized towns, for a period determined by the Bureau. Landowner permission for portable tree stands or ladders is not required by statute in unorganized towns. A written record of oral and written permissions will be kept by the Bureau.

Portable tree stands or ladders are allowed while being "attended" by the person using them. The Department of Inland Fisheries and Wildlife interprets "attended" to mean that the stand or ladder is being used on a daily basis. During days when the stand or ladder is not being used it must be removed from the tree.

***Baiting and Attractants.*** Conditions and fees for bear-baiting and the use of baits and attractants for other hunting and trapping purposes on Bureau lands may be established. Baiting and the use of attractants will be allowed on Public Reserved and Nonreserved Lands open to hunting and trapping according to the rules and regulations of the Department of Inland Fisheries and Wildlife. Baiting and the use of attractants will not be allowed on State Park and State Historic Site land.

***Trapping.*** The Bureau will allow trapping on lands it manages when such activity:

- is not specifically precluded by deed, local ordinance, or written management policies;
- does not create conditions deemed to constitute an unsafe situation or a threat to property or resources; or
- does not jeopardize other uses of the Resource Allocation System category in which the activity is located.

Permission to trap in organized towns must be requested from the Bureau and will be granted unless one or more of the above conditions exist. A record of trapping permissions granted will be kept at the regional office.. Consultation between the regional Department of Inland Fisheries and Wildlife biologist and the Bureau's regional manager will occur whenever wildlife resources are potentially jeopardized by trapping.

## **21. Fishing**

### **Background**

This is a new policy describing the range of fishing opportunities to be provided to water bodies from Bureau-managed lands.

### **Policy**

The Bureau will seek to provide a diverse range of fishing opportunities and experiences, from remote stream and shoreline to Great Ponds and coastal shoreline.

## **22. Technical Climbing**

### **Background**

This policy is a revision of a 1994 State Parks Rock Climbing policy.

### **Policy**

Technical rock and ice climbing on Bureau-managed lands are traditional activities that are consistent with the mission of the Bureau. Climbing activities are allowed on Bureau-managed lands where they do not impact significant or important natural, historic, or cultural resources or features, or conflict with other established recreation uses of the climbing area. Climbing will not be allowed on any human-made structures not specifically designed for climbing.

The following specific restrictions are exceptions to the policy:

A. *Hazard to Other Users.* Climbing is prohibited where it poses a direct hazard to, or a direct conflict with, other users. However, specific hazards have not been identified on Bureau-managed lands.

B. *Organized Groups.* Climbing schools, guide services, camp groups, and other organized groups must comply with requirements applicable to such groups. In most instances, use by groups will require a Special Use Permit.

C. *Area Closures or Restrictions.* Regional managers may close an area or portion of an area to climbing, or may restrict particular activities, by posting a written notice in locations where it will be visible to climbers, such as parking areas or approach trails. The notice will state the basis for the closure or restriction, which must include one of the following.

- 1) *Safety.* Closures or restrictions may be appropriate because of hazards to climbers or to other users and/or to prevent use conflicts. Such hazards might include avalanche

potential or the possibility of rock or ice falling from climbing areas onto roads or trails or from trails onto climbing areas. However, the Bureau will not become involved with protection of climbers from the hazards inherent in climbing. The State of Maine is immune, by virtue of the Maine Tort Claims Act and other applicable statutes, from any liability associated with climbing, and nothing in the policy or these guidelines is intended to waive any of those immunities. The Bureau is not responsible for the safety of climbers or any special measures to assure that injured climbers receive medical attention. On Bureau lands where climbing occurs, the manager will develop, within the levels of current funding and staffing, search and rescue operating procedures that address climbing accidents.

- 2) Natural Resources. Closures or restrictions may be appropriate to protect endangered or threatened plants, animals, or habitat, such as nesting raptors or seabirds, or to protect unique or sensitive natural features, such as perched or balanced rocks.
- 3) Cultural Resources. Closures or restrictions may be needed to protect historical or cultural resources such as petroglyphs or historic structures.
- 4) Visual Impacts. Restrictions may be appropriate to reduce the visual impacts of climbing activities. Examples might include restricting the use of chalk in specific areas (or requiring the use of dark chalk) or requiring the use of dull colored nylon webbing at rappel stations if the webbing is to remain in place.
- 5) Anchors. A Special Use Permit is required for use of fixed anchors (pitons and bolts). Criteria to be used to consider allowing fixed anchors include the frequency of climbing activity, the environmental risks of fixed anchors, safety, and camouflage of the anchors. Chipping rock to create holds and gluing holds onto rock is prohibited.
- 6) Avoiding Conflicts. Closures or restrictions may be appropriate to prevent conflicts with the use or management of adjoining property, or to prevent conflicts in areas that are used for particular purposes, such as high-use areas.
- 7) Carrying Capacity. Closures or restrictions may be appropriate where the demand for climbing or other uses exceeds the capacity of facilities.

The following are specific Manager/Staff responsibilities relative to the management of technical climbing:

- A. Where climbing is allowed, Bureau managers should not attempt to manage or regulate the activity, or set climbing guidelines or standards.
- B. Bureau managers should not promote or advertise this type of use through the media, or through brochures.

C. Bureau managers should ensure that climbing problems that could occur are addressed in the emergency operating procedures for the park, historic site, or Public Reserved or Nonreserved Land unit. A list of local climbers who might be able to help or advise with accidents, closures, and other problems should be kept as part of the emergency operating plan.

## **23. Trail Establishment**

### **Background**

Part A is an expansion of a policy presented in the 1985 *Integrated Resource Policy*. The remaining parts are new policies. The policies describe the variety of trail opportunities that will be provided on Bureau-managed lands, the places where they will be provided, and the types of trail experiences that will be provided.

### **Policy**

A. A variety of land trail opportunities will be provided on Bureau-managed land, consistent with other uses allowed by Resource Allocation System categories, including trails for backpacking, day hiking, bicycling, nature and historic interpretation, horseback riding, snowmobiling, cross-country skiing, all-terrain vehicle riding, snowshoeing, and canoe portage.

B. Water trail opportunities will be identified and provided at locations where suitable access, primitive campsites or campgrounds, portage trails, and takeout sites are available or can be provided.

C. Opportunities for all trail activities on Bureau-managed land at appropriate locations will be available geographically throughout the state. However, opportunities for all trail activities will not necessarily be provided on a single Bureau parcel.

D. A variety of trail experiences will be offered on Bureau-managed lands ranging from those that are short and easy to those that are longer and may be more challenging. Trails will be described on maps, signs, or in brochures according to length; elevation changes; steepness of terrain; scenery; presence of bogs, streams, rivers, and lakes; presence of unusual plant communities where appropriate; connections with other trails; and other similar characteristics.

E. Suitable trail maps or brochures indicating trail locations and providing descriptions will be provided for as many Bureau-managed parcels with developed trail systems as feasible.

F. Criteria to be considered by the Bureau when evaluating lands for trail use shall include:

- documented need and demand for use
- safety
- environmental and wildlife impacts
- compatibility with other uses
- local ordinances or deed restrictions
- trail maintenance issues
- enforcement issues

## 24. Bicycling

### Background

This is an expansion of an existing State Park and Historic Site rule. Bicycling was not addressed in the 1985 *Integrated Resource Policy*.

### Policy

Bicycling shall be permitted on Bureau-managed land where it is compatible with other uses allowed by the Resource Allocation System.. Specific guidelines will be established to ensure safety, control erosion, and provide a variety of riding terrain for users.

Trail Establishment. (see "criteria" on page 60, section F)

## 25. Horseback Riding

### Background

This is a summary of existing Bureau policy that has been in place for State Parks and Historic Sites, now modified for application to the entire landbase. More specific guidelines can be found in the *Operation Manual for State Parks and Historic Sites*. This subject was not addressed in the 1985 *Integrated Resource Policy*.

### Policy

Horseback riding shall be permitted on Bureau-managed land where the activity does not conflict with other uses allowed by the Resource Allocation System. As management plans are developed, specific guidelines shall be established to ensure safety, control erosion and provide a variety of riding opportunities. Until management plans are adopted or updated the following shall apply:

A. Public Reserved and Nonreserved Lands. Horses shall be allowed on public access and management roads signed as open to such use, on designated trails, and in other areas as they are developed.

B. State Parks and Historic Sites. Area managers should strive to accommodate horseback riding whenever possible keeping in mind the safety of other park users and the protection of the park resource.

C. Trail Establishment. (see "criteria" on page 60, section F)

## 26. Snowmobile Trails

### Background

A. is an expansion of a policy from the *Integrated Resource Policy*, B. is a new policy, and C. is a new policy incorporating criteria used by the Bureau's Off-Road Division and Resource Allocation System language. It addresses snowmobile use on designated trails and in areas not

designated for other uses, distance separation from other types of trails, and designated crossings over frozen water bodies.

### **Policy**

A. Snowmobiles are permitted on designated trails and in areas not designated for other uses where the activity does not conflict with the allowed uses of the Resource Allocation System categories, where allowed by statute or deed.

B. Wherever possible, snowmobile and cross-country ski trails will be separated in distance so that the sound of snowmobiles is minimized for those using cross-country ski trails.

C. The Bureau will designate snowmobile trails on frozen water bodies of sufficient size or depth to ensure safety following guidelines prepared by the Off-Road Division. In general, frozen water body designated crossings will not be allowed unless (1) there is no practical way to go around a given body of water via land or an existing bridge, (2) it is not economically feasible or geographically possible to construct a bridge, and (3) the continuation of the trail is critical to the overall trail system to enable people to travel from one place to another and for continuity of the trail system. A designated frozen water body crossing must also be consistent with other uses allowed in the Resource Allocation System category in which it is located.

D. Trail Establishment. (see "criteria" on page 60, section F)

## **27. All-Terrain Vehicle Trails**

### **Background**

The use of all-terrain vehicles on Public Reserved and Nonreserved Lands was “limited to administrative purposes and to extraordinary situations” in the 1985 *Integrated Resource Policy*. All-terrain vehicles were allowed at selected State Parks on an experimental basis since enactment by the Legislature of the All-Terrain Vehicle program in 1986.

Creation of an all-terrain vehicle policy for all Bureau-managed lands was mandated by the State Legislature in 1997. An advisory committee was created by the Bureau in 1998 to develop an all-terrain vehicle policy, consistent with the legislative mandate. The following policy is an amendment to the policy created for the Bureau by the all-terrain vehicle advisory committee.

### **Policy**

#### **A. Public Reserved and Nonreserved Lands**

1. Recreational use of All-Terrain Vehicles (ATVs) shall be allowed on gravel roads designated for such use by the Bureau. All gravel roads shall be so designated, except those located on Public Reserved and Nonreserved Lands that are surrounded by privately-owned lands over which the transportation of ATVs is prohibited, those deemed unsuitable for ATV use by the Bureau due to environmental or safety concerns or incompatibility with other uses, and those located in areas allocated as Special Protection

Natural or Historic/Cultural Areas and Backcountry Non-mechanized Areas. Gravel roads in areas allocated for Special Protection Ecological Reserves and Remote Recreation shall be designated only when the road segment is open for use by all public vehicles or meets the three criteria listed under A.2.

2. Off-road ATV use shall be allowed only on trails designated for such use by the Bureau. Designation of ATV trails shall be considered during the management planning process or upon request. Designated trails may be allowed in areas allocated for Special Protection Ecological Reserves or Remote Recreation Areas when all of the following criteria are met:

- no feasible alternative exists
- no significant impact on protected resource values will occur
- the designated trail will provide a crucial link in a significant trail system

B. State Park Properties

1. Roads and trails within State Parks shall be closed to ATV use unless they are part of a trail system designated for such use by the Bureau. Proposals for ATV use on additional roads and trails will be considered by the Bureau upon request. Roads and trails within unstaffed State Park properties shall be reviewed by the Bureau and considered for ATV designation.
2. ATV use on abandoned rail lines owned by the Bureau and purchased through the Maine Department of Transportation (MDOT) as transportation enhancement projects under the "preservation of abandoned railway corridors" criteria will be determined in cooperation with MDOT and appropriately designated.
3. ATV use at Special Protection Natural Areas and Historic/Cultural Areas, and Backcountry Non-mechanized Areas, is prohibited.

C. Trail Establishment. (see "criteria" on page 60, section F)

## **28. Shared Use and Multi-Use Trail Opportunities**

### **Background**

Shared use and multi-use trail opportunities were not addressed in the 1985 *Integrated Resource Policy* or by any State Park or Historic Site policy. This policy defines the two trail opportunities and the application of "shared use" signs, while clarifying the Bureau's role in providing a variety of trail use opportunities.

### **Policy**

- A. Shared use is defined as two or more activities using the same trail at the same time. Multi-use is defined as two or more activities occurring on the same trail at different times of the year.
- B. The Bureau prefers a positive approach that indicates which roads and trails are open to ATVs, rather than those that are closed. Since many gravel surfaced roads will be open to passenger vehicles, ATVs, horses, and bicycles, a simple "Shared Use" sign will be displayed at

appropriate locations. At trailheads or intersections, where only one specific use is allowed, the appropriate sign for that use will be posted.

C. The Bureau will work with trail organizations and others to provide a variety of shared use and multi-use trail opportunities consistent with uses allowed by the Resource Allocation System categories, and compatible with protection of natural, cultural, and historic resources.

## **29. Harvesting Near Trails**

### **Background**

This policy is a renewal of a similar policy that appeared in the 1985 *Integrated Resource Policy*. A standard 200 foot corridor which appeared in the 1985 policy is deleted from this policy.

### **Policy**

To protect trail environments, a designated corridor should be maintained in which harvesting will be designed principally for aesthetic purposes, including view enhancement, except for the removal of blowdowns and hazards. Each harvest will be coordinated with the Bureau's Recreation Specialist during the harvesting prescription review process and will, as a minimum, adhere to Class I Visual standards.

## **30. Trail Connections**

### **Background**

This new policy provides for the Bureau to work with others where appropriate to connect trail systems on Bureau-managed land with trail systems on nearby private or public land.

### **Policy**

The Bureau will work with landowners, organizations, clubs, and others to provide connections between both land and waterway trails on State Park and Public Reserved and Nonreserved Lands and, where appropriate, on adjacent private and public land. Landowner approval will always be sought and received before planned connections are approved.

## ***E. TIMBER AND RENEWABLE RESOURCES***

### Policies for Management of Timber and Renewable Resources

- 1. General**
- 2. Forest Regulation**
- 3. Timber Management Program**
  - A. Site Suitability**
  - B. Requirements for Diversity**
  - C. Silvicultural Systems**
  - D. Location and Maintenance of Log Landings**
  - E. Environmental Safeguards**
  - F. Organizational Safeguards**
- 4. Integration Requirements**
- 5. Silvicultural Investment Strategies**
- 6. Regeneration**
- 7. Forest Protection**
- 8. Economic Analysis**
- 9. Work Program**
- 10. Monitoring and Control**

# 1. General

## **Background**

The forests managed by the Bureau of Parks and Lands are distributed throughout the entire state and reflect nearly all of Maine's physiographic conditions and forest cover types. Most of the tracts managed by the Parks division were acquired through gifts and purchases and have been under state management for several decades. The acres under Lands' management are distributed primarily throughout the northern two-thirds of Maine, and most have been acquired since 1975 in trades with industrial and large private non industrial landowners.

State statute directs that State Park properties be managed to provide public recreation opportunities and to protect natural resources. The statute also directs the Bureau to manage forested areas within State Parks to preserve their natural, recreational, and scenic qualities. Timber harvesting is restricted to operations producing wood for improvement of wildlife habitat, reduction of risk from insect, disease, or fire, enhancing aesthetic or recreational values, or demonstration forests. Other than the small portions developed for recreation facilities, many State Park parcels have had little or no timber management intervention since acquisition, though on some State Parks regular timber harvests occurred as recently as the 1960s. State Parks often hold fully stocked stands of maturing trees in an even-canopied forest with little vertical diversity but sizable stocking of large stems. As many of these acres had been cut through several times during the 1900s the stands generally are not extremely old and the process of decadence and natural stand replacement, inevitable on lands where trees are not cut, has been occurring only on a small proportion of Parks' properties. When this process becomes more widespread the forests will see change at a much more rapid pace than has been the case in recent decades. This may become a concern for some Maine people, while others view it as a desirable natural process.

Nearly all of the area under Lands management is Public Reserved Land; either original Public Lots or larger parcels acquired in trade for those lots. Some acquisitions had been heavily cut over prior to these trades and still remain under stocked, though 10 to 20 years' growth has improved the situation. However, most other acres are well-stocked with trees of good quality. Bureau harvests since the mid-1980s budworm salvage era have concentrated on removing the lower quality and high risk trees to allow the better trees to have room to grow. This has produced a forest resource with abundant opportunity for growing large, healthy, high-value trees. Timber management on these acres will continue to improve overall forest quality, looking to produce high value products through the growth of large trees while maintaining the forest in a condition that retains the nontimber values and resources desired by Maine people.

*Establish and Maintain Diversity.* Management will strive toward establishing and maintaining forest conditions necessary to achieve overall landscape goals (see B.1, Requirements for Diversity, page 68). This will be done on both a landbase-wide and sustainable harvest unit basis, in order to sustain the health and vitality of the natural environment for Maine's many wildlife species and to ensure a sustained yield of commercial forest products.

## **2. Forest Regulation**

### **Background**

In the 1985 *Integrated Resource Policy*, area regulation was chosen as the most practical way to achieve forest regulation. With increased inventory information and a need to more precisely determine sustainable harvest levels, the Bureau now proposes to use a combination of volume control and area control, and to calculate those harvest levels on smaller units than each of the three regions. Forest regulation deals with the structuring of commercial forest resources to meet program objectives for the diversity of age classes and species, and the establishment of sustainable harvest levels. As added benefits, such regulation considered on a wide-area basis can also maintain habitats suitable to sustaining viable populations of all native plant and animal species, and can produce a healthier and more vigorously growing forest.

### **Policy**

The Bureau will employ a combination of volume control and area control to achieve forest regulation. Up to the present an area control system has been used, with long-range planning considering the entire regulated acreage to determine how much area was to be operated each year in each major forest type. As more precise volume and stand structure information is produced by the current Bureau forest inventory, harvest operations can be planned to target those species and size or age classes where a removal of some trees will produce the desired stand characteristics. Based on compartment examinations, operations will focus on those stands where harvesting is desirable to meet Bureau management objectives. Under area control, the annual sustainable harvest will be a percentage of the landbase, based on rotation age for single-aged management and cutting cycle for multi-aged management. Inventory information will ensure that the harvests remove appropriate volumes, species, and diameter classes for long-term sustainability and quality.

The sustainable harvest will be calculated separately on about 15 segments (sustainable harvest units, see Glossary) of the overall landbase, with groupings made to combine nearby parcels with similar biophysical conditions and growth patterns. These groupings will be done using the results of the inventory, and will offer managers the flexibility to tailor harvest levels to landbase characteristics. The base calculations will include only regulated forest acres, those areas where timber is either the dominant use or where timber harvesting is a regular though secondary part of the management. These secondary areas - deer wintering areas, for example - may require modification of sustainable harvest calculations to reflect the dominant use. When possible during unit planning, unregulated acres will be identified and a sustainable harvest calculated for them at a rate lower than used for the base calculations.

## **3. Timber Management Program**

### **Background**

This document supplies more details on many of the timber management practices, while retaining the necessary flexibility for field staff to adjust to varying conditions. Significant changes from the 1985 *Integrated Resource Policy* include the following:

- developing wide-area plans, and integrating the traditional stand-level decision-making into the objectives for much larger forest areas
- changes in description and management of various forms of old growth forest, including a definition in keeping with that used by the Maine Natural Areas Program
- a new paragraph on whole tree harvesting
- the proposal to replace the standard even- and uneven-aged terminology with single-aged and multi-aged, as being more descriptive of how management is actually done.

## **Policy**

To achieve both the general and specific goals outlined in the preceding pages and to respond effectively to existing forest conditions, the Bureau's timber management program will include the following elements.

A. *Site Suitability.* The Bureau will attempt to manage the composition of stands according to optimum site requirements for individual tree species, considering both biological and commercial factors. Where species and sites are mismatched, the Bureau may direct management to reestablish more suitable species.

B. *Requirements for Diversity.* For both silvicultural and ecological purposes, the Bureau will maintain or enhance conditions of diversity on both a stand and wide-area (landscape) basis. The Bureau will manage for the full range of successional stages as well as forest types and tree species, consistent with site capability. The objective will be to provide good growing conditions, retain or enhance structural complexity, maintain connectivity of wildlife habitats, and create a vigorous forest more resistant to damage from insects and disease.

1. Wide-area plan. The Bureau will develop plans to ensure that the requirement to establish and maintain diversity (see section 1. General) is implemented at the wide-area level, and that stand-level prescriptions are designed to meet wide-area level diversity objectives in addition to other objectives. This plan will identify objectives for the frequency, area, and spatial and temporal distribution of successional stages, with particular attention paid to maintaining an adequate area in mature forest of mid and late successional character. How much area is "adequate" will be addressed in forest management planning (see section 9. Work Program). These objectives will include the entire landbase, not just the regulated acres.

2. Stand size and distribution. Much of the forest cover on Bureau-managed land is comprised of relatively small and varied stands of timber, and where timber management is appropriate the forest will be managed to continue this variability. As a long-term goal, single-aged stand size will be no larger than 150 acres, except where nontimber objectives make a larger continuous type desirable. (At present the average stand size is about 40 acres on Lands' forest.) By contrast, stands under multi-aged management may be more extensive in size, as the desired age, size, and species diversity will occur throughout the stand.

3. Retention of Den Trees and Snags. In accordance with the Bureau's Wildlife Guidelines, in riparian areas all existing den trees will be retained, and a minimum of one den tree per acre on average will be retained in upland areas. In both areas a minimum of one potential den tree per acre on average will be retained. Consistent with operator safety and wildfire considerations, all existing snags will be retained, and rough or cull trees should be retained at a minimum average of two per acre to provide future snags and downed woody debris.

4. Retention of primary forest and old-growth. Old-growth trees are recognized in two contexts, first as old-growth stands and second as individuals or groups of very old trees within otherwise younger stands.

4.a. Primary forest. Forest areas which have no discernible evidence of human-caused disturbance should be retained unaltered and allocated to Special Protection. Depending on where a particular primary forest is along its stand replacement sequence, it may or may not fit the definition of old-growth.

4.b. Old-growth stands. These are stands in which the majority of the main crown canopy consists of long-lived or late successional species usually 150 to 200 years old or older, often with characteristics such as large snags, large downed woody material, and multiple age classes, and in which evidence of human-caused disturbance is absent or old and faint. These stands will generally be within ecological reserves or will be allocated to Special Protection.

4.c. Old-growth component. This describes the individuals or groups of very old trees making up a minority component of stands. These trees are important in maintaining an ecological continuity in stands undergoing timber management, enabling these stands to retain many of the functions of true old-growth stands while producing the timber and habitat benefits of managed stands as well. A portion of this older component should be retained where encountered in most cases, particularly in riparian zones, and will often fulfill the den tree/snag requirements of c, above. This would mean growing the largest/oldest trees consistent with species and site, with temporary set-asides within the managed areas. Some trees will be retained to develop into large snags while others, sound and high quality, will be grown to large size to yield top value forest products. In stands not having these older trees, management should as a general rule strive to retain suitable trees which will eventually provide this function.

4.d. Identifying old-growth. Bureau field personnel should be alert when examining forest land for any trees, individually, in groups, or in stands, which appear older and/or are larger than those most commonly encountered, and take steps to ascertain approximate ages. Where these older/larger trees form stands, the examination should include an estimate of most recent human-caused disturbance. Very old stand with little or no such evidence should be set aside. Evidence of major human-caused disturbance, or finding that the old trees are insufficient to form a stand, would probably result in the older trees being managed under the old-growth component strategy. The Bureau should also identify stands with mature components of long-lived tree species, ideally near or adjacent to existing old-growth, to provide connectivity of habitats for plants and animals which benefit from this forest condition.

5. Herbaceous seeding. Stream crossings, areas of high erosion potential, and other areas of major soil disturbance will be seeded with grasses and legumes for erosion control, consistent with recommendations found in the most current BMPs (best management practices) for water quality. Seeding may also be done to create or enhance wildlife habitat, as discussed in the Wildlife section of this document. Seed mixes containing mostly or totally native species will be favored when available in sufficient quantity at reasonable cost.

6. Whole tree harvesting (WTH). This refers to timber harvests where the entire trees are yarded and the limbs and tops are either transported off site (typically as fuel chips) or left roadside. Where the entire stand is removed, WTH has the potential to cause deficiency of some essential nutrients when done on infertile sites. The practice can also increase the practicality of early thinnings to enhance the growth of the highest quality trees in a stand. The Bureau will avoid whole stand WTH on infertile sites except where site conversion to nonforest is planned, such as a road or trailhead parking. Where trees are yarded limbs-on, the Bureau may require

that the limbs and tops be carried back into the stand providing it can be done without undue damage to the residual trees.

C. *Silvicultural Systems.* A stand will be considered single-aged when its tree ages are all relatively close together or it has a single canopy layer. Stands containing two or more age classes and multiple canopy layers will be considered multi-aged. Bureau management will manage both single- and multi-aged stands consistent with the objectives found in the lead paragraph of "Requirements for diversity," above, and on most acres will maintain a component of tall trees at all times. Silvicultural strategy will favor the least disturbing method appropriate to stand conditions and consistent with landscape level goals, and will usually work through multi-aged management.

1. Single-aged management. The Bureau may employ single-aged management for those early successional or boreal tree species which naturally regenerate through complete stand replacement, and for other species which due to site, age, insect/disease, or low vigor are poor risks to leave on site. Clearcutting, as defined in the State Forest Practices Act (FPA), will be reserved for special situations, such as salvage removals and regeneration of certain intolerant hardwood species. Clearcuts will be no larger than 20 acres, unless a documented need exists for reasons consistent with those specified in FPA for large clearcuts. Layout of clearcuts would be done to minimize aesthetic impact, following natural features where possible, and to retain connectivity of wildlife habitat.

2. Multi-aged management. Multi-aged management will utilize two basic strategies. The first is a form of the shelterwood system which will retain tall trees on site at all times. In this shelterwood with reserves, an initial harvest will be intended to establish or release regeneration. This "seed cut" may be preceded by a "prep cut" to increase vigor on the best trees. Once regeneration is established, all or part of the remaining overstory is then removed in several subsequent harvests. These reserve trees may be retained through most or all of the time while the next stand grows to maturity, and in some cases will never be harvested, becoming old-growth component and then large snags. Where the reserve trees are too sparse to provide much ecological function as an overstory, the stand will be considered as single-aged. The second strategy employs single tree or group selection harvests, and the removals will be done so as to ensure that residual stands have stocking, species, and quality capable of sustaining re-entry at ten to thirty year intervals.

D. *Location and Maintenance of Log Landings.* Log landings will be set back from all roads designated as public use roads. Off-road yarding may be preferable along all gravel roads, but the visual intrusion of roadside yarding must be balanced with the increased soil disturbance and loss of timber-producing acres resulting from off-road yards and access spurs. All yard locations and sizes will be approved by Bureau staff prior to construction, with the intention of keeping the area dedicated to log landings as small as feasible. At the conclusion of operations, all log landings where there has been major soil disturbance will be seeded to herbaceous growth to stabilize soil, provide wildlife benefits, and retain sites for future management needs.

E. *Environmental Safeguards.* All timber harvesting and road construction, including the layout of skid trails, will be conducted in conformance with all regulations and the appropriate water quality BMPs, and in a manner designed to maintain residual stand integrity and quality. As an

example, during job closeout, waterbars or other erosion control mechanisms will be installed as needed on roads and trails, with herbaceous seeding as appropriate for soil stabilization.

F. *Operational Safeguards.* Timber sale contracts will address all areas of concern, and regional staff will enforce compliance to the greatest degree practicable through operational and post-operational inspections. Prior to commencing an operation, Bureau staff will brief the contractor (and foreman and cutting crews if possible) on silvicultural and operational objectives, mill specifications, appropriate logging equipment and timing of use, avoidance of residual stand damage, and inspection procedures, including a detailed review of the Bureau crew inspection form. All harvest and post-harvest inspections will include completed forms and/or a written report, evaluating the quality of operations compared to contract requirements, and attainment of management objectives as stated in prescriptions.

## 4. Integration Requirements

### Background

In this table, the Critical Areas category is replaced by Threatened and Endangered Species. The recreation component is made less prescriptive as the Recreation section of this revised document covers that area. The Soils/Geology section has been expanded in appropriate areas to address this issue.

### Policy

Following is a summary of integration requirements, outlining constraints on harvesting of timber, first where timber is the dominant use and then where it is a secondary use. Timber management is allowed as a secondary use in all areas not timber-dominant, unless specifically excluded by natural resource hierarchy category or by management decision.

<i>DOMINANT USE</i>	<i>CONSTRAINTS ON TIMBER MANAGEMENT</i>
Timber	Maintain stand sizes, den trees and snags, as recommended in the Bureau Wildlife Guidelines; avoid significant visual disturbance in areas of significant public use; take all appropriate measures to ensure against soil erosion and watercourse siltation; develop transportation plans and harvest schedules to ensure orderly management of the forest resource, including access and management of timber-dependent wildlife areas.
Wildlife	Timber management in riparian buffers will employ the selection system, retaining all den trees and snags consistent with operator safety. In other wildlife-dominant areas where timber management takes place, it will be done to enhance the wildlife values.
Recreation	In developed facilities such as campsites, cutting of timber will be done for safety reasons and as needed for the development. In other recreation areas, timber management will be done so as to maintain or enhance (opening up views) the recreation experience.
Visual Resources	In visual class I, timber harvesting will be done so as to retain the appearance of undisturbed forest to the casual observer. In visual class II, signs of harvesting may be visible but will not be intrusive.

Soils/Geology	Soils/geology are not “dominant uses” in the hierarchy, so this paragraph applies for all Bureau timber management. Operations will seek to avoid erosion and siltation, and to minimize soil disturbance, by appropriate road construction and maintenance, use of harvest technology matched to soil/site characteristics, and frozen-ground harvesting on wet sites or those with high erosion potential.
Threatened & Endangered species	Timber harvesting will comply with all Federal and State regulations concerning listed threatened and endangered species, and species of special concern. Compartment exams/prescriptions and any subsequent timber sale planning will research the presence of these species and manage accordingly.

## 5. Silvicultural Investment Strategies

### Background

This was formerly titled “Forest Improvement Practices,” and was changed to keep this section discrete from commercial timber harvesting. A general objective of all harvesting is improvement of the forest.

### Policy

Throughout its management program, the Bureau may invest in cultural treatments that will improve the growth and quality of commercial timber and/or structural diversity and wildlife habitat.

A. *Timber Stand Improvement.* Where economic analysis favors the practice, the Bureau will undertake various timber stand improvement projects, including commercial and precommercial thinnings, spacing, release cuttings, pruning, and the application of herbicides. These will be aimed at ensuring survival and maintaining growth on quality stems of high value species.

B. *Species Modification.* Where timber species become established on sites where they are not well suited, the Bureau may choose to rehabilitate the stand by replacing it with one consisting of other native species better suited to the site conditions. This practice will be limited to better than average sites and to cost-effective opportunities.

C. *Herbicides.* Generally the Bureau will avoid the use of herbicides in its timber management, seeking instead to accomplish management goals by silvicultural design. However, where there is no feasible alternative to herbicide treatment, the Bureau will use those agents and application procedures with the greatest target specificity, and least non target impact. All such activities will be coordinated with the staff Wildlife Biologist.

## 6. Regeneration

### Background

This policy remains unchanged from the 1985 *Integrated Resource Policy*.

## **Policy**

The Bureau will normally regenerate stands naturally, taking advantage of appropriate silvicultural practices to reduce the need to invest in planting and pesticide use. Harvest areas where regeneration is a primary objective will be checked within two growing seasons to determine success rates for the establishment of desirable seedlings. Where failure has occurred, artificial regeneration will be undertaken, consistent with site quality and cost-effectiveness. In salvage operations where the removal of merchantable material may result in a lack of natural regeneration, prescriptions will include a plan and cost-analysis for artificial regeneration as part of the justification for salvage.

## **7. Forest Protection**

### **Background**

This policy remains unchanged from the 1985 *Integrated Resource Policy*.

### **Policy**

Within its overall management program, the Bureau will attempt to protect the forest resource against loss or damage due to insects, disease and fire.

A. *Insects and Disease*. The Bureau will apply an integrated approach to insect and disease protection in the following order of priority, coordinating its efforts with other agencies of government having specific technical expertise in such matters.

1. Silvicultural control will utilize silvicultural and management practices to manipulate forest conditions and minimize any potential need for pesticide use.
2. Biological control will utilize applications of biological preparations, which include Bt and other predators and parasites.
3. Chemical control, the final line of defense, will utilize the application of target-specific chemicals and application procedures in accordance with all applicable laws and safety requirements.

B. *Fire*. Protection against wildfire will be accomplished primarily by silvicultural and other management practices. Salvage operations will remove dead and dying trees posing a wildfire threat, while respecting guidelines for retention of den trees and snags for wildlife. Handling of slash will be done so as to reduce the potential threat of this wildfire fuel source. Fire prevention, presuppression and suppression activities will be coordinated with the Maine Forest Service Forest Fire Control Division.

## **8. Economic Analysis and Marketing**

### **Background**

In the 1985 *Integrated Resource Policy* this section stated that "...the Bureau will favor instate markets wherever they provide outlets for equivalent products." Recent developments have brought questions about whether this remained appropriate or necessary. Several large Maine mills have been purchased by out-of-state owners, resulting in free back-and-forth flow of

unprocessed wood between the instate and out-of-state facilities of these owners. Also, the global economy and free-trade agreements make the appropriateness of the former policy uncertain.

### **Policy**

All components of the timber management program will be subject to economic analysis in order to achieve stated program goals in a cost-effective manner, and to demonstrate the viability of pursuing multiple use management objectives within the context of commercial forestry. The Bureau will also seek the highest utilization in marketing forest products, while capitalizing on markets for low quality products as a means for improving the general quality of the forest resource. The Bureau will continue to favor sales to Maine mills where these markets are equivalent or superior to out-of-state markets.

## **9. Work Program**

### **Background**

While very similar to this section of the 1985 *Integrated Resource Policy*, the present document includes wide-area planning as part of the forest management planning. The timber management paragraph has added the concept of working through the contract procedure to ensure the continued availability to the Bureau of high quality logging contractors.

### **Policy**

The general program of work during the term of this policy will include the following:

A. *Unit Planning*. Continue unit planning on all consolidated units, to include transportation planning, use allocations and coordination, and assessment of related timber management activities.

B. *Forest management planning*. This will involve development along three lines:

- establishing wide-area and stand level forest condition goals on both Bureau-wide and sustainable harvest unit bases;
- developing silvicultural and harvesting standards, taking into account the wide-area/forest condition goals, for use in compartment exams, prescription reviews, and harvest inspections; and
- implementing and maintaining an overall program record keeping system including boundary lines, title information, aerial photography, maps, Geographic Information System (GIS) data, timber inventory and management activities, and the means for tracking the biological and financial impacts of management. This will begin with development and implementation on a representative sample of a system for tracking these biological and financial impacts.

C. *Inventory*. Complete the inventory analysis prior to the end of the year 2000, and use the results to refine and monitor the sustainable harvest system and to monitor forest condition. Design a methodology for re-inventory, and implement it in timely fashion.

D. *Timber Management*. Conduct a timber management program including sustainable harvest level calculation, compartment examination and prescription, and where prescribed, timber sale preparation, layout, administration, closeout, and accounting. Seek appropriate ways to develop long-term timber harvest contracts, to help ensure continuity of high quality operations.

E. *Investment Guidelines*. Develop investment guidelines for resource management activity and protection programs, and employ the guidelines to help prioritize activities.

F. *Work Planning*. Conduct project work planning on an annual basis to include projected budget levels and forest product market conditions.

G. *Training and Education*. Conduct and/or encourage training and education for Bureau staff and field personnel, ensuring that information from all staff specialists is fully disseminated.

## **10. Monitoring and Control**

### **Background**

The language in this section is mostly that of the “Monitor and Control” section found on page 10 of the 1985 *Integrated Resource Policy*. The paragraph on the Silvicultural Advisory Committee is new, covering an implemented proposal of the earlier document.

### **Policy**

(See page 9 for the Bureau’s overall policy on Monitoring). Overall responsibility for the timber management program on Bureau lands will reside with the regional managers, acting under the authority of the Director. They will participate in all planning, review, and inspection activities and hold primary responsibilities for the conduct of annual compartment examinations and implementation of program activities. Staff specialists will provide such technical assistance as may be necessary and will participate in the review of ongoing and completed projects, planning and development efforts, and compliance with standards, policies, and applicable Federal, State and local ordinances. Included among the means for monitoring program performance will be:

A. *Inspections*. To maintain an active and supportive field staff/specialist relationship, operational and site inspections covering the full spectrum of management activities will be conducted jointly on a regular basis.

B. *Compartment Examinations*. Compartment examinations will be designed as general resource analyses, and will reflect careful consideration of all resource values. Staff specialists will participate in all compartment examinations which appear to offer significant opportunities for use or development in their areas of expertise, or appear to require special coordination of resource activities. Reports of findings and recommendations will be developed, and considered under full staff review when major operations or project developments are anticipated.

C. *Silvicultural Advisory Committee*. This group was assembled as part of implementation of the 1985 *Integrated Resource Policy*, and includes members with expertise and long experience in timber management, wildlife, and environmental issues. The committee meets annually for a

two-day field trip designed to look at recent and older silvicultural activities conducted by the Bureau, and at areas where current conditions make the best future course of management uncertain. Minutes of the field discussions are prepared and circulated to committee members and Bureau field staff, to be employed in refining management techniques.

D. *Third Party Audit.* The Bureau will evaluate the various available audit programs, and will select the programs most compatible with assessing management of the type mandated by statute and Bureau policies. The Bureau will then undergo third party audit using this system(s).

## **VIII. ADMINISTRATION**

### **A. SPECIAL USES**

#### **Background**

The Special Use Policy recognizes the varied uses and demands upon Bureau-managed lands, and their related impacts upon the resources. Such activities include, but are not limited to, commercial and noncommercial use, and uses by governmental and quasi-governmental entities. This Policy provides guidelines related to such use of state-owned resources.

#### **Policy**

The Special Use Policy allows for a variety of uses, both exclusive and nonexclusive, to take place on Bureau administered lands, provided they meet the following conditions:

- The activity is statutorily within the allowable uses and authority as outlined in Title 12, Sections 1816, 1838, and 1852.
- It is sufficiently demonstrated that the activity will have minimal adverse impact upon any natural, geological, historical, cultural, fisheries and wildlife, recreational, or visual resources.
- The activity is approved in advance by lease, permit, or revocable license when exclusive use is requested or necessary to the activity, including the request to store personal property upon the premises.
- Fair compensation is provided and/or a public benefit is demonstrated in the granting of exclusive rights and privileges.
- There is minimal disruption to regular or normally recurring patterns of public use, and the number of persons involved does not exceed the carrying capacity for that specific area.
- The activity is consistent with Bureau rules, and otherwise conforms to all applicable municipal, county, state, and federal ordinances and regulations.
- The activity does not cause an undue administrative or operational burden upon the Bureau, including considerations pertaining to staffing, budget restraints, and maintenance.
- Permittees, Licensees, and Lessees agree to indemnify the State of Maine against any and all claims arising from its activities on the property.
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## **B. ACCESS BY PERSONS WITH DISABILITIES**

### **Background**

The Bureau of Parks and Lands is committed to ensuring that the types of recreational, educational, and cultural opportunities available at State Parks, State Historic Sites, and Public Reserved and Nonreserved Lands are accessible to all people, including those with disabilities. In this commitment, the Bureau is guided by existing state and federal laws relating to access and nondiscrimination: Section 504 of the Rehabilitation Act, the Americans with Disabilities Act, the Architectural Barriers Act, and the Maine Human Rights Act.

In providing access for those with disabilities, the Bureau affirms existing requirements of law that facilities and programs be accessible to the maximum extent providing that there is not undue financial or administrative burden. The Bureau also affirms that access for those with disabilities applies to structures, other aspects of the system's physical plant, communications, programs, and making reasonable accommodations, on an individualized basis, when such accommodations are requested.

Access to facilities owned and managed by the Bureau of Parks and Lands affects two groups of people - those who visit State Parks, State Historic Sites, and Public Reserved and Nonreserved Lands, and those who are employed at these facilities. For visitors, the Bureau's first priority will be to provide accessible parking, rest rooms, and paths of travel at all existing State Parks, State Historic Sites, and Public Reserved and Nonreserved Lands; new facilities will be constructed according to applicable access standards. In addition, the Bureau will make printed materials available in alternative formats, maintain a TTY in the Augusta office, provide thorough information about specific accessible facilities, and develop a policy, procedures, and training for responding to requests for accommodations by people with disabilities. For employees, the Bureau will not discriminate on the basis of disability and will provide reasonable accommodations requested by qualified employees with disabilities.

### **Policy**

*Day Use Areas.* At day use areas, the Bureau will ensure that all individuals with disabilities have access to parking, rest rooms, and paths of travel to important features and the area's significant resources. At a beach park, for example, access for those with disabilities will be provided to the beach as well as to picnic tables near the beach. Full accessibility of all day use areas may not be financially possible, but the Bureau will explore all available alternatives for providing access to as many features as possible. When programs, such as nature walks, are offered, every effort will be made to conduct as many of them as possible in accessible locations and to make reasonable accommodations for people with disabilities who attend these programs.

*Campgrounds.* Developed campgrounds will follow the same guidelines as presented for day use areas for accessible parking, rest rooms, and paths of travel. Accessible campsites will be distributed throughout the campground area. Facilities and programs associated with developed campgrounds such as beach access, amphitheaters, boat ramps, and interpretive programs will also be accessible to those with disabilities.

*Historic Sites.* State Historic Sites and other historic features will follow the same guidelines as presented for day use areas for accessible parking, rest rooms, and paths of travel. In instances where access for those with disabilities can be achieved only by a physical alteration to a historic property that would threaten or destroy its historic significance, alternative methods of achieving accessibility that do not result in undue financial or administrative burden to the Bureau (e.g., audio/visual presentations) will be implemented.

*Backcountry and Remote Recreation Areas.* As stewards for Backcountry and Remote Recreation Areas, such as the Allagash Wilderness Waterway and designated areas within Public Reserved and Nonreserved Land units, the Bureau is committed to protection of resources and features for the enjoyment of future generations. All individuals, including those with disabilities, have the right to have access to similar opportunities. Accessible campsites will be developed and information made available regarding accessible areas. The Bureau will make reasonable accommodations to facilitate the use of wilderness areas by people with disabilities without altering the unique qualities of the area.

*Undeveloped Areas.* Most undeveloped state park and historic site parcels are not staffed. The provision of access and facilities for the disabled to these areas will not be a priority until they are developed.

## **C. TRANSPORTATION**

### **Background**

The Bureau provides vehicular access to many of the lands it manages for public recreational use and to facilitate a wide range of management activities and needs. Planning for transportation and access include consideration of public access and recreation requirements, commercial harvesting and reentry schedules, wildlife habitat, and fire suppression.

### **Policy**

The Bureau will incorporate the following types of roads into its transportation system: (1) public use roads, (2) forest management roads, and (3) service roads.

*Public Use Roads.* These are roads specifically designed for public use, and will be either gravel or paved. Travel routes will be designated in park or unit plans for general access for such things as sightseeing and wildlife observation, as well as for access to developed campgrounds and day use areas, bodies of water with facilities for launching trailer-drawn boats and other watercraft, major trailheads, and parking areas servicing any facilities on Bureau lands.

*Forest Management Roads.* These roads are designed for timber management and/or administrative use that may also be used by the public as long as they remain in service. Management roads may not be available for general use in areas containing special resources, where there are issues of public safety, or in the interest of environmental protection.

*Service Roads.* These roads are designed to meet the operational and administrative needs on Bureau-managed lands and facilities, or in some cases, the operational needs of facilities within

leased areas. These roads are generally not opened to the public, although there may be some intended access to certain service or office facilities.

Transportation planning and development on Bureau lands shall serve the dual purpose of protecting and managing resources, and providing for public vehicular access. The Bureau will accommodate off-road parking for hunting, fishing, hiking, or other activities where there is a demonstrated need, and where it would be in the interest of public safety to do so.

## **D. INTERPRETATION AND EDUCATION**

### **Background**

The 1985 *Integrated Resource Policy* contained an Information and Education policy “to increase public understanding of resource issues.” Interpretation and education have also been an important State Park and State Historic Site program. The following is a new policy designed to apply to Public Reserved and Nonreserved Lands, and State Parks and Historic Sites.

### **Policy**

To assist visitors, achieve management objectives, and increase public understanding and appreciation of the natural resources in its care, the Bureau will strive to provide high quality interpretive and educational services at appropriate locations. Based on research, planning, training, and evaluation, these services may include, but not be limited to, personal services, such as interpretive programs on Bureau-managed land and outreach programs in the schools, and non personal services, such as brochures, panels, and self-guiding trails.

## IX. GLOSSARY

**“Age Class”**: the biological age of a stand of timber; in single-aged stands, age classes are generally separated by 10-year intervals.

**“ATV Trails”**: designated trails of varying length with a variety of trail surfaces and grades, designed primarily for the use of all-terrain vehicles.

**“All-Terrain Vehicles”**: motor driven, off-road recreational vehicles capable of cross-country travel on land, snow, ice, marsh, swampland, or other natural terrain. For the purposes of this document an all-terrain vehicle includes a multi-track, multi-wheel or low pressure tire vehicle; a motorcycle or related 2-wheel vehicle; and 3- or 4-wheel or belt-driven vehicles. It does not include an automobile or motor truck; a snowmobile; an airmobile; a construction or logging vehicle used in performance of its common functions; a farm vehicle used for farming purposes; or a vehicle used exclusively for emergency, military, law enforcement, or fire control purposes (Title 12, Chapter 715, Section 7851.2).

**“Backcountry Ponds”**: ponds having no existing road access by two-wheel drive motor vehicles during summer months within ½ mile of the normal high water mark of the body of water with no more than one noncommercial remote camp and its accessory structures within ½ mile of the normal high water mark of the body of water, that support cold water game fisheries and may offer outstanding foot trail, remote camping, and scenic vista opportunities.

**“Backpack Hiking Trails”**: designated foot trails of moderate to long length designed primarily for overnight foot traffic, with primitive campsites provided for overnight camping.

**“Campgrounds”**: areas designed for transient occupancy by camping in tents, camp trailers, travel trailers, motor homes, or similar facilities or vehicles designed for temporary shelter. Developed campgrounds usually provide toilet buildings, drinking water, picnic tables, and fireplaces, and may provide disposal areas for RVs, showers, boat access to water, walking trails, and swimming opportunities.

**“Carry-In Boat Access”**: dirt or gravel launch sites accessible by foot over a short to moderate length trail, that generally accommodates the use of only small watercraft. Includes a trailhead with parking and a designated trail to the access site.

**“Clear-cut”**: an single-age harvesting method in which all trees or all merchantable trees are removed from a site in a single operation.

**“Commercial Forest Land”**: the portion of the landbase that is both available and capable of producing at least 20 cubic feet of wood or fiber per acre per year.

**“Commercial Harvest”**: any harvest from which forest products are sold. By contrast, in a pre-commercial harvest, no products are sold, and it is designed principally to improve stand quality and conditions.

**“Community”**: an assemblage of interacting plants and animals and their common environment, recurring across the landscape, in which the effects of recent human intervention are minimal (“Natural Landscapes Of Maine: A Classification Of Ecosystems and Natural Communities” Maine Natural Heritage Program. April, 1991).

**“Compartment”**: the basic inventory unit, a parcel of forest land, easily identifiable on the ground and generally ranging between 500 and 1,500 acres in size.

**“Cross-Country Ski Trails”**: designated winter-use trails primarily available for the activity of cross-country skiing. Trails may be short to long for day or overnight use.

**“Cutting Cycle”**: in uneven-aged management, the interval between harvest operations.

**“Day Walking Trails”**: designated foot trails of short to moderate length designed primarily for day use foot traffic.

**“Demonstration Forest”**: a forest in which management activities are designed to illustrate various facets of forest management; and/or to demonstrate exemplary multiple use techniques including but not limited to natural, scenic, wildlife, and educational values; and where information transfer through signs, brochures, and tours is provided.

**“Ecosystem Type”**: a group of communities and their environment, occurring together over a particular portion of the landscape, and held together by some common physical or biotic feature. (“Natural Landscapes Of Maine: A Classification Of Ecosystems and Natural Communities.” Maine Natural Heritage Program, April, 1991).

**“Exotic (nonnative)”**: a species that enters or is deliberately introduced into an ecosystem beyond its historic range, except through natural expansion, including organisms transferred from other countries into the state, unnaturally occurring hybrids, cultivars, genetically altered or engineered species or strains, or species or subspecies with nonnative genetic lineage.

**“Foliate Site”**: areas where thick mats of organic matter overlay bedrock, commonly found at high elevations.

**“Forest Condition”**: the state of the forest, including the age, size, height, species, and spatial arrangement of plants, and the functioning as an ecosystem of the combined plant and animal life of the forest.

**“Forest Type”**: a descriptive title for an area of forest growth based on similarities of species and size characteristics.

**“Group Camping Areas”:** vehicle or foot-accessible areas designated for overnight camping by large groups. These may include one or more outhouses, several fire rings or fire grills, a minimum of one water source, and several picnic tables.

**“Group Picnic Area/Shelters”:** areas designed to accommodate large groups that are generally separated from other nearby recreation facilities. These areas will usually include a large indoor charcoal grill and a large field area for game play. Outhouses may be shared with other users of the parcel.

**“Horseback Ride/Pack Stock Trails”:** generally moderate to long-distance trails designated for use by horses, other ride, or pack stock.

**“Hybrid”:** the offspring of genetically dissimilar parents or stock especially those produced by breeding organisms of different species, varieties or races.

**“Improved Boat Access”:** vehicle-accessible hard-surfaced launch sites with gravel or hard-surface parking areas. May also contain one or more picnic tables, an outhouse, and floats or docks.

**“Interpretation”:** an educational activity which aims to reveal meanings and relationships through the use of original objects, by first hand experience, and by illustrative media, rather than simply to communicate factual information.

**“Interpretive Trails”:** designated trails of short to moderate length designed to provide information regarding natural, historic, or cultural features, or wildlife. Information can be provided using a variety of methods ranging from self-guided trails with numbered posts corresponding to a booklet to those in which staff provide regularly scheduled guided programs.

**“Invasive Species”:** generally nonnative species which invade native ecosystems and successfully compete with and displace native species due to the absence of natural controls. Examples are purple loosestrife and the zebra mussel.

**“Log Landings”:** areas, generally close to haul roads, where forest products may be hauled to and stored prior to being trucked to markets.

**“Management Roads”:** roads designed for timber management and/or administrative use that may be used by the public as long as they remain in service. Management roads may be closed in areas containing special resources, where there are issues of public safety or environmental protection.

**“Mature Tree”:** a tree which has reached the age at which its height growth has significantly slowed or ceased, though its diameter growth may still be substantial. When its annual growth no longer exceeds its internal decay and/or crown loss (net growth is negative), the tree is over-mature.

**“Non-mechanized”**: a mode of travel across the landbase which does not utilize internal combustion, electric, or mechanically powered conveyances; which in itself constitutes a recreational activity, or facilitates participation in a recreational activity.

**Motorized”**: a mode of travel across the landbase which utilizes internal combustion or electric powered conveyances; which in itself constitutes a recreational activity, or facilitates participation in a recreational activity. This includes or assumes the use of mechanized forms of travel, such as a bicycle, for the same purpose.

**“Mountain Bike Trails”**: designated trails generally located on rough trail surfaces with moderate to steep grades, designed primarily for the use of mountain bicycles with all-terrain tires by individuals seeking a challenging experience.

**“Multi-aged Management”**: management which is designed to retain two or more age classes and canopy layers at all times. Its harvest methods imitate natural disturbance regimes which cause partial stand replacement (shelterwood with reserves) or small gap disturbances (selection).

**“Native”**: any species present in an ecosystem within its historic range, or naturally expanded from its historic range.

**“Natural Resource Values”**: described in Maine’s Natural Resource Protection Act to include coastal sand dunes, coastal wetlands, significant wildlife habitat, fragile mountain areas, freshwater wetlands, great ponds and rivers, streams, and brooks. For the purposes of this plan they also include unique or unusual plant communities.

**“Nontimber Management”**: describes acres on which, due to administrative decision or site/terrain factors, either will not be cut or otherwise are unlikely to be cut. These acres will be excluded from sustainable harvest calculations.

**“Old Growth Stand”**: a stand in which the majority of the main crown canopy consists of long-lived or late successional species usually 150 to 200 years old or older, often with characteristics such as large snags, large downed woody material, and multiple age classes, and in which evidence of human-caused disturbance is absent or old and faint.

**“Old Growth Tree”**: for the purposes of this document, a tree which is in the latter stages of maturity or is over-mature.

**“Pesticide”**: a chemical agent or substance employed to kill or suppress pests (such as insects, weeds, fungi, rodents, nematodes, or other organism) or intended for use as a plant regulator, defoliant, or desiccant. (from LURC Regulations, Ch. 10)

**“Primary Forest”**: forest areas which have no discernible evidence of human-caused disturbance. Depending on where a particular primary forest is along its stand replacement sequence, it may or may not fit the definition of old-growth.

**“Primitive Campsites”**: campsites that are rustic in nature, have one outhouse, and may include tent pads, Adirondack-type shelters, and rustic picnic tables. Campsites may be accessed by vehicle, foot, or water.

**“Primitive Picnic Areas”**: trail or water access only areas that may contain one or more rustic picnic table, fire ring or outhouse.

**“Public Road or Roadway”**: any roadway which is owned, leased, or otherwise operated by a government body or public entity. (from LURC Regulations, Ch. 10)

**“Public Use Roads”**: all-weather gravel or paved roads designed for two-way travel to facilitate both public and administrative access to recreation facilities. Includes parking facilities provided for the public. Management will include roadside aesthetic values normally associated with travel influenced zones.

**“Recreation Biking Trails”**: designated trails of short to moderate length located on hard-packed or paved trail surfaces with slight to moderate grades, designed primarily for the use of groups or individuals seeking a more leisurely experience.

**“Recreation Values”**: the values associated with participation in outdoor recreation activities.

**“Regeneration”**: both the process of establishing new growth and the new growth itself, occurring naturally through seeding or sprouting, and artificially by planting seeds or seedlings.

**“Regulated Forest Acreage”**: that portion of the commercial forest landbase on which the sustainable harvest will be calculated at or near maximum sustainable levels.

**“Release Cutting”**: any cutting operation designed to remove competing vegetation from or establish proper spacing intervals among featured trees.

**“Riparian”**: an area of land or water that includes stream channels, lakes, floodplains and wetlands, and their adjacent upland ecosystems.

**“Rotation”**: the age at which stands of timber are harvested for particular economic or silvicultural objectives.

**“Salvage”**: a harvest operation designed to remove dead and dying timber in order to remove whatever value the stand may have before it becomes unmerchantable.

**“Scarify”**: accomplished by a variety of methods, the process of exposing mineral soil in order to favor new growth among species of trees, the seeds of which do not germinate and survive readily in the layer of decomposed material on the forest floor.

**“Selection”**: related to multi-aged management, the cutting of individual or small groups of trees; generally limited in area to patches of one acre or less.

**“Semi-Regulated Forest Acreage”**: describes acres on which, due to site, terrain or nontimber values, will yield commercial forest products at rates significantly lower than the maximum sustainable were timber the dominant use. These acres, which will have periodic but non regular harvests, are to be distinguished from those on which commercial timber harvesting will be excluded.

**“Service Roads”**: summer or winter roads located to provide access to Bureau-owned lodging, maintenance structures, and utilities. Some service roads will be gated or plugged to prevent public access for safety, security, and other management objectives.

**“Silviculture”**: the branch of forestry which deals with the application of forest management principles to achieve specific objectives with respect to the production of forest products and services.

**“Single-aged Management”**: management which is designed to manage single age, single canopy layer stands. Its harvest methods imitate natural disturbance regimes which result in full stand replacement. A simple two-step (seed cut/removal cut) shelterwood is an example of a single-aged system.

**“Site Quality”**: the combination of environmental factors and species' requirements which serve to measure the degree of success with which a particular species of tree will occupy a given area of the forest.

**“Snowmobile Trails”**: designated winter-use trails of varying length located on a groomed trail surfaces with flat to moderate grades, designed primarily for the use of snowmobiles.

**“Stand”**: a group of trees, the characteristics of which are sufficiently alike to allow uniform classification.

**“Sustainable Harvest”**: that level of timber harvesting, expressed as treated acres and/or volume removals, which can be conducted on a perpetual basis while providing for nonforest values as expressed in this document. Ideally this harvest level would be “even-flow,” that is, the same quantity each year. In practice, the current condition of the different properties under Bureau timber management, and the ever-changing situation in markets, will dictate a somewhat cyclical harvest which will approach even-flow only over time periods of a decade or more.

**“Sustainable Harvest Unit”**: a grouping of Bureau parcels with total area in the range of 10,000 to 50,000 acres, typically one or more consolidated units plus nearby smaller tracts, for which forest conditions are similar enough to make unified sustainable harvest calculations feasible.

**“Unimproved Boat Access”**: vehicle-accessible launch sites with dirt or gravel ramps to the water and parking areas, and where no other facilities are normally provided.

**“Unregulated Forest Acreage”:** describes acres on which, due to administrative decision or site/terrain factors will not be harvested, or are very unlikely to be harvested. These acres will be excluded from sustainable harvest calculations.

**“Waste Disposal Facility”:** any system or facility intended for storing or disposing of liquid or solid wastes.

**“Wide-area (Landscape)”:** in the context used in this document, this is the large-scale view of the land, beyond forest stand or compartment level, taking in entire consolidated units or more, and including similarities and contrasts with conditions on abutting lands.

# **APPENDICES**

# APPENDIX 1 - IRP Advisory Committee Members

## BUREAU OF PARKS AND LANDS - OTHER STATE AGENCIES

**Tom Morrison**, Director (Committee Chair)  
Bureau of Parks and Lands

**Dan Bell**, Manager, Reid State Park  
Bureau of Parks and Lands

**Tom Charles**, Western Lands Regional Manager  
Bureau of Parks and Lands

**Sheila McDonald**, Historic Site Specialist  
Bureau of Parks and Lands

**Steve Spencer**, Recreation Specialist  
Bureau of Parks and Lands

**Kathy Nitschke**  
Bureau of Forestry

**Bob Bradley**  
Maine Historic Preservation Commission

**Tim Hall**, Northern Parks Regional Manager  
Bureau of Parks and Lands

**Leland Griffin**, Manager, Lake St. George State Park  
Bureau of Parks and Lands

**Jim Ecker**, Forester, Eastern Lands Region  
Bureau of Parks and Lands

**Scott Ramsay**, Superv., Off-Road Vehicle Division  
Bureau of Parks and Lands

**Joe Wiley**, Wildlife Specialist  
Bureau of Parks and Lands

**Mark Stadler**, Wildlife Division  
Department of Inland Fisheries & Wildlife

**Nat Bowditch**  
Office of Tourism

## OTHER ORGANIZATIONS/INDIVIDUALS

**George Smith**, Executive Director  
Sportsman's Alliance of Maine

**Albro Cowperthwaite**, Director  
North Maine Woods, Inc.

**Sally Stockwell, Sandy Neily**  
Maine Audubon Society

**Bob Meyers**  
Maine Snowmobile Association

**Linda Griffin**  
Reggie Griffin & Sons, Inc.

**Eric Larsson**  
Bicycle Coalition of Maine

**Dave Field**, Chair  
Department of Forest Management

**Kim Wallace/Kathy Adams**  
Alpha One

**Jackie Krupinsky**, President  
Maine Equine Advisory Council

**Wilmot Robinson**  
Land's User Representative

**George MacLeod**  
Friends of Fort Knox

**Cathy Johnson**  
Natural Resources Council of Maine

**Nancy Warren**, Maine Recreation and Parks Assoc.  
Rep.  
Lake George Regional Park

**Luke Brochu**  
Stratton Lumber Company

**Eric Howard**  
Appalachian Mountain Club Representative  
National Association of Environmental Professionals

**Steve Reiling**  
University of Maine

**Rick Hill**  
Maine Professional Guides Association

**Wayne Bragg**  
ATV Maine

**Mary Thorp**  
Park's User Representative

**Sarah Medina**  
Seven Islands Land Company

**Jym St.Pierre**  
RESTORE the North Woods

## **APPENDIX 2 - Technical Working Group Members**

### **NATURAL & GEOLOGICAL RESOURCES**

**Patty Bailey**  
Bureau of Parks and Lands

**Dan Bell**  
Bureau of Parks and Lands

**Dave Courtemanche**  
Dept. Of Environmental Protection

**Andy Cutko**  
Natural Resources Info. and Mapping

**Tim Hall (Staff)**  
Bureau of Parks and Lands

**Lloyd Irland**  
The Irland Group

**Cathy Johnson**  
Natural Resources Council of Maine

**Robert Marvinney (Past Chair)**  
Natural Resources Info. and Mapping

**Dave Publicover**  
Appalachian Mountain Club

**George Ritz**  
Bureau of Parks and Lands

**Jym St. Pierre**  
RESTORE

**Jo D. Saffair**  
Maine Outdoor Heritage Fund

**Joe Wiley (Chair)**  
Bureau of Parks and Lands

**Barbara Vickery**  
The Nature Conservancy

### **HISTORICAL & CULTURAL RESOURCES**

**Marc Albert**  
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**Cindy Bastey (Staff)**  
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**Nat Bowdich**  
Office of Tourism

**Bob Bradley**  
Maine Historic Preservation Commission

**Pam Griffin**  
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**Dr. Richard Judd**  
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**Mike Krepner**  
Native Trails

**George Macleod**  
Friends of Fort Knox

**Brian Murray**  
Popham Beach State Park

**Sheila McDonald (Chair)**  
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**Dr. Richard Will**  
Archeological Research Consultants

**Bonnie Newsome**  
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## **FISHERIES & WILDLIFE RESOURCES**

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**Stephen Brooke**  
Trout Unlimited

**Jim Ecker**  
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**Norm Famous**  
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**Steve Pelletier**  
Woodlot Alternatives

**George Smith**  
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**Sally Stockwell**  
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**Alexandra Conover**  
North Wood Ways

**Steve Curtis**  
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**Dave Getchell**

**Gary Keene**  
Plum Creek

**Eric Larsson**  
Bicycle Coalition of Maine

**Scott Ramsay**  
Bureau of Parks and Lands

**Pete Smith**  
Bureau of Parks and Lands

**Sally Stockwell**  
Maine Audubon Society

**Wayne Bragg**  
ATV Maine

**Ray Campbell**  
Fin & Feather Club

**Al Cowperthwaite**  
North Maine Woods, Inc.

**Rick Hill**  
Maine Guides Assoc.

**Jackie Krupinsky**  
Maine Equine Advisory Council

**Stephanie Painton**  
Maine Chapter, Appalachian Mountain Club.

**Wiggy Robinson**  
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**Bill Schneider**  
ADA

**Steve Spencer (Chair)**  
Bureau of Parks and Lands

**Mary Thorp**  
Parks User

**Nancy Warren**  
Lake George Regional Park

## **TIMBER & RENEWABLE RESOURCES**

**Luke Brochu**  
**Stratton Lumber Co.**

**Tom Charles (Chair)**  
**Bureau of Parks and Lands**

**Dave Field**  
**University of Maine**

**Brian Higgs**  
**Baskahegan**

**Bob Seymour**  
**University of Maine**

**Steve Swatling**  
**Bureau of Parks and Lands**

**Lynn Wilson**  
**Plum Creek**

**Si Balch**  
**Mead Paper**

**Rob Bryan**  
**Maine Audubon Society**

**Steve Coleman**  
**LandWest Inc.**

**Linda Griffin**  
**Reggie Griffin and Sons, Inc.**

**Mitch Lansky**  
**Forester**

**Tom Skolfield**  
**Bureau of Parks and Lands**

**Joe Wiley**  
**Bureau of Parks and Lands**

**Jim Ecker**  
**Bureau of Parks and Lands**

## **APPENDIX 3 - Comments and Responses**

The final draft version of the *Integrated Resource Policy* for the Bureau of Parks and Lands was circulated for public comment on June 5, 2000. Two public meetings were held to hear comments on the draft. The first meeting was held on June 19th, 2000 utilizing the University of Maine's interactive video conferencing system. Sites for public participation were made available at Presque Isle, Machias, Farmington, Augusta, and Portland. A total of 26 individuals attended, with 11 providing comments. A second meeting was held in Bangor, with 86 individuals attending, and 22 providing comments.

A written comment period for the general public was extended through July 25, 2000. Over 200 responses were received during that period. Below is a summary of those comments and of those received at the public meetings, along with related responses from the Bureau. The order of these comments follows along the basic format of the *Integrated Resource Policy* document.

### **MISSION AND GOALS**

**Include "scientific resources" in the list of values.** *Response: It is not necessary to include this because the values associated with "scientific resources" are inherent in the Bureau's mission to protect and manage all of its resources. These values are also implied in the address of "educational opportunities" and "environmental benefits" within the mission statement.*

**The sentence "economic benefits for present and future generations" seems to imply an economic benefit to the user. What needs to be clarified is the general economic benefit to everyone, including nonusers.** *Response: The Bureau recognizes that there are a number of nonusers of its lands who benefit either directly or indirectly from the management of its lands; the statement was intended to be inclusive in this respect.*

### **MATRIX**

**Is the matrix to be made part of the document? If not, such things as motorized uses in Backcountry Motorized areas needs to be spelled out in more detail within the document.** *Response: The "matrix" will be included as part of the discussion of the Resource Allocation System. A statement within that discussion will explain that the matrix is not a policy document, but a guide to assist resource planners and managers.*

**Why not allow unimproved boat access in places where you allow management and service roads?** *Response: "Unimproved boat access" by definition is generally a gravel launch area with no other facilities, located in areas where there is vehicular access by the public. Management and service roads often occur in areas where public vehicular access is restricted, such as in backcountry areas in the case of management roads, or infrastructure facilities in the case of service roads.*

**Does "Ride/Pack Stock Trails" have to be an "n" in Natural Areas and Ecological Reserves, or can there be some opportunity?** *Response: Because the dominant use of these*

*areas involves protecting its natural and ecological integrity, the manure from ride and pack stock animals may introduce seeds of nonnative species of plants. The animals themselves are also apt to feed upon the existing vegetation.*

**Ride/Pack Stock Trails ought to be an “A” in Non-Motorized Backcountry, and “S” in Motorized Backcountry (the opposite of what it is now). It is more appropriate to create this opportunity where there isn’t the potential of running into machines.** *Response: The current allocation provides an opportunity for this activity where it can occur without a detrimental impact to the primary Backcountry designations.*

## **RESOURCE ALLOCATION SYSTEM**

**By not providing a “wilderness” category, the Bureau does not provide a full spectrum of opportunities on its lands. There must be some totally unmanaged lands, where there are no motors, nothing mechanized, opportunities for solitude, and where there is no chemical treatment of disease or for pest control. Mechanized opportunities are now provided in all but natural areas, and there is no limit to the wildlife management practices that can occur in these more protected areas.** *Response: The Bureau has avoided the use of the term “wilderness” in its Resource Allocation System to avoid confusion with federally designated wilderness areas, and with the variety of other uses of the term. However, the term “backcountry” has been in use by the Bureau to designate areas that encompass many of the attributes often associated with wilderness. In the revised Integrated Resource Policy, this concept has been expanded to further define areas where no motorized or mechanized means of travel are permitted, and where wildlife management is limited to non-extractive practices only. The dominant use allocation system employed in the Bureau’s Integrated Resource Policy provides for the multiple “layering” of use designations; and therefore, the opportunity to protect natural, cultural, ecological, and recreational values as appropriate.*

**There is a legal basis for establishing wilderness (parks statute, AWW statute, Lands For Maine’s Future criteria). Is the Bureau ignoring this mandate?** *Response: In each of these examples, the term refers to the characteristics and qualities of wilderness, rather than to a specific land classification. These characteristics and qualities will be achieved in a number of the proposed resource allocations.*

**Doesn’t the strict regulation of activities on Ecological Reserves, Natural Areas, Non-motorized Backcountry Areas, Remote Recreation Areas, and some Wildlife Dominant Areas provide the wilderness benefits being asked for? To allow for a wilderness category will violate the spirit of the agreement that led to support for establishing Ecological Reserves.** *Response: The Bureau believes that the categories mentioned are sufficient in providing the type of experience most often attributed to “wilderness.”*

**Charter objectives of BP&L do not include managing large tracts of unmanaged forest lands for the purpose of establishing wilderness. This is better left to agencies such as the National Park Service. The tracts of land under BP&L are too small to carry out wilderness objectives without drastically altering the allowed uses currently in place, and**

**the mandate for multiple use management.** *Response: The Bureau does have the responsibility for meeting its “multiple use” mandate on Reserved and Nonreserved lands.*  
**Creation/allowance of ATV/Snowmobile Trails in Ecological Reserves, Wildlife Dominant Areas, Remote Recreation Areas - "Where no safe, cost-effective alternatives exist" makes no sense, since not constructing a trail is always a valid option relative to its impact on the environment. I would eliminate this statement from the document.** *Response: “Safe, cost-effective alternatives” refers to issues regarding the general safety to users, and to cost considerations relative to building and maintaining that trail. The establishment of motorized trails in these areas must meet all of the criteria specified, including criteria relating to the impact on the environment, and its value is maintaining crucial links within trail systems.*

**Special Protection Areas: Why does the Bureau allow hand carry boat access in Special Protection Areas, which includes a parking area by definition?** *Response: In situations where hand carry boat access exists in these areas, the accompanying parking area will be located outside the Special Protection Area.*

**Backcountry Recreation Areas: It is not obvious how the allowance of motorized vehicles currently satisfies the objectives for any of the backcountry area, which includes managing "superior scenic quality, remoteness, wild and pristine character, and the capacity to impart a sense of solitude." An alternative to this approach would be to apply the C/E [allow for existing or new trails to occur only where they satisfy certain criteria) approach to the entire Backcountry area.** *Response: The Bureau recognizes that there are those within the motorized recreation community who seek these experiences, but who prefer or require a motorized means of travel in order to obtain it. The Backcountry Motorized category provides that opportunity. The C/E designation is applied when activities within a certain allocation are not normally part of the management objectives for that area. In addition, the Backcountry Non-motorized allocation has been revised to Backcountry Non-mechanized to further clarify the distinction between the two areas.*

**Backcountry Recreation/Remote Recreation Areas: The difference between Remote Recreation and Backcountry Motorized are not significant enough to have two separate categories. Size and shape of the area is irrelevant, if it is indeed the resources you are ultimately concerned about.** *Response: There are many parcels that do not fit the criteria for “backcountry,” yet have areas within them that would benefit from the management criteria utilized in these areas. These more often encompass the shoreline areas and trail corridors.*

**Remote Recreation Areas: Why are snowmobiling and ATV use allowed under certain criteria, while mountain biking and horseback riding are simply allowed uses. This is not consistent.** *Response: The primary objective in this category is toward the allowance and management of non-motorized recreational uses. Therefore, motorized uses are allowed only if they meet special criteria.*

**Remote Recreation Areas: Allowing any type of motorized recreation in these areas would diminish the statement "significant opportunities for low-intensity, dispersed, non-motorized recreation."** *Response: There are certain situations where the allowance of motorized activities in these areas is of minimal consequence to the management objectives*

*considered primary, and to those who take advantage of non-motorized activities in those areas. The policy is written in such a way as to allow for these exceptions where practical and appropriate.*

**Wildlife Dominant Areas/Ecological Reserves:** The differences in the term “Wildlife Dominant Areas-Essential Habitats” and “Ecological Reserves” is difficult to discern, because they are placed differently in the hierarchy. For example, wildlife management for an endangered species should be higher in the hierarchy than management for backcountry. Now it is lower on the hierarchy. *Response: Categories are differentiated on the basis of emphasis. Ecoreserves are areas where the primary concern is for the native vegetation and its related ecosystems, a different focus from that of Wildlife Dominant Areas, where the concern is specific to habitat for wildlife purposes. If there is an endangered species involved, the emphasis shifts to the species itself, thus placing it in the Special Protection category. Habitat management for that species is always a viable option for these areas.*

**Visual Consideration Areas:** change the second sentence to read, "Timber harvests which create large openings, stumps and slash, and gravel pits or new road construction viewed from roads, trails, or shorelines may detract significantly from the visual enjoyment of the area." Also, where trail corridors are mentioned under class I and II areas, add "or road" to the phrase or sentence. *Response: This language has been adopted.*

**The IRP does not make clear on what basis and to what extent decisions will be made to develop more intensive recreational uses. What is the Bureau's intent?** *Response: Policy #4, in the Recreation and Facilities Resource section (Recreational Experiences, par. B.) states that “the Bureau will provide a variety of outdoor recreation experiences on the land it manages ranging from those where recreation...is widely dispersed and primitive to those with more modern and concentrated facilities.” This policy reflects the inclusion of state park/historic site areas in the Integrated Resource Policy.*

## **RESOURCE CATEGORIES**

### **Natural and Geological Resource Policies**

**Ecological Reserves Policy:** I would like the Bureau to designate the public lot between Chamberlain and Eagle Lake as an Ecological Reserve. *Response: This is one of the areas under consideration at this time.*

**Ecological Reserves Policy:** We urge the Bureau to move quickly in reviewing best potential sites and in designating Ecological Reserves once the Policy is adopted. *Response: This process is underway.*

**Ecological Reserves Policy:** My concern is that the ecoreserves will be understudied, baseline research projects will take too long to get established...and what will be BPL's role in helping with research funding? What criteria will be established to approve research projects? *Response: The Bureau is in the process of pursuing funds to establish baseline data*

and criteria for research projects. Other programs, such as the Maine Natural Areas Program, will be assisting in this process.

**Ecological Reserves Policy:** We are not in favor of allowing any new ATV/snowmobile trails to occur in Ecological Reserves. Allowing for existing trails under the present criteria is OK. *Response:* The current statute makes provisions for this activity to take place.

**Extraction of Nonrenewable Resources Policy:** Your policy on commercial extraction of nonrenewable resources seems to expand the 1985 policy. Are you setting aside certain lands for extraction? Could a new source of gravel, developed for Bureau use be later made available for commercial use? *Response:* The revised policy provides more detail relative to commercial extraction than did the 1985 policy; however, the new language reflects practices that have been in place since that time. It is not the goal of the Bureau to set aside land for extraction of nonrenewable resources. If an existing source has been in use by the Bureau, it may later be made available for commercial use.

I am particularly interested in any language relating to the preservation and/or protection of paleontological resources (i.e., fossils, not archeological resources). Unfortunately, the lack of oversight of these resources has resulted in the export of the majority of Maine's fossils to other institutions and private collections. I am aware of at least two state parks which have significant fossils and I feel it is critical that language be included to insure the protection and proper curation of those resources. *Response:* There are currently statutes and rules in place that provide for the protection of these resources by prohibiting the removal of anything natural, physical, and historical from these areas.

**You must have a policy that controls water withdrawals and surface water use.** *Response:* The Bureau has no authority to control or determine surface water uses, although it can restrict activities on the Bureau managed adjacent upland for the purpose of extracting water.

### **Fisheries and Wildlife Resource Policies**

**Aquatic Habitat Management:** Please work closely with IF&W to ensure that remote ponds are not stocked with fish, if there currently are none. *Response:* Although the Bureau has no authority relative to the stocking of fish on its lands, it will still be the goal of the Bureau to "...enhance natural aquatic habitats" as specified in its policy.

**Please work to identify and manage those species listed as "special concern" or known to be declining, but are not yet on the threatened and endangered list.** *Response:* The Maine Department of Inland Fisheries and Wildlife has primary responsibility in this regard. The Bureau will work cooperatively with IF&W.

**Fisheries and Wildlife Habitat Policy:** New information is being published on the upland habitat needed to support vernal pool ecosystems. Please incorporate this information into your management plan. Limiting tree cutting in and near these pools and preserving the forested upland habitat within 500 yards will protect the ecosystem for 50% of the vernal pool amphibians. *Response:* Interim Vernal Pool Guidelines are currently in place and will be incorporated, along with any new information, into its revised Wildlife Guidelines document.

**Fisheries and Wildlife Habitat Policy:** The restoration of the American chestnut tree .must be an essential component of the Integrated Resource Policy, to provide diversity and improve native habitats for our wildlife. *Response: Although not specifically mentioned in the Integrated Resource Policy, the Bureau recognizes the importance of these trees, and is working towards enhancing these habitats where appropriate.*

**Herbaceous Seeding/Planting Policy:** Add to the first sentence under Herbaceous Seeding, "...appropriate native wildlife and plant habitats..." in describing the Bureau's commitment to "wildlife habitat enhancement." *Response: This language has been adopted.*

### Recreation Resource Policies

**Shared Use Trails:** In sect. B, ATV's, bicycles, and horses are singled out, when there is no mention of other activities. Why? I bring this up because there is a "closed unless posted open" policy when it comes to these activities, whereas there is an "open unless posted closed" policy on everything else. *Response: This is a matter of efficient management. In some cases, the Bureau will post to restrict an activity that can normally occur anywhere (such as prohibiting hunting where there are areas of concentrated public use); in other situations, it may be more efficient to post where the activity is allowed, such as the use ATV's.*

**ATV Policy:** ATV's should not be allowed in Ecological Reserves or any other Public Land for that matter. *Response: The Bureau has been directed by state law to provide opportunities for ATV use on the lands it manages.*

**Conflict Management Policy:** The current policy side steps the reality that there are inherent conflicts when it comes to multiple use issues. The 1985 IRP (pg.11) included a policy to "resolve potential user conflicts...in favor of those having the least impact." This should continue. *Response: The Conflict Management model described in the revised Integrated Resource Policy is one that has proven useful in a variety of different settings. The model is comprehensive in that it addresses all types of outdoor activities. It also recognizes that conflicts do take place whenever multiple activities occur together, and that the Bureau is committed to resolving/managing those conflicts. The model has also provided useful guidance in managing individual conflict situations.*

**Please do not overdo public access to our precious little units of land. Keep low impact activities at the top of the list of priorities.** *Response: It is the objective of the Bureau to achieve an appropriate balance of all permitted activities on its lands.*

**Recreation activities should not be supported by timber harvesting, but rather from the same source as the parks.** *Response: The Lands Division of the Bureau is a dedicated revenue system that receives no General Fund support. Since the creation of the system in 1993, this funding has proven successful in providing funds to manage timber, natural, wildlife, and recreation resources.*

**We recommend adding a "Backcountry Pond" policy. Perhaps include it under the Fishing policy?** *Response: There does not seem to be a need for a specific "backcountry*

pond” policy. There has been an issue relative to storage of watercraft at these locations, which is addressed in the Integrated Resource Policy. A definition of “backcountry pond” can be found in the Glossary.

**Fishing Policy: add "experiences" to the sentence which references “fishing opportunities.”** *Response: This language has been adopted.*

### **Timber Management Policies**

**Because 20% of the state's economy is derived from forest industry, the Bureau should strengthen its commitment in the policy in its contribution to this, while maintaining its commitment to other resources.** *Response: Although the nontimber responsibilities of the Bureau have been increasing steadily, several steps have been or are being taken to more fully manage the timber resource. The Public Reserved Lands' GIS and 1999 inventory will give the Bureau a much improved picture of the potential for quality timber production. Additional professional field staff are being sought to allow increased timber management - including harvesting at a rate closer to the allowable cut - while maintaining the commitment to nontimber activities. The Bureau has begun the process of third-party audit, which will provide a precise evaluation of its timber and other resource management, and means to improve that management.*

**There should be a moratorium on timber harvesting on all public lands - find a different way to fund the agency.** *Response: The dedicated revenue status of the Lands Division of BP&L was established by the legislature; proposed changes to the statutes were, from the outset, considered beyond the scope of the IRP and the IRP process.*

**A plan of sustainability that has the least impact as determined by a conservative forestry plan excludes even-age and clear cut practices.** *Response: Many of Maine's native forest types can naturally occur as even-aged stands, and some types almost always originate that way. Therefore, a naturalistic plan for forest management will include even-aged management and even some clear cuts, while maintaining a component of tall trees on most acres at all times.*

**A recent survey of 2500 Maine residents revealed a strong support for more acquisition of public land, with 1/2 set aside from timber harvesting. The current plan is not congruent with public preferences.** *Response: Given the recent authorization by the legislature, the Bureau will soon allocate over 70,000 acres of Public Reserved Lands as ecological reserves, with further allocations to be made from among the State Park lands. When this allocation is added to lands previously designated for protective management during Unit Planning, and lands unsuited for timber management, nearly 1/3 of the Public Reserved Lands will be managed for resources other than timber harvesting, as are essentially all of Parks' lands already. We anticipate that acquisitions through the recent bond issue will also have a high proportion of acres managed for non-timber resources.*

## ADMINISTRATION

### Special Use Policy

**This policy seems to expand the potential for commercial exploitation of your lands. It is also too vague to be meaningful as a guidance document for your bureau. You should include more restrictions on the policy itself. The nonrenewable resource policy contains some of these restrictions (the need for permission from the Director, clear benefit is demonstrated, etc.).** *Response: This policy is broad in scope and is intended to address the wide variety of special uses that occur on lands managed by the Bureau. The Bureau also recognizes that more detailed criteria will be necessary in addressing each type of commercial use, as demonstrated by the “Extraction of Nonrenewable Resources” policy.*

## APPENDIX 4 - Maine Endangered Species List

(From: Maine's Endangered Species Act, Maine Department of Inland Fisheries and Wildlife, as amended)

(S) = State Endangered, (s) = State Threatened

<b>BIRDS</b>	
<i>Alca torda</i>	Razorbill (s)
<i>Fratercula arctica</i>	Atlantic Puffin (s)
<i>Histrionicus histrionicus</i>	Harlequin Duck (s)
<i>Aquila chrysaetos</i>	Golden Eagle (S)
<i>Haliaeetus leucocephalus</i>	Bald Eagle (s)
<i>Falco peregrinus</i> (breeding population only)	Peregrine Falcon (S)
<i>Charadrius melodus</i>	Piping Plover (S)
<i>Sterna dougallii</i>	Roseate Tern (S)
<i>Sterna antillarum</i>	Least Tern (S)
<i>Chlidonias niger</i>	Black Tern (S)
<i>Sterna paradisaea</i>	Arctic Tern (s)
<i>Bartramia longicauda</i>	Upland Sandpiper (s)
<i>Cistothorus platensis</i>	Sedge Wren (S)
<i>Anthus rubescens</i> (breeding population only)	American Pipit (S)
<i>Ammodramus savannarum</i>	Grasshopper Sparrow (S)
<b>REPTILES AND AMPHIBIANS</b>	
<i>Emydoidea blandingii</i>	Blanding's Turtle (S)
<i>Clemmys guttata</i>	Spotted Turtle (s)
<i>Terrapene carolina</i>	Box Turtle (S)
<i>Caretta caretta</i>	Loggerhead (s)
<i>Coluber constrictor</i>	Black Racer (S)
<b>MAMMALS</b>	
<i>Synaptomys borealis</i>	Northern Bog Lemming (s)
<b>FISH &amp; MOLLUSKS</b>	
<i>Etheostoma fusiforme</i>	Swamp Darter (s)
<i>Leptodea ochracea</i>	Tidewater Mucket (s)
<i>Lampsilis cariosa</i>	Yellow Lampmussel (s)
<b>MAYFLIES</b>	
<i>Epeorus frisoni</i>	A Flat-headed Mayfly (S)
<i>Siphonisca aerodromia</i>	Tomah Mayfly (s)
<b>DRAGONFLIES &amp; DAMSELFLIES</b>	
<i>Williamsonia lintneri</i>	Ringed Boghaunter (S)
<i>Ophiogomphus howei</i>	Pygmy Snaketail (s)
<b>BUTTERFLIES &amp; MOTHS</b>	
<i>Lycaena dorcas claytoni</i>	Clayton's Copper (S)
<i>Satyrium edwardsii</i>	Edwards' Hairstreak (S)

<i>Mitoura hesseli</i>	Hessel's Hairstreak (S)
<i>Oeneis polixenes katahdin</i>	Katahdin Arctic (S)
<i>Lycia rachelae</i>	Twilight Moth (s)
<i>Zanclognatha martha</i>	Pine Barrens Zanclognatha (s)

## APPENDIX 5 - Maine Invasive Species List

(From: Maine Invasive Species Awareness and Prevention Plan, Maine Natural Areas Program as amended)

SPECIES	COMMON NAME
<i>Berberis thunbergii</i>	Japanese barberry
<i>Celastrus orbiculatus</i>	oriental bittersweet
<i>Lonicera morrowii</i>	Morrow's honeysuckle
<i>Lonicera tatarica</i>	tatarian honeysuckle
<i>Lythrum salicaria</i>	purple loosestrife
<i>Polygonum cuspidatum</i>	Japanese knotweed
<i>Phragmites australis</i>	common reed
<i>Rhamnus cathartica</i>	common blackthorn
<i>Frangula alnus</i>	glossy buckthorn
<i>Rosa multiflora</i>	multiflora rose
<i>Acer ginnala</i>	Amur maple
<i>Acer platanoides</i>	Norway maple
<i>Acer pseudoplatanus</i>	sycamore maple
<i>Ailanthus altissima</i>	tree of heaven
<i>Amorpha fruticosa</i>	false indigo
<i>Berberis vulgaris</i>	common barberry
<i>Elaeagnus angustifolia</i>	Russian olive
<i>Elaeagnus umbellata</i>	autumn olive
<i>Ligustrum vulgare</i>	privet
<i>Lonicera japonica</i>	Japanese honeysuckle
<i>Lonicera xylosteum</i>	bush honeysuckle
<i>Morus alba</i>	white mulberry
<i>Robinia pseudoacacia</i>	black locust
<i>Rosa rugosa</i>	Japanese rose

## **APPENDIX 6 - Map of Bureau of Parks and Lands Properties**



## APPENDIX 7 - References

1985. Maine Department of Conservation, Bureau of Public Lands. *Public Reserved Lands of Maine, Integrated Resource Policy.*
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1999. Department of Conservation, Natural Resources Information and Mapping Center. *Maps and Publications: Maine Geological Survey.*
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- Department of Conservation, Bureau of Parks and Lands, *Operations Manual for State Parks and Historic Sites.*
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