OUTDOOR RECREATION FOR MAINE 1966
COMPREHENSIVE OUTDOOR RECREATION
PLAN FOR MAINE

Prepared by the Maine State Park and Recreation Commission in cooperation with the University of Maine
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Foreword

This outdoor recreation plan contains recommended action programs pertaining to the acquisition of outdoor recreation resources, and the planning, development and construction of outdoor recreation facilities. This plan of action is largely based on a report entitled "Outdoor Recreation in Maine, A Study of the Supply of and the Demand for Outdoor Recreation"¹, a detailed technical report in which the various sectors of outdoor recreation, government owned facilities, commercial enterprises and semi-public enterprises, were analyzed. The future demand for outdoor recreation was projected with special consideration given to the future use of government owned facilities.

¹Prepared by the Outdoor Recreation Study Team of the University of Maine, Dr. Johannes Delphendahl, Project Leader, for the Governor's Advisory Council on Outdoor Recreation, under a planning grant from the Housing and Home Finance Agency.

The basic approaches to the Maine Outdoor Recreation Plan were devised and prepared under the direction of Dr. Johannes Delphendahl, associate professor of resource economics at the University of Maine. Several sections of the plan involving state responsibilities and actions were contributed by the State Park and Recreation Commission, with cooperation and assistance of all state resources agencies.

The outdoor recreation plan for the entire State of Maine should be considered a major step toward more efficient use of Maine's outdoor recreation resources. It is hoped that this plan will serve as a guideline for all sectors of the outdoor recreation industry to make Maine a pleasant place in which to work and enjoy the outdoor recreation resources with which nature has endowed her so abundantly.

Lawrence Stuart, Director
State Park and Recreation Commission
CONTENTS

1. Introduction Page
   A. Outdoor recreation, in perspective a national and statewide problem ............ 5
   B. Scope and objectives of the study ............... 6

2. Maine Recreation Resources
   A. Description of Maine ......................... 8
   B. Soils, vegetation and climate ................. 9
   C. Game resources ..................................... 10
   D. Inland fishery resources ......................... 10
   E. Marine sport fishing ........................................... 11

3. Survey of Outdoor Recreation Facilities
   A. Commercial enterprises ......................... 13
      Private campgrounds ............................. 13
      Sporting camps ....................................... 13
      Lodging industry ...................................... 14
      Riding stables ....................................... 14
      Golf courses ............................................. 14
      Skiing facilities ......................................... 15
      Boat yards ............................................. 15
      Commercial beaches ................................... 15
   B. Semi-public enterprises ........................... 15
      Boys' and girls' educational summer camps .......................................................... 15
      Riding clubs ............................................. 16
      Yacht clubs ............................................... 16
   C. Government owned outdoor recreation .......... 16
      Outdoor recreation facilities owned by the federal government ............... 16
      State owned outdoor recreation facilities ...................................................... 19

4. Future Demands for Outdoor Recreation
   A. Analysis of visitor data for federal and state parks ..................... 21
      Acadia National Park ................................... 21
      State parks .............................................. 21
   B. Trends affecting the demand for outdoor recreation ...................... 22
   C. Aggregate demand for outdoor recreation ........................................... 25

5. Current and Future Needs for Outdoor Recreation Resources
   A. Natural areas ............................................. 29
      The concept of a natural area in Maine 29
      Supply of natural areas in Maine 29
      Baxter State Park ..................................... 30
      The Allagash Wilderness Waterway 31
      The demand for natural areas 32
      Need for natural areas ................................... 34
   B. Recommendations pertaining to the future development of natural or wilderness areas ..................... 35
   C. Expansion of existing outdoor recreation facilities ......................... 36
      Supply of existing outdoor recreation facilities .............................................. 36
      a. The public sector ................................... 36
      b. The private sector .................................... 39
      Demand and need for outdoor recreation resources and facilities ............. 41
      The need for new outdoor recreation facilities .............................................. 44
      Recommendations .................................... 45

6. Special Problems

7. Action Programs
   A. Part 1, Immediate action programs .... 51
   B. Part 2, Long range action programs .... 52
   C. Part 3, Continuing planning work ......... 53

8. Appendix 1—Summary of laws and statutes related to Baxter State Park ..... 57
   Appendix 2—Summary of public rights in Maine waters ......................... 58
   Appendix 3—Policy statement—Inland Fish and Game Department .......... 59
1 INTRODUCTION
“The outdoors lies deep in American tradition.” The historical and cultural development of the United States is closely connected with the vast natural resources which nature has bestowed upon the United States. To enjoy the outdoors is traditionally considered a right to which all Americans are entitled. The American society experienced vast social and economic changes caused by a gradual shift from an agrarian to an industrial society. Today, the United States is a highly urbanized society with the majority of its population living in urban areas. The increase in the material well-being of the entire nation has been translated into demand for improved housing, better diet, and last but not least, for outdoor recreation facilities of all types. The impact of this development upon outdoor recreation facilities has been well summarized in Outdoor Recreation for America in the simple observation “the demand is surging. Whatever the measuring rod . . . it is clear that Americans are seeking the outdoors as never before.”

Approximately two-thirds of the entire population of the United States is now concentrated in population centers which cluster around metropolitan areas. If the present trend of urbanization continues, then it can be expected that more and more people will be living in these urban centers. This development will have its effect on the use and the development of Maine’s outdoor recreation resources and facilities. The State of Maine, or expressed in broader perspective, the northern tier of New England including Vermont and New Hampshire, is located at the northern edge of the population concentration stretching from Boston to Washington, D. C. Maine’s location adjacent to this megalopolis will greatly contribute to a substantial increase in the demand for its outdoor recreation resources and facilities.
Maine's land and water resources including the associated fish and wildlife resources are the basis for Maine's outdoor recreation industry. Recreation facilities such as state parks, summer and winter resorts, to name only a few examples, depend to a large extent upon the availability of the outdoor recreation resources. The entire outdoor recreation industry is a vital part of Maine's economy. The development and the efficient management of the outdoor recreation resources, including the improvement and the enlargement of existing facilities, are challenges which only can be met through a coordinated effort of the private sector of the outdoor recreation industry and all levels of government — federal, state and local. Maine's future economic growth and well-being of the population depend to some extent upon how effective this challenge can be met in the years to come.

In order to find a solution to some of the problems connected with the efficient utilization of the outdoor recreation resources of Maine, the governor appointed an Advisory Council on Outdoor Recreation under the chairmanship of the director, Maine State Park and Recreation Commission. Other members of this council include the commissioners of the Department of Economic Development, Department of Inland Fisheries and Game, Department of Sea and Shore Fisheries, Department of Agriculture, Department of Forestry, the chairman of the Highway Commission, the chairman of the Water Improvement Commission, and the executive secretary, State Soil Conservation Districts.

The Advisory Council on Outdoor Recreation decided that a statewide outdoor recreation study was essential for the future development of Maine's outdoor recreation resources. The council suggested as the general objective of the study the collection and analysis of data which will serve as background information for the governor and the legislature for guidance in the orderly development of the recreational resources of Maine.

Specific objectives of the Outdoor Recreation Study were:
1. The evaluation of existing outdoor recreation facilities.
2. The assessment of the recreational needs of the people of Maine and of out-of-state visitors.
3. The projection of the future demand for recreation projections to 1975.
4. The analysis of the current and future needs of outdoor recreation resources.
5. An action program to provide outdoor recreation facilities.
Description of Maine

As the largest of the New England States, Maine has an area of 33,000 square miles, of which forest land accounts for over 17 million acres. The state is divided into 16 counties which embrace 21 cities, 416 towns, 56 plantations and 407 unorganized townships.

Within its bounds, the natural endowment of the state includes about 2,500 miles of scenic coastline, over 2,500 natural lakes, 10 major rivers and more than 5,000 smaller streams and tributaries. From sea level on the Atlantic Coast, the uplands rise to 5,267 feet elevation on Mount Katahdin, then taper off in Aroostook County, the northernmost, which contains 6,453 square miles, an area larger than Connecticut and Rhode Island combined.

According to the 1960 census, the population of Maine was 969,265. This represents an average density of 29.1 persons per square mile. The climate is invigorating, with an evenly distributed rainfall of 43.24 inches. There are approximately 152 billion cubic feet of usable water storage in four major river storage basins.

The estimated value of all finished products from wood is nearly 600 million dollars. The economic contribution of the recreation industry has been estimated to be approximately 300 million dollars. Total value of agricultural products produced amount to about 200 million dollars. A recent development has been the reactivation of mining ventures in eastern Maine. Sample assays have shown promise, but it would be premature to forecast unusual and extensive deposits.

There are 1,253 coastal islands in the state. To this recreational potential can be added 125 miles of sandy coastline. Average monthly temperatures range from a low 18° F. in January to a high of 66° F. in July. For the autumnal months of September and October, average temperatures are 57° and 47° F. respectively, a most favorable period for camping, hiking, picnicking, fishing and hunting. Using Moosehead Lake the largest lake in the state as an example, a 73 year record of ice cover extremes indicates a closing in early December and an opening in late April. This period of ice cover allows a desirable winter sports period. Total available sunshine is rated at 61%, which compares most favorable with the leading “sunshine capitals of the United States”. Most of the State is relatively free from allergenic pollens.

Maine is meeting the challenge of increasing fishing pressures by employing well-trained fishery biologists who employ most modern techniques in fish conservation methods. About 1,200 lakes have been surveyed in detail to provide invaluable information to the sportsman. Deer is the most important game animal with an annual average deer kill of 35,000. Rapidly increasing in both sports interest and animal population is the black bear. Ruffed grouse (partridge), woodcock, pheasant and black duck are the principal game birds.

The history of Maine has been long and adventurous, possibly connected with 10th century settlements by Vikings and Celts. Sebastian Cabot landed on the coast of Maine in 1496; French expeditions settled St. Croix island in
1604; the Popham Colony arrived on the Kennebec in 1607; Monhegan island and Saco became permanent settlements in 1622 and 1623. During the American Revolution, Benedict Arnold led an expedition up the Kennebec, through the virgin forests of Maine, to attack the fortress of Quebec in the dead of winter. During the American Civil War, Maine sent 72,945 resident sons to the federal forces—a most impressive contribution in the light of the state population. Through the periods of clipper ship supremacy and vast timberland development, the state has developed a rugged, individualistic characteristic which is pointedly expressed in the watch-word of the state university—"Pride in the Past, Faith in the Future".

B

Soils, Vegetation, and Climate

The topography of Maine varies from coastal and inland lowlands to mountainous areas, with the maximum elevation of 5,267 feet on Mount Katahdin occurring in the central area of the state.

Soils vary greatly from one area to another because of their origin. Maine's soils exhibit a textural range from the course textured outwash materials, which are sandy, to the fine textured marine sediments and alluviums which are silts and clays. The glacial till deposits result in soils of intermediate texture.

There are 1,253 islands along the Maine coast, with the greatest concentration occurring in Penobscot Bay. Eighty-three percent of these island are less than one-half mile long. Most of the islands are privately owned; only 16.6% are owned by the state.

Sandy areas occur intermittently along the entire coastline, but the largest expanses exist in the southern counties. Maine has many rivers and streams which are ideal for recreational development. However, the level of pollution in these waters must considered in recreational planning for the future. Based on the proposed classification, the main stems of the Androscoggin and Penobscot rivers will be suitable for recreational uses, but the Kennebec River below Wyman Dam will have serious limitations.

Maine is one of the most heavily forested states of the United States. About 80% of the land area is classified as forest land. A very small percentage of the land area of the state of Maine is owned by the federal, state or local government.

Multiple use policies have a substantial impact on the use of forest land resources for outdoor recreation since about 99% of these land resources are privately owned. The importance of the private sector is analyzed in detail elsewhere in this report.

The climate of Maine is generally favorable for recreational activities throughout the year with a near ideal combination of precipitation and temperature for both summer and winter months. Average monthly temperatures range form a low of 18° F. in January to a high of 66° F. in July. These monthly temperatures vary more between years for the winter months than they do for the summer months.

The average annual precipitation for the whole state is 42.3 inches and is evenly distributed as approximately 3.5 inches per month.

Annual snowfall averages 81.5 inches, with the largest amounts falling during the period from December to March. Snowfall in coastal communities varies from 38 inches at Belfast to 77 inches at Eastport, while the uplands range from 73 inches at Bridgton to 114 inches at Greenville.

The intensity of the sunlight in Maine is high because of normally low humidity values, and the relative number of hours of overcast skies is related in part to coastal proximity. The total hours of clear skies during the summer months is greater in Caribou than it is in Portland.
C

Game Resources

Numerous wildlife species are a significant part of Maine’s outdoor recreation resources. Many thousands of hunters, both resident and nonresident, hunt in every part of the state. Deer, bear and woodcock, especially attract large numbers of out-of-state hunters. Maine’s geographical location at the northern edge of the megalopolis which stretches from Boston to Washington, D. C. provides a very important area for hunting. It can be expected that the projected population increases will generate an additional demand on Maine’s game resources.

It also should be pointed out that the mammal and bird species are dependent upon land and water resources for their survival. At the same time many of these wildlife species are extremely sensitive to changes in the land use pattern causes by the process of urbanization. It should be recognized that the maintenance and the management of wildlife resources are extremely difficult and subject to more uncontrollable factors than most outdoor recreation resources.

D

Inland Fishery Resources

Sport fishing is an important outdoor recreation activity. Numerous fishermen enjoy the wide variety and quality of inland game fish in all geographic regions of the state.

Maine is the only area in the United States which offers the opportunity of fishing the Atlantic salmon.

Fifty different kinds of fish live in the inland waters of Maine. Several species are considered the principal game fish.

The more important wildlife species will serve as an illustration of the numerous game resources with which Maine is so richly endowed. By far the most important game species is the white-tailed deer which inhabits the entire state. The black bear is considered the most prized big game trophy. The snowshoe hare is a wildlife species which is very popular hunting game. The ruffed grouse is the most important game bird in Maine, but the woodcock also is highly valued especially by sportsmen with pointing dogs. The gray squirrel and the ring-necked pheasant are secondary game species but both are gaining popularity with hunters. Waterfowl are favorite targets for hunters especially in major river valleys, coastal bays, tidal estuaries, and a few of the large lakes.

In conclusion it should be emphasized that hunting is only one value placed upon these species. The non-consumptive use of Maine’s wildlife resources appeals to an ever-increasing proportion of both resident population and the tourist visitors.

Landlocked salmon inhabit many lakes and are fished in 15 of the 16 counties.

Atlantic salmon live in only about nine rivers but a restoration program is in progress, and plans to provide Atlantic salmon fishing in other rivers are firm.

Lake trout occur naturally in many Maine waters, and are becoming increasingly popular with fishermen looking for the “big ones”.

Brook trout are the most popular, the
most widely distributed trout in Maine. They naturally thrive in the cold Maine brooks and in the cold water ponds which have been chemically treated to eliminate undesirable competing species so that the introduced brook trout will survive. Over 100 ponds with a body of water in excess of 6,000 acres have been treated during the past 15 years.

Brown trout appeal to fishermen because of their large size, and some are caught as trophy fish.

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**E**

**Marine Sport Fishing**

Although marine sport fishing is not yet as popular as fishing in the inland waters, it is an outdoor recreation activity which attracts Maine residents and tourists alike. The potential is unlimited. Maine is endowed with numerous marine species attractive to fishermen. Several species, however, are the favorites of saltwater game fish anglers.

Striped bass occur along the entire coast of Maine and are considered the most popular marine fish resource.

Atlantic mackerel are the most abundant sport fish along the coast of Maine and are taken in large numbers by the rod and reel.

American smelt inhabit the entire Maine Coast but move during the spring into Atlantic tributaries for spawning.

Several marine species are fished from party boats. Among these resources are cod, haddock, hake, and cusk.

The party boat fishery is a modified relic of the old commercial hand line operation. Still operating primarily for ground-fish (generally bottom feeding fish), many party boats offer the most modern of sport fishing equipment. Over 50 of these vessels sail from some 30 Maine ports between York Harbor and Eastport. Varying in length from 25 to 55 feet, and in capacity from six to 50 persons, nearly all boats are equipped for ground fishing and many have special equipment for tuna, shark and halibut.

The results of the 1964 marine sport fishermen survey indicate their preference for those parts of the Maine coast located in the vicinity of urban areas.

Of the fishermen interviewed, 2.5% reported to fish 100 to 150 times per year; 6% participated between 50 and 99 times, and 8% made 20 to 49 marine fishing trips per year.

Outdoor recreation facilities are the base of the outdoor recreation industry. These facilities include commercial firms, semi-private enterprises and government owned recreation areas. Included in the latter category are the campsites maintained by the Maine Forest Service on privately owned land in the unorganized territory of northern Maine.

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*See appendix 3, page 59.*
Private outdoor recreation enterprises are an integral part of the outdoor recreation industry of Maine. The major objectives of this part of the study were to obtain an overall inventory of these facilities within the limitations imposed by time and money allocated to the project, and second, to obtain data on the characteristics and type of operation of these firms.

A

Commercial Enterprises

Private Campgrounds

There were 148 privately operated campgrounds in Maine. Most of the campgrounds, 46%, are located in the southwestern and central lakes, and western lakes and hills region. The southwestern and southcentral coastal regions contain 23% of the private campgrounds, while 15% are located in the coastal areas from western Penobscot Bay to Eastport. The remaining 16% are situated in eastern and northern parts of the state.

Campgrounds ranged in size from 4 to 325 total campsites. The average for all campgrounds was 59 sites. Sixty-nine percent of all campgrounds reporting had less than 60 sites available. Campgrounds with 100 or more sites represented only 19% of the total.

The majority of private campgrounds are used as vacation campgrounds. Campers residing in the northeastern United States accounted for 75% of all campers with the majority coming from Massachusetts, New York, Connecticut, New Jersey and New Hampshire.

Sporting Camps

Six counties, Aroostook, Franklin, Penobscot, Piscataquis, Somerset, and Washington, had a total of 319 or 78% of the 408 sporting camps in the state. Relatively few sporting camps are located along the coastal area of Maine.

3The number of campgrounds does not include campgrounds located at state parks, national parks or those provided by the Maine Forest Service. Also excluded predominantly trailer courts.

4A sporting camp is defined as a commercial establishment obtaining a significant part of its income from guests who participate in hunting and fishing activities.
The season of greatest use by guests was during July and August when 69% of the capacity was used. During the hunting season in October and November the camps were filled to about 50% capacity. Early spring fishing during May and June resulted in 38% of the capacity in use. During the winter, for those open during this period, about 30% of their guest capacity was in use.

Maine residents in general did not patronize these sporting camps to a large extent and accounted for only 13% of the recorded guest-days. In general, Maine residents used these facilities during the early spring fishing (May and June), in September and in the winter season when the camps were open for skiing.

Lodging Industry^3

The lodging industry plays a vital role in the development of outdoor recreation in the state.

There were approximately 1,400 lodging facilities, as defined below, in operation. Two-thirds of the facilities were recreational and about 30% were commercial operations while 3% were both.

Nearly half the facilities were motel operations. However, hotel operations predominated among facilities with capacity for 100 guests or more. About 70% of the facilities were operated seasonally, from June to September.

About 40% of the lodging facilities were located adjacent to a body of water—in the majority of cases, the ocean. The majority—54% of the lodging facilities had no recreation facilities on the premises. Twenty-nine percent of the facilities reported lawn games, 20% reported beaches, 13% docks, 15% boats, 11% swimming pools, 5% tennis courts, 3% hiking trails, 2% golf courses, and 18% other facilities such as shuffleboard, horseshoes, and miniature golf.

Numerous recreation facilities were convenient to the premises of the lodging facilities. Over 70% of the facilities reported that sightseeing, golf courses, and/or beaches were available. Nearly 50% reported docks, boats, and/or riding stables were nearby. From one-fourth to one-third of the facilities reported hiking trails, swimming pools, and/or tennis courts in the vicinity of the lodging accommodation. Nineteen percent reported ski areas nearby.

Thirty-four percent of the guests came from states in New England other than Maine. Eleven percent came from Maine. States outside New England accounted for 30% of the guests while Canada (and other foreign countries) accounted for 25% of the people registered at lodging facilities.

Riding Stables

Twenty-six riding stables were identified in the state. The average stable had capacity for 19 horses. It had 13 head on hand of which three were being boarded. Land connected with stable operations amounted to about 100 acres per stable of which half was open land. The average stable had one outdoor trail 15 miles long.

Over 80% of the riding took place in May through October for stables with year-round business. July and August were the peak months of riding for all businesses. Seventy-six to 79% of the rides during these two months were by clients from out-of-state.

Golf Courses

Seventy-six commercial golf courses were in operation in Maine. An additional 22 clubs provided golfing facilities.

Golf courses are located in every county in Maine but are mostly concentrated in central and southern Maine near population centers.

Course length averaged 2,743 yards for all 9-holes courses and 6,091 for the 18-hole. Nearly all of the courses were considered to have scenic beauty. Contributing to the natural beauty of the courses were nearness to water and mountains.

Some other recreation activities were provided the clientele and including swimming, tennis, golf practice range, and putting greens.
Skiing Facilities

Skiing is one of the winter outdoor recreation activities in which more and more people participate. Records of the Maine Tramway Safety Board showed that 19 cable lifts and 41 rope tow facilities were in operation.

Operators of ski facilities reported that more than one-third of their total ticket sale generally occurs during the month of February, while the sales during the month of January and March account for 18 to 19% each. The peak use of the ski facilities occurred Saturdays and Sundays.

Seventy-two percent of the skiers resided in Maine, and an additional 21% in the remaining New England states.

Approximately one-third of the skiers belonged to the age group 12-17 years and another third of the skiers were in the 18-24 age group.

Boat Yards

There were 55 boat yards in operation. Mooring capacity ranged from five to 500 boats.

About two-thirds of the boat yards had boat building enterprises. Forty percent of the yards could build boats of 40 to 50 feet in length. Twelve percent could build craft in the range of 110 to 180 feet, while 12% were restricted to boats under 40 feet.

Over 90% of the boat yards provided major repair, servicing and supplies for boats while 85% provided these services for motors. Nearly three-fourths of the yards had marine gasoline, but only 39% offered diesel fuel. Less than half the yards rented boats and only 27% rented motors.

Approximately half of the clientele who had boats serviced by the boat yards were residents of Maine, one-third were from other New England states, 12% were from outside New England and 1% were Canadians. Of those who were residents of Maine, nearly two-thirds were summer residents and one-third all year residents. Nearly two-thirds of the boats stored were stored for Maine residents, of whom one-half were summer residents.

Commercial Beaches

An attempt was made to inventory the number of inland beaches which are open to the public of a fee basis or free of charge. Questionnaires were mailed to 400 cities and towns in Maine. Town managers were asked to identify the beaches by name, location and the address of the owner or operator. Fifty-five town officials reported that 73 commercial beaches were in existence.

All of the camps had a large variety of recreational facilities which were owned by the camps and on the premises. Almost all camps owned boats, dock facilities, and beach areas. Other recreational facilities include tennis courts, ball diamonds and rifle ranges.
A number of the camps offered overnight trips off the camp premises as part of their instructional program. Recreational facilities used for such trips were normally of the natural resource type such as mountains, lakes and rivers. Maine state parks were used by 32 of the educational camps for off-premises trips. Canoe and boat trips on Maine rivers were also part of the off-premise recreational and educational programs.

Riding Clubs
Forty-five active riding clubs were identified in the state. Information about their nature, their membership characteristics and their activities and development plans were obtained. Each club had, on the average, 49 horses and 15 ponies. The major activities of riding clubs were sponsoring or participating in horse shows and trail rides. Other club activities included participation in parades, holding banquets and raffles, style shows, tours, training lessons and exhibits.

Yacht Clubs
The fifty-seven yacht clubs are a small but important segment of the semi-public outdoor recreation enterprises of Maine.

The major boating activity of the clubs was one-design racing. Handicap, cruising and power boat racing were also reported by one or more clubs. Club cruises and interclub racing were other club activities. In addition to boating activities, a majority of the clubs provided instruction in sailing.

Government Owned Outdoor Recreation Facilities

The federal and the state governments own more than 270,000 acres of land resources in Maine which are utilized for outdoor recreation facilities. The topography of these parks varies from the wilderness area of Baxter State Park in the northeast of Maine to Sebago Lake State Park in the central lakes region and from Lily Bay State Park located on Picturesque Moosehead Lake to Acadia National Park situated on rock-bound Mount Desert Island (See map page 18).

Outdoor Recreation Facilities Owned by the Federal Government
The scenic beauty of Mount Desert Island has been made accessible to the public through
TABLE 1
Government Owned Outdoor Recreation Facilities

<table>
<thead>
<tr>
<th>State parks</th>
<th>Location</th>
<th>Acres</th>
<th>Picnicking</th>
<th>Bathing</th>
<th>Snack bar</th>
<th>Fishing</th>
<th>Camping</th>
<th>Hiking</th>
<th>Boat launching</th>
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<th>Scenic road</th>
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<td>Crescent Beach</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Poland Spring</td>
<td>Poland</td>
<td></td>
<td>Planning</td>
<td>Stage</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quoddy Head</td>
<td>Lubec</td>
<td>481</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rangeley</td>
<td>Rangeley</td>
<td>691</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reid</td>
<td>Georgetown</td>
<td>768</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sebago Lake</td>
<td>Naples</td>
<td>1,500</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Two Lights</td>
<td>Cape Elizabeth</td>
<td>40</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Warren Island</td>
<td>Isleboro</td>
<td>70</td>
<td>Planning</td>
<td>Stage</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baxter Park</td>
<td>Millinocket</td>
<td>201,018</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

NATIONAL PARKS
Acadia            | Bar Harbor        | 30,600 | *       | *       | *       | *       |         |        |                |          |             |

FEDERAL AREAS
Moosehorn National Wildlife Refuge | 20,384 |
White Mountain     |               | 45,862 |

The facilities of Acadia National Park. Picnicking and swimming at fresh and salt water are available. Numerous hiking trails wind through wooded areas to reach the peaks of several mountains contained within the park. Two tenting areas with approximately 600 campsites are available. A motor road leads to the top of Cadillac Moun-
State Owned Outdoor Recreation Facilities

Baxter State Park, which occupies more than 200,000 acres, contains several campgrounds. One of the most attractive aspects of this state park is mile high Mount Katahdin. The Appalachian Trail starts here. Numerous other hiking trails have also been marked.

Aroostook State Park is located in the heart of the potato empire on the shore of Echo Lake.

Bradbury Mountain State Park is mainly a day use park. The view of Casco Bay and the White Mountains from the summit of Bradbury Mountain is very attractive.

Camden Hills State Park, located on Penobscot Bay, contains 126 tent sites developed on 4,996 acres. Several trails have been marked to points that offer excellent views of Penobscot Bay. A new road to the top of Mt. Battie overlooks scenic Penobscot Bay.

Crescent Beach State Park offers beach facilities and ample opportunities for sun bathing.

Cobscook Bay State Park, formerly part of Moosehorn National Wildlife Refuge, is located in the eastern part of the state near famous Passamaquoddy Bay. It provides ample secluded camping spaces.

Lake St. George State Park is located on fresh water. Swimming facilities and 30 tent sites are available.

Lamoine State Park on Frenchmen’s Bay offers 50 tent sites, boating and picnic facilities.

Lily Bay State Park provides tenting and boat launching facilities. It is located on Moosehead Lake, which is noted for its excellent fishing.

Moose Point State Park is situated on Penobscot Bay. Facilities for day use have been developed at the area.

Mount Blue State Park is located in the western part of Maine in an area of forests, lakes, and streams. Swimming, tenting and boat launching facilities have been provided at this park.

Quoddy Head State Park is the easternmost point of the United States. Picnic tables and other day use facilities have been provided at this park. Rock ledges rise as high as 190 feet above the sea. Tides range from 20 to 28 feet and are the greatest tides in the nation.

Reid State Park offers excellent swimming facilities and a warm salt water bathing pool.

Sebago Lake State Park accommodates more users than any other park, with the exception of Acadia National Park. Approximately 300 tent sites are available. It is located in the central lakes region of Maine. In addition, a day use area, consisting of boat launching facilities, a bathing section, and hiking trails has been provided at Sebago Lake State Park.

Two Lights State Park offers day use facilities in seashore settings.
4 FUTURE DEMANDS FOR OUTDOOR RECREATION
Analysis of Visitor Data for Federal and State Parks

Projecting future use of outdoor recreation areas depends to a large degree on the availability of historical use data. Such data were analyzed for Acadia National Park and for state parks for which sufficient historical date were available.

Acadia National Park

Total visits to the park increased 100% between 1954 and 1964, from 1,016,000 to 2,011,638. During the same period, use of the camping area increased 168% from 64,190 to 172,035 camper days. Most visits to Acadia National Park occur during the months of June, July, and August, with the peak period of the influx of visitors lasting from the last week of June until the last week in August.

Approximately 7% of the campers are Maine residents while the largest group of campers reside in New York and Massachusetts. In table 2 the home states of the 1964 camper registrants are summarized.

State Parks

The state park system is an important segment of Maine's outdoor recreation industry. It provides the opportunity for many thousands of all-year residents, summer residents, and tourists to enjoy Maine's outdoor recreation resources and facilities.

<table>
<thead>
<tr>
<th>State and provinces</th>
<th>Number</th>
<th>Percent of total campers</th>
</tr>
</thead>
<tbody>
<tr>
<td>New York</td>
<td>1,823</td>
<td>16.2</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>1,739</td>
<td>15.5</td>
</tr>
<tr>
<td>Maine</td>
<td>831</td>
<td>7.4</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>825</td>
<td>7.3</td>
</tr>
<tr>
<td>New Jersey</td>
<td>610</td>
<td>7.2</td>
</tr>
<tr>
<td>Connecticut</td>
<td>724</td>
<td>6.4</td>
</tr>
<tr>
<td>Ontario</td>
<td>511</td>
<td>4.5</td>
</tr>
<tr>
<td>Ohio</td>
<td>462</td>
<td>4.1</td>
</tr>
<tr>
<td>Michigan</td>
<td>425</td>
<td>3.8</td>
</tr>
<tr>
<td>Quebec</td>
<td>388</td>
<td>3.5</td>
</tr>
<tr>
<td>Illinois</td>
<td>287</td>
<td>2.6</td>
</tr>
<tr>
<td>Maryland</td>
<td>287</td>
<td>2.6</td>
</tr>
<tr>
<td>New Hampshire</td>
<td>285</td>
<td>2.5</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>183</td>
<td>1.6</td>
</tr>
<tr>
<td>California</td>
<td>168</td>
<td>1.5</td>
</tr>
<tr>
<td>Florida</td>
<td>161</td>
<td>1.4</td>
</tr>
<tr>
<td>Virginia</td>
<td>159</td>
<td>1.4</td>
</tr>
<tr>
<td>Vermont</td>
<td>140</td>
<td>1.2</td>
</tr>
<tr>
<td>Indiana</td>
<td>115</td>
<td>1.0</td>
</tr>
<tr>
<td>Other states and countries</td>
<td>930</td>
<td>8.3</td>
</tr>
<tr>
<td>Total</td>
<td>11,253</td>
<td>100.0</td>
</tr>
</tbody>
</table>
In line with the general upward trend of participation in outdoor recreation activities, total public use of Maine state parks increased continuously from 1954 to 1964. In 1954, 311,630 visits were reported while in 1964, 761,221 users visited Maine state parks. This represents a 114% increase within the 1954-64 period. During the 1965 season, total visits exceeded the one million mark.

In Maine the camping season lasts from May to October or approximately four months. Over 90% of all camping activity takes place during this period. The rate of use during the peak of the season determines to a very large degree the number of campsites maintained at each state park. The number of camper use days increased from 52,047 in 1954 to 193,725 in 1964, or by 108%.

Interviews with campers at Maine state parks during the summer of 1964 showed that approximately 15% of the campers were residents of Maine, 30% lived in Massachusetts, while the remaining 55% originated from other states and Canada (table 3).

The majority of campers participated in several outdoor recreation activities. Approximately 93% enjoyed sightseeing and pleasure driving. Swimming is an activity in which more than 90% of the campers interviewed participated. About half of the campers enjoyed boating while camping at a state park and approximately 60% of them went hiking. Inland fishing is an activity in which 37% of the campers took part.

### TABLE 3

<table>
<thead>
<tr>
<th>Home Address</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maine</td>
<td>53</td>
<td>14.9</td>
</tr>
<tr>
<td>New Hampshire</td>
<td>18</td>
<td>5.0</td>
</tr>
<tr>
<td>Vermont</td>
<td>4</td>
<td>1.1</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>108</td>
<td>30.3</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>11</td>
<td>3.1</td>
</tr>
<tr>
<td>Connecticut</td>
<td>18</td>
<td>5.0</td>
</tr>
<tr>
<td>Alabama</td>
<td>1</td>
<td>.3</td>
</tr>
<tr>
<td>Alaska</td>
<td>0</td>
<td>.0</td>
</tr>
<tr>
<td>Delaware</td>
<td>2</td>
<td>.6</td>
</tr>
<tr>
<td>Florida</td>
<td>1</td>
<td>.3</td>
</tr>
<tr>
<td>Georgia</td>
<td>1</td>
<td>.3</td>
</tr>
<tr>
<td>Illinois</td>
<td>4</td>
<td>1.1</td>
</tr>
<tr>
<td>Indiana</td>
<td>5</td>
<td>1.4</td>
</tr>
<tr>
<td>Maryland</td>
<td>3</td>
<td>.8</td>
</tr>
<tr>
<td>Michigan</td>
<td>6</td>
<td>1.7</td>
</tr>
<tr>
<td>Missouri</td>
<td>2</td>
<td>.6</td>
</tr>
<tr>
<td>Nebraska</td>
<td>1</td>
<td>.3</td>
</tr>
<tr>
<td>New Jersey</td>
<td>21</td>
<td>5.9</td>
</tr>
<tr>
<td>New York</td>
<td>22</td>
<td>6.2</td>
</tr>
<tr>
<td>Ohio</td>
<td>4</td>
<td>1.1</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>13</td>
<td>3.7</td>
</tr>
<tr>
<td>South Dakota</td>
<td>1</td>
<td>.3</td>
</tr>
<tr>
<td>Texas</td>
<td>1</td>
<td>.3</td>
</tr>
<tr>
<td>Virginia</td>
<td>2</td>
<td>.6</td>
</tr>
<tr>
<td>New Brunswick</td>
<td>5</td>
<td>1.4</td>
</tr>
<tr>
<td>Quebec</td>
<td>32</td>
<td>8.9</td>
</tr>
<tr>
<td>Ontario</td>
<td>11</td>
<td>3.1</td>
</tr>
<tr>
<td>Nova Scotia</td>
<td>4</td>
<td>1.1</td>
</tr>
<tr>
<td>Other Canadian Provinces</td>
<td>2</td>
<td>.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>356</td>
<td>100.0</td>
</tr>
</tbody>
</table>

### B

**Trends Affecting the Demand for Outdoor Recreation**

Population, disposable income, the availability of leisure time, and mobility are the major variables determining participation in outdoor recreation activities. It is recognized, however, that other socio-economic characteristics exert considerable influence on participation in outdoor recreation activities. Included in these socio-economic factors are age, sex, education, occupation, place of residence, and supply of outdoor recreation facilities.

Since a substantial number of the users of Maine's outdoor recreation resources and facilities are non-residents, reliable population projections for Maine, New England and a selected number of Middle Atlantic states are basic data upon which demand projections can be based.
FIGURE 2
Population Projection
State of Maine
1960-2000

1960 1975 2000

969,400 16% 1,125,200
Increase 1960-75
42%
1,595,300
Increase 1975-2000


FIGURE 3
Population Projection
for Area I
(Aroostook, Franklin, Oxford, Penobscot, Piscataquis, and Somerset Counties)

1960 1975 2000

353,900 17% 412,700 43% 589,100
Increase 1960-75
Increase 1975-2000

* For details about assumptions and methodology, see pp. 169-171, *Outdoor Recreation in Maine*, University of Maine, 1965.
FIGURE 4
Population Projections* for Area II
(Hancock, Knox, Lincoln, Waldo, and Washington Counties)

1960 1975 2000
134,900 146,100 185,600
Increase 1960-75 8%
Increase 1975-2000 27%

* For details about assumptions and methodology, see pp. 169-171, Outdoor Recreation in Maine, University of Maine, 1965.

FIGURE 5
Population Projection* for Area III
(Androscoggin, Kennebec, Sagadahoc, York, and Cumberland)

1960 1975 2000
480,400 552,000 766,900
Increase 1960-75 5%
Increase 1975-2000 39%

* For details about assumption and methodology, see pp. 169-171, Outdoor Recreation in Maine, University of Maine, 1965.
Population projections for the years 1960, 1975 and 2000 were made for each of the states in the New England and Middle Atlantic divisions of the northeast region, and for three combinations of counties in Maine.

It is imperative to emphasize that a population projection is not a prediction, and none of the data presented are to be used as predictions. Projections are nothing more than mathematical extrapolations from a base population which, under various assumptions concerning future trends in the basic mechanisms of population change (fertility, mortality, and migration), give some indication of what the future size and composition of the population might be. Projection population changes are depicted in figures 2 through 5.

Economic projections for 1976 suggest that the gross national product (GNP) will amount to approximately 1,000 billion dollars. It has been calculated that the annual growth rate of the economy will be about 4% per year, and since population will increase at about 1.8% per year, the per capita share of GNP is expected to increase at about 2.3% . Thus it is anticipated that per capita income will rise, associated with an increase in the standard of living, which in turn, might generate an additional demand for outdoor recreation.

Leisure time and the length of the work week are highly correlated and inversely related. Projections indicate that the average work week in the United States will be approximately 36.5 hours in 1976, and this shorter work week will be combined with longer paid vacations.

Participation in outdoor recreation requires traveling to certain areas and sites. Improvements in travel technology, specifically the impact of the interstate highway system and the widespread ownership of automobiles, have substantially contributed to the mobility of all segments of the population. The annual per capita rate of inter-city travel will increase from 4,170 miles per person in 1960 to about 6,750 miles in 1976.

Aggregate Demand for Outdoor Recreation

The basic analytical framework for predicting future use of recreational sites, is outlined in ORRRC Study Report 26. Since a large percentage of the users of Maine state parks are residents of New England, New Jersey, New York and Pennsylvania adequate weight has been given to the present and future population of these states in the prediction model. Other independent variables included in the model are real disposable income, inter-city passenger miles by automobile...
per capita as a measure of mobility, and hours of leisure time. Park attendance was treated as the dependent variable.

Attendance projections, both public and day use, were made for state parks. It can be expected that the total public use of Maine state parks will increase by 158% during the period 1964 to 1976. The increase, however, will not affect all state parks at the same rate. Demand in the year 1976 at Reid, Bradbury Mt. and Sebago Lake state parks should be approximately twice as much as in 1964.

Camping use is one of the major outdoor recreation activities provided by facilities in Maine state parks. It will increase 172% by 1976, though it should be pointed out that this increase is unequally distributed among the state parks. It is anticipated that camping demand will increase about 100% at Camden Hills and Sebago Lake state parks, about 300% at Aroostook and Bradbury Mt., and 400% Lamoine and Mt. Blue, but the largest increase can be expected at Lake St. George State Park.

During the summer of 1964, 1,402 Maine households were visited and the head of the household was interviewed about the participation of his family in outdoor recreation activities. A summary of these data is offered in table 4.

The participation rates in outdoor recreation activities differ considerably. When people have only two or three hours available, picnicking, pleasure driving, and swimming are the most favored activities.

Participants in outdoor recreation activities expressed different preferences while on a weekend trip and on a vacation, table 5.

People prefer the coast more than any other region for their outdoor recreation activities, either on an all day outing or if they drive out for two or three hours. The second most popular regions for outdoor recreation activities are the southwestern and southcentral lake regions of Maine.

Three basic steps are essential to estimate future participation in outdoor recreation activities. Projection of the future size and composition of the population is the first step. The second step includes multiplication of the current participation rates with the projected population figure.

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percent of population participating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pleasure driving, sightseeing</td>
<td>79</td>
</tr>
<tr>
<td>Hiking</td>
<td>18</td>
</tr>
<tr>
<td>Picnicking</td>
<td>66</td>
</tr>
<tr>
<td>Camping</td>
<td>21</td>
</tr>
<tr>
<td>Swimming</td>
<td>63</td>
</tr>
<tr>
<td>Boating, including canoeing</td>
<td>49</td>
</tr>
<tr>
<td>Inland fishing</td>
<td>39</td>
</tr>
<tr>
<td>Salt water fishing</td>
<td>17</td>
</tr>
<tr>
<td>Deer hunting</td>
<td>27</td>
</tr>
<tr>
<td>Bird hunting</td>
<td>12</td>
</tr>
<tr>
<td>Skiing</td>
<td>14</td>
</tr>
<tr>
<td>Other winter sports</td>
<td>37</td>
</tr>
<tr>
<td>Horseback riding</td>
<td>12</td>
</tr>
<tr>
<td>Mineral collecting</td>
<td>9</td>
</tr>
<tr>
<td>Golfing</td>
<td>9</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activity</th>
<th>Weekend trip</th>
<th>Vacation trip</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pleasure driving</td>
<td>13 (percent)</td>
<td>14 (percent)</td>
</tr>
<tr>
<td>Picnicking</td>
<td>5 (percent)</td>
<td>2 (percent)</td>
</tr>
<tr>
<td>Camping</td>
<td>6 (percent)</td>
<td>5 (percent)</td>
</tr>
<tr>
<td>Swimming</td>
<td>9 (percent)</td>
<td>20 (percent)</td>
</tr>
<tr>
<td>Fishing</td>
<td>4 (percent)</td>
<td>6 (percent)</td>
</tr>
<tr>
<td>Golfing</td>
<td>1 (percent)</td>
<td>2 (percent)</td>
</tr>
</tbody>
</table>
The result will then be the projected user days for outdoor recreation. The final step includes a consideration of the impact of socio-economic factors upon the participation rate.

Projections were made for 1975 and 2000 for Maine, New England states, and selected Middle Atlantic states, table 6.

As previously observed, the majority of the participants in outdoor recreation activities in Maine are residents of New England, New Jersey, New York, and Pennsylvania. It can be concluded, that the projected changes in participation rates will generally apply to Maine.

<table>
<thead>
<tr>
<th>Activity</th>
<th>Expected percent increases in participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Driving for pleasure</td>
<td>15</td>
</tr>
<tr>
<td>Sightseeing</td>
<td>25</td>
</tr>
<tr>
<td>Walking for pleasure</td>
<td>12</td>
</tr>
<tr>
<td>Nature walks</td>
<td>14</td>
</tr>
<tr>
<td>Fishing</td>
<td>2</td>
</tr>
<tr>
<td>Hunting</td>
<td>7</td>
</tr>
</tbody>
</table>

TABLE 6
Projected Percent Increases in Selected Outdoor Recreation Activities for the Northeast: 1960 to 1975
5 CURRENT AND FUTURE NEEDS FOR OUTDOOR RECREATION RESOURCES
The concept of a natural area

The United States is a society of mass consumption, with a high standard of living and other associated attributes of an urbanized society. A nostalgic view, however, prevails about the "wide open spaces" frequently considered the frontier which has been in the past readily accessible for the majority of the population for many outdoor recreation activities. The frontier has vanished and only a limited acreage is open to the general public for outdoor recreation activities. Nevertheless, more "urbanites" than ever before are seeking the solitude of the wilderness to enjoy hiking, wilderness camping, hunting and fishing, or just the beauty of untouched nature.

The definition "natural area" as used in this outdoor recreation plan is based on the Bureau of Outdoor Recreation Classification System, Class IV and V.7 The scenic sites and features of areas in Class IV are limited in number and are irreplaceable, though no minimum acreage is indicated by the classification system. Thus natural areas may be part of a larger administrative outdoor recreation area, such as a state park. The development should be kept to a minimum, and access roads and service facilities should be kept outside the area. Class V includes large tracts of primitive land areas. These essentially undeveloped land resources are maintained in their natural condition to make them irreplaceable areas which provides inspirational, esthetic, scientific and cultural assets. Baxter State Park can be cited as an outstanding example of a primitive area.

Supply of Natural Areas in Maine

A survey recently completed by the Bureau of Outdoor Recreation, classified according to the Bureau of Outdoor Recreation Classification System, covers or includes all outdoor recreation areas owned by the federal, state or local governments. Analysis of this survey shows that most areas classified in class IV are either part of an already existing federal, state or local government owned outdoor recreation area or part of tracts

of land acquired by the State of Maine for further outdoor recreation development. It seems somewhat obscure that Baxter State Park has been classified in Class IV and III, though in the judgment of the consultant, Baxter State Park is an outstanding example of Class V. A summary of the BOR survey is presented in table 7.

**Baxter State Park**

Baxter State Park is one of the unique wilderness areas in the United States.\(^8\) The large land area has been a gift to the State of Maine. To ensure the future use of the area as intended by the donor, certain deed restrictions were attached to the donation document. It is, therefore appropriate to include a summary of the statutes and laws pertaining to the management of Baxter State Park.

Baxter State Park is a mountain wilderness area of 200,000 acres donated and deeded to the State of Maine by the Honorable Percival P. Baxter with certain conditions in deeds of Trust. It is the largest state park in the country given by a single individual. Twenty parcels of land were acquired from pulp and paper companies over a period of 31 years (1931-62) made up of 8 1/3 wildland townships in Piscataquis County and a small fraction in Penobscot County, Maine. All land was accepted by acts of Legislature.

\(^{8}\)This section on Baxter State Park is based upon a brief prepared by the chairman of the Baxter State Park Authority.
In all deeds where the term “natural wild state” appears, the State of Maine is authorized to clean, protect and restore areas of forest growth damaged by acts of nature such as blowdowns, fire, floods, slides, infestation of insects and disease or other damage caused by acts of nature in order that the forest growth of the park may be protected, encouraged and restored.

The state is also authorized to build trails and access roads to campsites, to use timber from this area for fire control and firewood and to construct shelters and lean tos for mountain climbers and other lovers of nature in its wild state.

The Baxter State Park area is to be maintained primarily as a wilderness, and recreational purposes are to be regarded as of secondary importance and shall not encroach upon the main objective of this area which is to be “forever wild”.

The existing leases of the land and buildings on Kidney Pond, Daisy Pond and on the shores of Matagamon Lakes may be continued by and in the discretion of the Baxter State Park Authority.

Baxter State Park is administered by the Baxter State Park Authority. The authority, by statute, is made up of the commissioner of inland Fisheries and Game, the attorney general, and the forest commissioner, who is also chairman of the authority.

The field force is made up of a park supervisor, 8 park rangers, 3 part-time assistant rangers, and a reservations clerk.

The park operates on legislative appropriations from general fund which is currently $40,000. Forest fire protection is handled by the Maine forestry district with funds coming from a levied tax of three cents per acre per year on 200,000 acres of Park land.

All use fees, which in recent years are approximately $35,000 annually, go into the general fund of the state.

Recreation facilities of the park include seven campgrounds of which five are located on a gravel road on the outer perimeter and are accessible by vehicle, and two are located in the interior and can only be reached on foot. In the aggregate these seven campgrounds cover about 100 acres.

Latest inventory figures show 81 lean tos, 69 tent sites, five bunkhouses for 6-12 persons, three gatehouses and living facilities for the park rangers.

There are eight campsites and eight lunch grounds for day use distributed along the park road and other accessible points.

Approximately 100 miles of trails are well marked and center around or on Mt. Katahdin.

In the administration of the park the authority has always been mindful of the “forever wild” concept and of the express wishes of the donor of the land. It is within this framework that stringent and limited policies, rules and regulations have been formulation. In view of recent outdoor recreation trends, however, a new look must be taken to meet the increasing public demand for more and better facilities.

One criterion under the forever wild concept has been the restriction on any expansion program. The size and facilities at each campground have been based on the work load which one ranger can handle. Thus each location has a layout-out plan of four sections: area for 12 lean tos and a bunkhouse varying from 6-12 persons per unit; area for 15 tent sites; area for day use and area for the ranger and his family. There are some variations from this standard plan.

There are several nearby areas which have been designated for overnight tenting to handle the overflow from the campgrounds.

Due to the growing number of campers each year the present policy of “first come—first served” will have to change to a reservation plan or some other set-up.

The Allagash Wilderness Waterway

The Allagash wilderness has acquired widespread fame as an attraction for canoeists. Although only hundreds have made the trip, each year they have come back so impressed that the fame of the Allagash has spread across the nation. Conservationists have called increasingly for preservation of the waterway. A state park plan calling for preservation was aired in 1956. The National Park Service in 1961 proposed a 296,000 Allagash National Recreation Area. The Bureau of Outdoor Recreation in 1963 suggested a 192,000 acre Allagash National Riverway.
An Allagash River Authority plan proposed to the 101st Legislature was referred to a study committee which produced the proposal approved by the 102nd Legislature and it was sent to referendum in 1966.

On November 8, 1966, the voters of Maine approved a referendum which included a $1,500,000 bond issue to create an Allagash Wilderness Waterway.

This referendum and the bond issue is contingent upon matching funds from the Land and Water Conservation Fund administered by the Bureau of Outdoor Recreation. The entire Allagash region comprises some 1.8 million acres in northwestern Maine drained by the Allagash river. Concern over the future of the area during the past decade has led to state, federal and private studies. A special study committee of the Maine state legislature submitted a study and an Allagash Wilderness Waterway Plan that has been endorsed by federal and state conservation interests.

Highlights of the 1966 legislation include:

Establishment of a park about 85 miles long and varying in width from a minimum of two miles along the Allagash stream and river to one mile deep from the shoreline of lakes and ponds. It will have an approximate area of 300,000 acres—36,000 of which would be water.

Within the waterway will be a restricted zone ranging from 400 to 800 feet on either side of the river and stream back from the shores of lakes and ponds. Within this zone, there will be no cutting, no new roads, and no camps. Outside this restricted zone, but still within the waterway, controlled harvesting of wood will be allowed.

On Telos and Chamberlain lakes at the southern end of the waterway, recreational activities will be controlled but no restrictions will be placed on motors for boats.

From Lock Dam (between Chamberlain and park) downstream to the confluence of the Allagash and Eagle lakes in the southern portion of the proposed Allagash River and West Twin Brooks, only canoes (including square stern) will be allowed with power up to 10 h. p. per canoe.

All existing camps, private and public, will be purchased, but it will be possible to lease commercial sporting camps (there are only three) back to owners or others for operation.

If the Ashland, Maine to Daqaum, Quebec, road is made public, control of access from it to the waterway would be in the hands of the Maine Park and Recreation Commission. The proposed road cuts through the heart of the Allagash waterway. Because the road might in the future provide quick access to neighboring Canada, there are northern Maine proponents who favor turning the one-time woods road into a public highway.

Today the 300,000 acres of land and water are owned by nine principal owners. These owners have managed the area since 1960 under a multiple use policy, pledging to protect the beauty of the area while harvesting timber and permitting public use for recreation.

The Demand for Natural Areas

Demand in the context of the BOR planning program is measured by use or attendance data. This definition of demand differs, however, from the economic use of “demand” which refers to a definite price quantity relationship.

Unfortunately, no specific use data are available for the segments of outdoor recreation areas classified in Class IV, with the exception of Baxter State Park.

The use of data for Baxter State Park are an excellent indicator of the demand for an outdoor recreation area classified in category IV of the BOR classification system. It should be pointed out, that these use data measure the aggregate demand for outdoor recreation activities which can be performed at Baxter State Park, such as wilderness camping, hiking and picnicking.

Total visits to Baxter State Park increased approximately 200% between 1954 and 1964, from 8,096 to 24,195. Increase in disposable family income, and improved travel facilities are major factors which influenced the use of Baxter State Park and similar Outdoor recreation areas.

Since no use data are available for the segments of state parks which are classified as natural areas, public use data compiled by the Maine Park and Recreation Commission are presented as an indicator of the demand for these natural areas.
A brief analysis of the use-trend for each identified area will follow.

**Acadia National Park**

The use data available for Acadia National Park are not broken down by the various outdoor recreation activities in which one can participate. Only total visits and camper days are recorded. About 50% of the area of Acadia National Park has been classified in Class IV by the BOR survey. In the judgment of the consultant, however, it would be more appropriate that the entire park should be classified in Class III—natural environment areas. Recommendations in regard to future expansion will be made in the next chapter.

**Camden Hills State Park**

Use data are available for the period 1954-64. Use considerably fluctuated from year to year and therefore no clear trend can be established, except during the past four years in which attendance increased from 36,373 in 1962 to 83,837 in 1964.

**Quoddy Head State Park**

The park was completed in 1962, and attendance increased slightly during the first years in operation.

**Reid State Park**

Reid State Park is a day-use park which draws the second highest number of visitors of all Maine state parks. The number of users between 1962 and 1964 increased from 14,982 to 129,924, or 24%. It appears, however, that the mile and one half of sand beaches and the warm saltwater wading pool are the main attractions and not the area classified as natural area.

**Two Lights State Park**

The main attraction is the scenic view of the rocky, steep shoreline. The park is mostly visited for this scenic view and for picnicking. Its location near the Portland population concentration would suggest, that it should be classified as user oriented and not be considered as natural area.

**Need for Natural Areas**

Need is defined in the BOR manual as the relationship of supply to demand though in general economic terminology, one would refer to equilibrium where supply equals demand. Since demand in BOR terminology measures only the physical participation in outdoor recreation activities but not the willingness to pay, a more precise definition of need would be the term attendance, use or participation. The suggestion to relate supply and demand to determine need seems to be more appropriate for areas classified in Class I, High Density Area, Class II, General Outdoor Recreation Area, and Class III, Natural Environment Areas.

Outdoor recreation areas designated as natural area or nature preserve are to be maintained in natural conditions, but open to the public for outdoor recreation activities such as nature study, hiking, wilderness camping and for the purpose of preservation of irreplaceable scenic beauty. Many of these areas are attractive to the participants in these outdoor recreation activities because they provide solitude, the feeling of being close to nature or the opportunity of just being away from the congested population centers.

The following example of projected use at Baxter State Park will illustrate the point that the generally accepted yardstick of user days is an inadequate measure to assess future demand for an outdoor recreation area classified as a natural area.

Recent projections indicate that approximately 94,920 camper nights will be demanded in 1975, and about 377,000 in the year 2000 at Baxter State Park. This compares with 24,195 camper nights in 1964. Even if these projections should be considered too high, it is reasonable to assume that there will be a tremendous increase in the number of people who will seek camping, hiking or nature study at Baxter State Park. No methodology is as yet available to measure the personal satisfaction one receives from participation in outdoor recreation activities provided by a natural area. It can be assumed that a substantial increase in the number of people participating in outdoor recreation activities will decrease the user satisfaction and will likewise

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change the character of the outdoor recreation activities at Baxter State Park.

Another point should be considered when determining the need for natural areas. Some areas are scenic attractions and therefore should be reserved in their natural conditions: the Allagash Wilderness Waterway and similar areas might be cited as examples.

Present and future population concentrations in Maine and in Massachusetts, New Jersey, New York, and Pennsylvania in which a large percent of the out-of-state users reside are the major determinants of future demand for outdoor recreation. Projections for participation of Maine's population in hiking and mountain climbing suggest 542,000 user days in 1975, and 716,500 user days in the year 2000. This compares with approximately 328,000 user days in 1960. These trends are summarized in table 8.

TABLE 8
Projected User Days for Hiking and Mountain Climbing in Maine, in 1975 and 2000

<table>
<thead>
<tr>
<th>Year</th>
<th>User days</th>
<th>Percent change 1960-1975 and 2000</th>
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</thead>
<tbody>
<tr>
<td>1960</td>
<td>328,000</td>
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<tr>
<td>1975</td>
<td>542,000</td>
<td>65</td>
</tr>
<tr>
<td>2000</td>
<td>716,500</td>
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B

Recommendations Pertaining to the Future Development of Natural or Wilderness Areas

1) It is recommended that a third wilderness area (in addition to Baxter State Park and the Allagash Wilderness Waterway) be established in northern Maine. Such an area would anticipate the increasing demand for Wilderness recreation, in addition to insuring preservation of existing natural areas. Since the projected demand for outdoor recreation at Baxter State Park in 1975 will increase more than three times above the current use, the acquisition of an additional wilderness area should be accomplished not later than 1970. Necessary facilities, comparable to those at Baxter State Park, should be operational by 1971. It should be pointed out that some steps have already been taken by the Maine Park and Recreation Commission in this direction. Grafton Notch State Park has been recently purchased by the state. A large part of this undeveloped park falls in Class IV.
2) It is recommended that Baxter State Park Authority in cooperation with the Park and Recreation Commission consider a system of limited use, in order to preserve the unique characteristic and experience connected with participation in outdoor recreation activities at Baxter State Park as specified in the deeds of trust to maintain the area under the concept of "forever wild."

3) Baxter State Authority submits the following suggestions as possible alternatives:

a. Three gate houses to be completed and ready for operation in the spring of 1967 will control the public entering and leaving the park at Matagamon, Sourdnahunk and Togue Pond entrances. A system of passes, reservations and radio communications and other rules and regulations will be established.

b. Serious consideration will be given to revamping the existing campground layouts to accommodate more campers. This will be especially true for the small camper trailer.

c. Provisions will be made for selecting and improving nearby areas within the park to handle the overflow from the regular campgrounds.

d. Camper facilities are to be considered by private enterprise outside the perimeter of the park. The aspects of fees, traffic flow and facilities will be studied.

e. There is a need to increase the park personnel to improve public relations in safety, law enforcement, inspection and information-education.

f. An increase of visitors is anticipated by the new Interstate Highway 95 extension to Medway. To cope with this problem some combination of reservations, overflow sites and private campgrounds will have to be worked out.

It is again repeated that any future plans for recreational development both in and immediately outside Baxter State Park must be predicated on the wilderness aspect to accommodate a distinctive type of camper.

"Submitted by the chairman of the Baxter State Park Authority.

C

Expansion of Existing Outdoor Recreation Facilities

Supply of Existing Outdoor Recreation Facilities

a. The Public Sector

The notion of supply in the economic sense refers to a specific quantity supplied at a given price, time and place. Since the supply price of government provided outdoor recreation is not determined by market forces, but through administrative decision, no general economic supply-demand relationship exists.

Moosehorn National Wildlife Refuge and a part of the White Mountains National Forest are located in Maine. The recreational area of the wildlife refuge was transferred in 1965 to the State of Maine. It is now Cobscook Bay State Park. No records on the recreational use of Moosehorn National Wildlife Refuge are available.

The part of the White Mountains National Forest located in Maine is administered from the headquarters at Laconia, New Hampshire. Future development of this area is discussed in the New Hampshire Outdoor Recreation Plan.
The federal and the state government own more than 260,000 acres of land resources which are used for outdoor recreation. The topography of Baxter State Park in the northeast of Maine to Sebago Lake State Park in the central lakes region of the parks varies from the wilderness of Lily Bay State Park located on picturesque Moosehead Lake to Acadia National Park situated on rock-bound Mount Desert Island.

The government owned outdoor recreation facilities are briefly described in section 3, of this report. It should again be stressed that only about 8% of the campers at Acadia National Park are residents of Maine, while approximately 15% of the campers at state parks are residents of Maine.

Public use of the Maine state park system continuously increased between 1954 and 1965. More than three times as many people visited the state parks in 1965 than in 1954. This substantial increase in use coincided with the opening of six additional parks bringing the total number to 16. Public use history of the Maine state parks is summarized in table 9. Although attendance increased from year to year, the rate of change considerably fluctuated. These yearly changes are summarized in table 10.

<table>
<thead>
<tr>
<th>Years</th>
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<td>1954-55</td>
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<tr>
<td>1964-65</td>
<td>25</td>
</tr>
</tbody>
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*Excluded Baxter State Park

The public use data presented in table 10 do not include visits to the 14 historic sites and memorials which are also administered by the Maine Park and Recreation Commission. Total visits to Maine state parks, historic sites and memorials exceeded the one million mark in 1966.

For further details see “Outdoor Recreation in Maine,” University of Maine, 1963, pp. 88-90.
<table>
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<tr>
<td>Crescent Beach</td>
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<td>Lake St. George</td>
<td>12,957</td>
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<td>Mt. Blue</td>
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<td>Reid</td>
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<td>Totals</td>
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<td>12,983</td>
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Source: Maine State Park and Recreation Commission, and Baxter State Park Authority.

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<td>37,011</td>
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<td>18,590</td>
<td>23,080</td>
<td>24,195</td>
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</table>

Source: Maine State Park and Recreation Commission, and Baxter State Park Authority.
Supply of Outdoor Recreation Facilities Provided by the Private Sector

b. The Private Sector

The private sector consists of a great number of firms who either provide recreation services as the major source of revenue, or who supplement their recreation enterprise with a business activity not related to recreation. In order to obtain additional data, Chilton Research Services of Philadelphia was retained to conduct an analysis of the private sector of the outdoor recreation industry.13 Highlights of this report conclude the chapter on supply of outdoor recreation facilities.

There were approximately 1,500 outdoor recreation enterprises in operation during 1964, with a gross income of about $15,900,000. The outdoor recreation enterprise provided most of the operator’s income for 30% of all outdoor recreation enterprises, while 58% of the operators received supplementary income from operating the outdoor recreation enterprise.

About 71% of the operators reported underuse of the outdoor recreation enterprise on a typical weekend, but only 18% operated at capacity and 11% of the enterprises had an overuse.

The average gross income per enterprise was estimated at $10,450 though half of the enterprises had gross income of less than $1,050.

About 59% of the users were out-of-state residents and 16% were local residents.

About 25% of the enterprises said government owned outdoor recreation facilities were in the vicinity.

Camping sites maintained by the Maine Forest Service on privately owned land are an important part of the private sector of Maine’s outdoor recreation industry. A brief historical sketch illustrates the importance of these campsites as outdoor recreation facilities.

The serious and disastrous forest fires of 1903 and 1908 with heavy timber losses and poor fire organization led to the creation of the Maine Forestry District by act of legislature in 1909.

The creation of the District established for the first time some form of organized forest fire control through an administrative set-up with personnel, equipment and funds. Prior to this, individual landowners were paying out money for the protection of their own lands, especially resident owners, while non-resident owners did not share the same interest. Thus some uniformity of protection for all forest lands in the unorganized territory was necessary. To overcome any objection of unfairness of payment the landowners accepted the whole burden of protection from forest fires and enacted and incorporated the Maine Forestry District.

The burden of protection by all landowners in the district is a self-imposed forest fire tax. In 1909-10 there was a tax of 1½ mills on a dollar valuation for sum of $63,945.44. Since then there have been fluctuations of the tax and today it is 5¼ mills on a district valuation of $112,000,000 yielding $593,548. The forest commissioner by statute is responsible for establishing and maintaining a forest fire protection program in the district and the funds from this special fire tax can be used only for fire protection.

In 1911 Maine was one of three states in the country to receive a federal grant-in-aid of $10,000 from a congressional appropriation under the Weeks Law for forest fire protection. Since then Maine qualifies for nearly $300,000 annually of matching funds. It is pointed out here that at no time has any general fund money been appropriated for fire control in the district. Significant also is the fact that the landowners have never once defaulted their obligation to meet the fire tax and there have been years of heavy suppression costs.

As logging operations expanded to meet a growing demand for wood for the vital lumber and pulp and paper mills, this unorganized terri-

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12 For details see Outdoor Recreation in Maine, pp. 90-137.
13 Private outdoor recreation enterprise is defined as a part of a business firm which generally provides other services frequently not related to outdoor recreation. Example: A motel which obtains a large percent of its revenue from commercial clientele maintains an outdoor swimming pool which is counted as an outdoor recreation enterprise.
tory began to open up through privately owned woods roads which provided better access to waterways. Today through the liberal policy of the landowners the public is permitted to travel without fee over nearly 3500 miles of privately constructed logging roads to enjoy outdoor recreation in the big woods.

With the increased public use and resultant forest fire risk and fire incidence, a campsite-lunchground program was started many years ago, and it has been accelerated recently to meet the present outdoor recreation impact. All of the current public 300 campsites and lunchgrounds are on a leased basis from the landowners and they are maintained by the Maine Forestry District in the interest of forest fire prevention. No fee is charged for camping at these sites.

Since 1961 there has been increased emphasis placed upon the forest campsite programs. At that time a full-time campsite coordinator was assigned the responsibility of directing the recreational activities of the Forest Service. Several basic, underlying policies have been established in these last few years and these policies have been used to guide the overall development of the program. Some of the more important policies are as follows:

a. The Maine Forest Service’s activities in the Maine Forestry District are primarily forest fire prevention and suppression and any recreational responsibility is undertaken as a means of furthering the efficiency of these activities.

b. Every effort will be made to coordinate the forest campsite program with (1) the forest management activities of the cooperating private landowners. (2) the recreational developments of other groups within the private sector and (3) the programs of public agencies such as the Maine State Park and Recreational Commission and the State Highway Commission.

c. New sites will be established on the basis of demand.

d. New sites will not be established on heavily traveled state and federal highways, but will be restricted to the more remote sections of the Maine Forestry District where commercial developments are not possible due to the light and diverse nature of the use.

e. Maine Forest Service campsites will be equipped with the minimum of facilities necessary to provide a safe, sanitary camping and picnicking experience and with a minimum disturbance of natural environment.

Although the preceding policies are not dogmatic they are sufficiently precise to serve as guidelines for future management decisions concerning the direction of the program.

In 1966 the number of campsites and lunchgrounds established and maintained by the Maine Forest Service was approximately 300. All but seven of these sites are located on private land made available to the Maine Forest Service by the private landowners under a lease program. The costs of these leases are nominal, generally consisting of one dollar per year for all sites on a single ownership. In one instance the one dollar fee covers 113 sites.

The sites are fairly well distributed throughout the Maine Forestry District with more intensive concentrations in the Rangeley region, the Moosehead Lake area, and the Chamberlain Lake—Allagash River area. These sites are equipped with some 200 pit toilets, 600 picnic tables and numerous other improvements such as routed signs, water pumps, fireplaces and picnic table shelters.

Major forest landowners have pledged that their lands will be managed on the basis of multiple use. Although their original and primary reason for owning land is to grow forest crops as a profitable enterprise and to supply their manufacturing plants with raw material, they recognize that they have a responsibility to manage their lands to provide for recreational use. This is illustrated by a number of management policies.

1. Allowing public use of their roads
2. Company and Maine Forest Service campsites
3. The issuance of camping or fire permits
4. Leasing camp and cottage sites
5. Leasing, selling, or giving land for major recreational developments
6. Cooperation with inland Fisheries and Game to increase game and fish production
Demand and Need for Outdoor Recreation Resources and Facilities

Demand analysis for outdoor recreation has been made in the study entitled “Outdoor Recreation in Maine.” Aggregate demand projections were also made.\(^\text{14}\)

Measuring the attendance at a recreational site does not consider the personal satisfaction one receives from traveling to the site, participating in certain outdoor recreation activities at the site and traveling back to the place of residence. Future intensification of the use rate at a given site might decrease the satisfaction users receive. For the purpose of the projection, it has been assumed, that there will be no change in the average satisfaction users obtain from participating in outdoor recreation activities.

Most state parks provide day use and camping facilities. Reid State Park is one of the few parks which have no camping facilities, but it attracts the largest number of day users of all state parks. Two major factors account for the large number of visits. The long sandy beach supplemented by excellent facilities is one major attraction and the location close to Portland is the other cause. Average yearly attendance during 1963-65 was 133,892 user days. The park has 680 parking spaces. With an average of 4.5 persons per car, it is safe to assume that on approximately 30 days, or one third of the entire season park use was at the maximum. When only the 1965 use data—148,674 user days—are considered, then the days of maximum use increase to 33 days for the entire season.

Attendance projections made for the year 1976 indicate that 263,750 user days will be demanded at Reid State Park. This represents an increase of about 100% over the average 1964-65 attendance. The anticipated demand would also mean that on 86 days out of 100-day season, the park would be used at maximum capacity.

Therefore, it is recommended that a new state park be established in the vicinity of Reid State Park. This additional park should have about the same type of facilities as those at Reid State Park. The parking area should contain 680-700 spaces. Based on current and projected use, the establishment of this park should be given top priority.

It is recognized, however, that the recent opening of Crescent Beach State Park in the vicinity of the Portland metropolitan area, might

\(^{14}\text{For details see pp. 63-189, Outdoor Recreation in Maine.}\)
cause a decline in attendance at Reid State Park. This should be considered a temporary decrease in view of the projected increase in use at Reid State Park.

The provision of camping facilities is one of the important functions of the Maine state park system.

The principal season lasts in Maine from June to August or approximately three months. Over 90% of all camping activity takes place during this period of time. The rate of use during the peak of the season determines at least to a very large degree the number of campsites maintained at each state park. Camping site occupancy rates were computed for all state parks for the years 1954 to 1964. The occupancy rate for the 10-year period averaged around 30 to 33% for the entire season, except for 1954 when the rate was 44%. During this 10-year period, however, the number of sites available during the season increased from 52,047 in 1954 to 143,347 in 1964, or by 175%, while at the comparable period of time camping use increased from 92,991 in 1954 to 193,725 camper use days, or by 108%. Comparing the number of sites available during the season and the number of camping use days, it becomes evident that the number of campsites available increased at a greater rate than the occupancy rate.

The analysis of the tent site occupancy during the season reveals a relatively low rate of use for all state parks, table 11. During the month of June all state parks report excess capacity but the demand for camping in the months of July and August increase substantially. Aroostook, Lake St. George, Lily Bay and Sebago Lake parks reported a relatively high use of their tenting sites averaging 85 to 100%. In contrast, tent sites at Bradbury Mt., and Mt. Blue State Parks are occupied less than 50%.

Sebago Lake State Park is the most heavily used of all state parks. In 1965 about 223,000 user days were demanded of which about 103,000 were camper days and 119,000 were day use. With only 705 parking spaces available for day use, maximum use occurred on 38 days during the 1965 season. Data on campsite occupancy show that Sebago Lake State Park has the highest rate of occupancy of all state parks. During the 1964

<table>
<thead>
<tr>
<th>State parks</th>
<th>Sites avail</th>
<th>Sites used</th>
<th>% of capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1962</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aroostook</td>
<td>920</td>
<td>674</td>
<td>73.3</td>
</tr>
<tr>
<td>Bradbury Mt.</td>
<td>4,968</td>
<td>1,383</td>
<td>27.8</td>
</tr>
<tr>
<td>Camden Hills</td>
<td>11,592</td>
<td>4,464</td>
<td>38.5</td>
</tr>
<tr>
<td>Lake St. George</td>
<td>2,944</td>
<td>2,922</td>
<td>99.3</td>
</tr>
<tr>
<td>Lamoine</td>
<td>4,600</td>
<td>1,148</td>
<td>25.0</td>
</tr>
<tr>
<td>Lily Bay</td>
<td>4,232</td>
<td>3,018</td>
<td>71.3</td>
</tr>
<tr>
<td>Mt. Blue</td>
<td>16,836</td>
<td>5,252</td>
<td>31.2</td>
</tr>
<tr>
<td>Sebago</td>
<td>27,048</td>
<td>25,038</td>
<td>92.6</td>
</tr>
<tr>
<td></td>
<td>73,140</td>
<td>43,899</td>
<td>60.0</td>
</tr>
<tr>
<td>1963</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aroostook</td>
<td>920</td>
<td>680</td>
<td>73.9</td>
</tr>
<tr>
<td>Bradbury Mt.</td>
<td>4,968</td>
<td>1,557</td>
<td>31.3</td>
</tr>
<tr>
<td>Camden Hills</td>
<td>11,592</td>
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<td>49.8</td>
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<tr>
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<td>2,256</td>
<td>76.6</td>
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<tr>
<td>Lamoine</td>
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<tr>
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<td>3,344</td>
<td>79.0</td>
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<tr>
<td>Mt. Blue</td>
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<td>5,026</td>
<td>29.9</td>
</tr>
<tr>
<td>Sebago</td>
<td>27,048</td>
<td>21,223</td>
<td>78.5</td>
</tr>
<tr>
<td></td>
<td>73,140</td>
<td>41,952</td>
<td>57.4</td>
</tr>
<tr>
<td>1964</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aroostook</td>
<td>1,564</td>
<td>923</td>
<td>59.0</td>
</tr>
<tr>
<td>Bradbury Mt.</td>
<td>4,968</td>
<td>1,691</td>
<td>34.0</td>
</tr>
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</tr>
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<td>66.4</td>
</tr>
<tr>
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<td>4,600</td>
<td>2,119</td>
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<td>3,956</td>
<td>3,342</td>
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<td>30.5</td>
</tr>
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</tr>
<tr>
<td></td>
<td>73,500</td>
<td>43,466</td>
<td>59.1</td>
</tr>
</tbody>
</table>

1 Calculate by multiplying the days open in the particular month times the number of sites in the area.

2 Maine State Park and Recreation Commission, Annual Camping Reports.
TABLE 12
Maine Parks, Camping Use History and Projections to 1976 and 2000

<table>
<thead>
<tr>
<th>Parks</th>
<th>Average 1962-64</th>
<th>1976</th>
<th>2000</th>
<th>Percent change 62-64(avg.) to 76</th>
<th>Percent change 76-2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acadia</td>
<td>160,198</td>
<td>224,606</td>
<td>989,725</td>
<td>40</td>
<td>341</td>
</tr>
<tr>
<td>State Parks</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aroostook</td>
<td>3,283</td>
<td>13,804</td>
<td>62,973</td>
<td>320</td>
<td>356</td>
</tr>
<tr>
<td>Bradbury</td>
<td>6,953</td>
<td>27,954</td>
<td>106,620</td>
<td>302</td>
<td>281</td>
</tr>
<tr>
<td>Camden Hills</td>
<td>24,863</td>
<td>52,448</td>
<td>207,680</td>
<td>111</td>
<td>296</td>
</tr>
<tr>
<td>Lamoine</td>
<td>7,446</td>
<td>37,146</td>
<td>102,269</td>
<td>399</td>
<td>175</td>
</tr>
<tr>
<td>Lake St. George</td>
<td>10,044</td>
<td>74,617</td>
<td>215,659</td>
<td>643</td>
<td>189</td>
</tr>
<tr>
<td>Mt. Blue</td>
<td>21,487</td>
<td>109,978</td>
<td>317,363</td>
<td>412</td>
<td>189</td>
</tr>
<tr>
<td>Sebago</td>
<td>96,985</td>
<td>191,408</td>
<td>814,684</td>
<td>97</td>
<td>326</td>
</tr>
<tr>
<td>Total State</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parks</td>
<td>171,061</td>
<td>507,355</td>
<td>1,827,298</td>
<td>197</td>
<td>260</td>
</tr>
</tbody>
</table>

camping season, for example, 79% of the available camping sites were consistently used. The extensive public use (camping plus day use) of Sebago Lake State Park suggests that a substantial demand exists for this park. Projections made indicate that camping use demand will double by 1976.

Therefore, it is recommended that the establishment of a new state park in the vicinity of Sebago Lake should be given top priority. This new park should provide facilities for swimming, picnicking and camping. The park should contain sufficient acreage in order to provide a similar outdoor recreation setting as Sebago Lake State Park.

Day use facilities are sufficient for current rate of use at Aroostook, Bradbury Mountain, Lake St. George, Lamoine and Mount Blue state parks. The supply of picnic tables at Camden State Park is plentiful. The scenic view from Mt. Battie is the main attraction of the park. Since the opening of the road to Mt. Battie, day use has increased tremendously.

Day use facilities, especially picnic sites and parking areas for these sites, should be expanded at Lily Bay and Moose Point State Park.

It is recommended that about 100 to 120 additional parking spaces and probably 25 additional picnic sites should be constructed at Moose Point State Park.

The expansion of Moose Point State Park should receive top priority since the park is located on a major travel route of the state.

Parking and picnic sites at Lily Bay State Park should be doubled.
Bradbury Mountain State Park is located approximately 20 miles north of Portland. It provides picnic and camping facilities. The rate of use, however, for day or camping use is relatively low.

It is therefore suggested that day use facilities, such as playfields, (baseball diamond) playgrounds for young children and a swimming pool be constructed while the camping facilities can be maintained at the present level until about 1970. Based on these projections about 150 additional campsites might be needed by 1975. It should be stressed that by 1970 a user preference study should be conducted at this park in order to formulate an up-to-date development plan.

Projected camping use for the years 1976 and 2000 are summarized in table 12.

The projected trend for the demand for camping at all state parks indicates an increase of 197% between 1962 and 1976. Because this represents an increase for all state parks, the demand-supply situation at each park must be considered. Furthermore, as has been discussed previously, camping facilities at many parks are not presently utilized to maximum capacity. The rate of use of the camping facilities, however, must be reappraised in 1970. At that time an expansion of present facilities will probably have to be contemplated.

The Need for New Outdoor Recreation Facilities

Increase in population, change in income, decrease in work hours, and preference for participation in certain outdoor recreation activities, are considered the major factors affecting the demand for outdoor recreation.15

The need for new facilities is the greatest for day use areas. These should be located within one hour’s driving distance from the major population centers of the state such as Portland, Biddeford-Saco, Bath-Brunswick, Lewiston-Auburn, Augusta-Waterville, and Bangor. These day use areas should provide the opportunity for swimming, picnicking playgrounds and playfields. These day use parks should be approximately 100 acres in size. Such a park would provide day use outdoor rec-

15For details, see pp. 169-171, and 178-179 of "Outdoor Recreation in Maine."
reation opportunities for a population of 20,000. It is generally recommended that the swimming facilities should be large enough as to serve 3% of the population.16

Recommendations

It is suggested that the establishment of a day use park as described above is urgently needed in the Bangor area. Based on the current population of the area the minimum size should be at least 250 acres. Such a park would serve the current population. By 1975 the population of the Bangor-Brewer area will exceed 65,000 and therefore additional facilities will be needed at that time.

16These recommendations are based on “Guidebook for State Outdoor Recreation Planning”, Bureau of Outdoor Recreation, 1964, Appendix A.

The Lewiston-Auburn area has been lacking a similar facility. It is recognized that Sebago Lake State Park is less than an hour’s drive from the area. The high rate of use of this park has been discussed. It also has been suggested to convert Bradbury Mountain State Park to a day use park. Because the population of the Lewiston-Auburn area exceeded 70,000 in 1960, and will increase to 80,000 by 1975, new facilities are needed.

The Maine State Park and Recreation Commission has acquired about 700 acres of land near Poland Spring. Plans are being presently formulated for the development of this area as a new state park.
Although there is no formal inter-departmental agency with overall recreation development responsibilities in Maine, there is excellent co-ordination among the various agencies of state government and between state government departments and the various segments of private industry concerned with recreation development. Where conflicts and jurisdictional overlapping do occur, and admittedly they do, the cause can usually be traced to lack of orderly information flow or communication. This communication is both horizontal between and among agencies and vertical within individual agencies.

Solution: Throughout the course of the outdoor recreation inventory study, areas of potential conflict or jurisdictional overlapping among state agencies and between state and federal agencies were frequently encountered. This problem of co-ordination is highly correlated with the lack of a state planning agency attached to the governor's office. This administrative organization would place the planning agency above the departmental level, and therefore, strengthen the over-all planning efforts of the state. The 102nd Legislature established the Comprehensive Economic Plan Office and charged it with the responsibility to draw up the outline of a comprehensive development for the state. It should be pointed out that this agency is responsible to a citizen advisory group rather than to the executive branch of the state government.

Shore Frontage Planning

In both coastal and lake frontage areas, shoreline frontage is on an escalating price spiral as desirable frontage becomes less and less available. Inevitably, this will lead to undesirable land use, small lots and the possibility of water pollution.

Solution: Not too much can be done with shore front parcels currently under private ownership. However, a constant alert for larger land holdings should produce an opportunity to secure recreational areas which could be controlled at state or local levels. In shore front areas which are near an urbanized area, this problem requires constant surveillance.

Water and Air Pollution

Problem: Despite Maine's low density of population, water pollution has become a critical problem of statewide significance while air pollution is more or less concentrated in scattered pockets located in the southern portion of the state.

Solution: The Maine Water Improvement Commission has performed to the limit of its statutory responsibilities to study, investigate, and recommend ways and means to control pollution of all state waters—rivers, lakes, ponds, and coastal.
The following legislation has been enacted since July 1964:

- Bond issue to finance state aid to municipalities.
- Interstate tributaries of the Androscoggin River placed in B-1 classification.
- Main stem of the Penobscot River classified.
- Prestile Stream and tributaries lowered from B-1 and B-2 to Class D.
- Gorinna Stream from Gorinna to Lake Sebasticook improved to Glassification G.
- Collier Brook in Gray and Dunstan River in Scarborough improved to Class B-2 and B-1, respectively.

Current WIC program calls for:
- Completion of all stream classifications, including the Androscoggin and Presumpscot rivers.
- Intensify enforcement of pollution control statutes.
- Expand sewage works construction.
- Promote research and publish informational material.

Several Maine communities have committees in action to relocate dumps, cooperate with industry to develop exhaust recovery systems, explore incinerator benefits, and other practical solutions to the air contaminant problem. Target dates have actually been set by certain municipalities to relocate, or discontinue the dumps by 1967-1970.

Legislation is being considered to eliminate completely all burning dumps. One Maine community, with a critical air pollution problem, has been notified that Federal assistance funds will not be available for some considerable time.

One regional planning commission is conducting a study on a county-wide basis. This public consciousness, and, the evidence of action already in progress would seem to indicate that air pollution will be controlled before it reaches dangerous concentrations.

**Attitudes and Training**

For persons in the recreation industry—both public and private—the importance of dealing with the public cannot be underemphasized. For the average citizen of Maine it is also important to adopt a friendly attitude toward summer visitors, especially those from out of state.

**Solution:** “Hi Friend, Welcome to Maine” campaign. Job training programs for recreation industry (waitresses, chambermaids, etc.).

**Keep Maine Scenic Program**

A coordinated campaign against litter and blight is in progress in Maine. With the anticipated increase in use of Maine’s outdoor recreation resources, the litter problem might become more burdensome. An intensified public education program to avoid litter might be one of the solutions to the problem.

A summary of Maine’s activities related to the “Keep Maine Scenic Program” is included under Chapter 7-Action Program.

**Deteriorating Impoundment Structures**

**Problem:** Over a period of more than 126 years, many dam structures were constructed on streams, lakes and ponds to facilitate timber harvest, to develop water power, to enhance recreation, or for other lesser reasons. When timber needs and power requirements rendered these structures unnecessary, many of them were allowed to deteriorate because the companies had dissolved, or the private owners were long deceased. The end result is the same whether the structure was built by commercial enterprise or private owner—the dam continues to deteriorate with no legal method of ensuring maintenance.

**Solution:** The Maine Department of Inland Fisheries and Game, having become aware of this problem through the sports fishermen’s interest, brought it to the attention of the other resource agencies. An informal committee was established, including the Fish and Game Department, the Park and Recreation Commission, the Maine Forest Service, the Sea and Shore Fisheries Department, and the Soil Conservation Service. A survey was initiated by the field personnel of the Fish and Game Department, and the S. C. S. agreed to act as a co-ordinating agency and to compile the inventory of the structures. About 500 might be considered in an advanced stage of deterioration. It is conceivable that a number of these could be permitted to wash out without undue effect on hydrology, ecology or land uses. Another number might be considered for reconstruction to serve soil conservation needs or small watershed projects. There is also some considera-
tion being given to introducing legislation in the next session of the Maine legislature permitting a cooperative federal-state-local approach to solving the financial needs inherent in the problem.

An approach to the problem has been initiated with the survey now underway. A study in depth must continue so that natural resources will be preserved in a proper state of balance.

_Saving Waterlands for Waterfowl

**Problem:** Maine wetlands, notably on the coast but also in some inland areas are being filled and converted into urban and industrial properties. Developers have been able to buy up marshy areas which have been looked upon in some quarters as worth little or nothing. Filling the areas for use by man has destroyed its use by waterfowl which face the same problem in other states to an even greater extent than in Maine.

**Solution:** The Maine Department of Inland Fisheries and Game, vitally interested in these areas, has engaged in a program to save them from destruction. Through its commissioner, the department—limited in funds for wetland acquisition—urged the U. S. Bureau of Sport Fisheries and Wildlife to use its funds to benefit these migratory birds. The bureau is in the process of purchasing salt marshes totalling nearly 6,000 acres along the southern coast of the state. This Coastal Maine National Wildlife Refuge will complement the state acquisition of the Scarboro marshes, about one-third completed. Further acquisition of wetlands is warranted as it becomes feasible. An inventory of wetlands—including potential wetlands that may be created purposely—is well under way by the department and will be continued to completion.

_Deer Maine's Most Valuable Game Animal

**Problem:** Developing management programs that will enhance living conditions for deer in the wintertime.

**Solution:** Much of Maine’s woodlands is owned by large landholders. Since the department began a co-operative management plan more than a dozen years ago, the response by these major landowners has been most gratifying. The problem now involves most of the major timber companies in the northern half of the state, whose cutting plans are worked out in cooperation with department biologists to provide winter food and cover for deer. This program will continue and proceed to new areas as anticipated hunting pressure dictates.

_Moosehead Lake Fishery Study

**Problem:** Comments from fishermen in recent months indicated considerable dissatisfaction with fishing in Maine's largest lake.

**Solution:** The solution will call for a careful scrutiny of the complaints and an investigation of the fishery. Accordingly, after a public meeting with interested sportsmen and commercial facility operators of the Moosehead region, the Department of Inland Fisheries and Game set up the necessary study. The work will commence during the winter of 1966-67, with a biologist devoting full time to the lake and its problems. Assistants will be provided as different segments of the study require, and necessary equipment will be procured to expedite a complete analysis of the problem and to implement measures that will contribute to its solution.

_DDT Study

**Problem:** Sebago Lake, the second largest in the state, experienced a decline in fishing quality in recent years.

**Solution:** The Inland Fisheries and Game Department launched a study which has determined that DDT—sprayed near the lake for insect control—was a potent factor in the decrease in size and growth rate of landlocked salmon in the lake. Landowners co-operated in a program to alleviate the situation, desisting in the use of DDT and using other methods of insect control. Investigations have shown a marked improvement in the fish and fishing. The study will be continued, and its methods will be used in studies of other waters when there appears to be a need for such investigation.
**Part I Immediate Action Programs**

*Suggested Action Programs related to State Parks*

a. Acquisition and development of the Allagash Wilderness Waterway.

b. Day-use facilities to serve the Bangor-Brewer area.

c. A beach state park to relieve the over-capacity use of Reid State Park. This new park should have a similar number of parking spaces and comparable facilities to those at Reid State Park.

d. Expansion of Sebago Lake State Park or the construction of a new park in the area.

e. Additional parking and picnic facilities at Moose Point State Park.

f. More day-use facilities at Bradbury Mt. State Park in order to generate more intensive use.

g. Provide assistance for the “Gateway to Maine” concept at Kittery, Maine.

*General outdoor recreation programs include:*

**Boating Facilities Fund**

Under the provisions of the Boating Facilities Fund Act, the State Park and Recreation Commission is designated as the responsible agency to plan, acquire, construct and maintain boating access sites to all waters of the state. A separate and complete boating facilities plan will be submitted as a supplement in February 1967.

**Keep Maine Scenic Program**

The Legislature in 1965 delegated responsibility for a continuing program of education, research, promotion and enforcement designed to protect Maine's natural beauty to the State Park and Recreation Commission. The “Keep Maine Scenic” effort was originated by a volunteer committee in 1962. A ten-member citizen advisory group, appointed by the governor, continues to play an active role in the program. The Keep Maine scenic division stresses stimulating citizen interest in protecting the State’s beauty.

Major action programs include: The adoption of a new anti-litter law.

The revision of the automobile blight laws, first in 1963 and again in 1965 to include provisions of the Federal Highway Beautification Act. The State Police have assigned personnel to the effort on a full-time basis and have investigated 1,100 cases in three years. The State Highway Commission has been delegated responsibility for adopting uniform screening regulations and has launched a junkyard and automobile graveyard control program. On the municipal level, Maine communities have faced up to the problem and roadside municipal dumps have been outlawed.

Business and industry have played an active role in the anti-litter efforts. The Maine Petroleum Association’s 1,100 key service stations pledged 2,200 trash barrels with keep Maine Scenic messages in 1965. Litterbags were distributed to all employees by the state’s largest utility, Central Maine Power Company.

Citizen action programs have attracted national attention. In Calais a Lions Club “went broke” paying youngsters a penny each for nearly 55,000 cans they picked up along roadsides. In Kennebunkport, a dump association’s blend of humor and enterprise has solved a town problem. Dump credit cards, trash stamps and a parade which attracted 15,000 persons were association innovations.

**Interpretive Programs**

Previous successes in the field of interpretive programs will be continued under the supervision of a separate department within the State Park and Recreation Commission. New concepts are being developed to expand the subject matter of interpretive programs to make them more attractive for users of state recreational facilities. Previous interpretive programs have been associated principally with historical background, but many more approaches can be explored through
the forest service, Inland Fish and Game Com-
mision, state geologist, Sea and Shore Fisheries 
Department, the Department of Economic De-
velopment; the Department of Education and the 
State Museum.

Special Needs for the Handicapped and 
Mentally Retarded

In the design and construction of all state 
park facilities provisions are included to assist the 
handicapped and mentally retarded. The State 
Park and Recreation Commission consults regu-
larly with the departments of Mental Health 
and Corrections, Veterans' Affairs, the Committee 
on Aging and with officials of public and private 
institutions involved with this sector of the popu-
lation.

Projects for Political Subdivisions

The county government structure by statute 
does not lend itself to development of recreational 
facilities. This leaves the local municipalities and 
four regional planning commissions to discharge 
the functions of planning, acquisition and develop-
dment of recreational projects.

Experience gained during fiscal years 1966 
and 1967 has indicated clearly that local com-
munities are in critical need of recreation re-
sources, and that their proposals are feasible and 
eligible for assistance funds. The State Park and 
Recreation Commission has taken the position 
that the local community should declare its cri-
tical recreation needs in order of priorities. As 
long as these proposals are within the purview of 
the Land and Water Conservation Act, the state 
will process the applications as high priority needs 
under the state comprehensive plan.

To facilitate future planning for local out-
door recreation areas, user data should be col-
lected. These data should provide information 
about the number of users, their place of resi-
dence, and their preference for certain outdoor 
recreation activities.

Projects with Unusual Characteristics

As recreation pressures begin to multiply, 
there will be a definite need for a broader spec-
trum of recreational activities. The public pre-
ferrances will undoubtedly change over a five to 
ten year period. Provision must be made to qualify 
feasible projects of unusual nature.

Examples of such activities, for which no 
current supply exists could include:
1. Snow-mobile trails.
2. Archery and target shooting ranges.
3. Provision for certain cultural develop-
   ments as art and music.
4. Aerial gliding reservations.
5. Dog team trails.

Certainly, there will be additional, more so-
plicated categories created by an increasingly 
recreation-minded public. The state hopes to 
pioneer in such developments.

B

Part II Long Range Action Programs

This program of action is based on a ten 
year planning period.

High Density Recreation Areas - (BOR Class I)

Planning, acquisition and development of 
3,000 acres with 35 miles of shoreline in Class I 
areas for seacoast recreation. Prime seacoast land, 
in tracts of proper scope, is in very short supply 
and very difficult to acquire. Class I areas would 
be principally in the southwestern portion of the 
state, with some lesser pressures generated in the 
Penobscot Bay region. To serve the metropolitan 
concentration in the Penobscot Valley, the Ken-
nebec Valley and southwestern Maine, about 3,000 
acres of Class I area should be required.
General Outdoor Recreation Areas  
(BOR Class II and III)

Based on natural conditions prevailing in Maine it becomes difficult to differentiate between these two classes. It is anticipated that the acquisition and development of several outdoor recreation areas will be necessary. To estimate the required acreage necessary, further analysis is needed especially about the future trend of out-of-state visitors using Maine’s outdoor recreation resources.

Outstanding Natural Areas and Primitive Areas  
(BOR Class IV and V)

These two classifications are not particularly applicable to the physiographic pattern of the State of Maine. It is difficult to differentiate between Class IV and V when one considers the dissected upland area which characterizes most of northern Maine which is entirely forested and almost without community settlement. For a discussion of the long range needs of preserving natural areas, see chapter five of this report.

Historical and Cultural Sites (BOR Class VI)

By their nature and definition, historic and cultural sites cannot be appraised in the light of acreages or dollar values. In many cases these sites are acquired through gifts with prompt action necessary to complete the acquisition. Hence, the acquisition of such sites must be accorded high priority.

C

Part 3 Continuing Planning Work

Allagash Wilderness Waterway

Arrangements are in progress to secure personnel with the proper experience to administer a project of this scope. Field surveys are continuing; large land owner negotiations are proceeding; legal considerations are being examined, and, accounting systems are being devised.

Agency Cooperation

The preparation of the Statewide Outdoor Recreation Plan has generated genuine interest
in all state and local agencies which can contribute to outdoor recreation. In addition to several new executive advisory boards, there was new 1966 legislation to authorize a Maine Recreation Authority and a Maine Industrial and Recreational Finance Approval Board.

During 1966, cooperative studies and surveys to assist recreation have involved Forest Service, Inland Fish and Game, Highway Commission, Mental Health and Corrections, Sea and Shore Fisheries, Soil and Water Conservation Service, and the University of Maine Extension Service.

The results of these cooperative efforts have been most rewarding, and are primarily responsible for continuing studies which will include coastal access inventory, multiple usage of state agency facilities, solutions to deteriorating water impoundment structures, and refinement of recreational planning with regional planning commissions.

Boating Facilities

Additional staff has been added to provide maximum effort toward most productive expenditure of State and Federal funds to acquire and construct boating access sites.

Navigational Marking

With additional staff for Boating Facilities, a program will be devised to provide standardized, safety oriented navigational marking on the recreational waters of the state.

Out-of-State Visitor Influence

Design and employ proper methods of data collection to analyze the effect of out-of-state recreational visitors, and, from such a study, develop proposals to serve this segment of the recreation public.

Private Sector

During 1965-1966 several fruitful, group meetings were conducted with representatives of companies and trusts which own and/or control about 15 million acres of forest land in Northern Maine. Cooperation with state agencies and participation in recreational planning have been highlighted during these open discussions. Translating into active working plans will develop from future meetings.

Natural Beauty

The “Keep Maine Scenic” program has had one year of concentrated development under a full time coordinator. Of particular significance was the Governor’s Conference on Natural Beauty held at Colby College in September of 1966. Response and attendance were most enthusiastic with many compliments to Director Lawrence Stuart and Coordinator Paul McCann of the State Park and Recreation Commission for their efforts in arranging the program. A complete report on “Keep Maine Scenic” was submitted to Director Crafts in December 1966. Several “special area” studies will be initiated during 1967 and 1968.

Historic Preservation

New federal legislation should provide needed assistance to acquire and develop many sites which could be qualified, if and when funds are made available. Interpretive Programs, such as the Arnold Trail will be continued and expanded in keeping with many favorable comments received from the motoring and sight-seeing public.

Water Resources

By executive order dated September 15, 1966, the Governor’s Advisory Council on Outdoor Recreation and Natural Resources designated a sub-committee to deal with water resources planning. A study in depth is already under way, supported by all resource agencies. The State Park and Recreation Commission has submitted its planning estimates for the next three fiscal years.

Coastal Shore Front Study

The first phase of this important study is in progress. Through regional planning commissions, Town tax records, other state and federal agencies, a procedure is being devised to secure a 100% inventory of shore front access sites which are at present, or, could be made available in the future to the recreational public. This inventory will attempt to record every parcel of public shore front access, ranging from a simple turn-around to mile long stretches of sand or rock-bound coast.
In all deeds from Governor Baxter, wherever the term “Sanctuary for Wild Beasts and Birds” appears, the interpretation is “The State is authorized to maintain the proper balance of nature among the different species of wild life; to control predators that may become a menace to other species; to control disease and epidemics of the wild life of the Park. Such control shall be exercised by the Baxter State Park Authority. The destruction of any specie of wild life shall be carried on exclusively by the personnel of said Authority and of the Forest and Fish and Game Departments.”

“All work carried on by the State in connection with the above shall be in accordance with the best forestry and wild life practices and shall be undertaken having in mind that the sole purpose of the donor in creating this park is to protect the forests and wild life therein as a great wilderness area unspoiled by man. Nothing shall be done for the purpose of obtaining income, but should there be incidental income it is to be used solely for the care, operation and protection of this Wilderness area.”

Exception to Above
Chapter 4, Private & Special Laws, 1955. Deed amended to include hunting and trapping on 6 R 9 (Area North of Trout Brook.)

“Whereas, the deed of January 12, 1954, conveying 14,005 acres in 6 R 9, contains certain conditions, limitations and restrictions as stated therein including the conditions, limitations and restrictions that the land “Forever be kept as a sanctuary for wild beasts and birds, that the use of firearms, trapping and hunting, not including fishing, shall forever be prohibited upon or within the same, that aircraft forever be forbidden to land on the ground or on the waters of the same.”

“Whereas it now appears to be in the public interest and for the benefit of the people of the State of Maine to whom this gift was made and for whose benefit the trusts in said deed are created that the above quoted conditions, limitations and restrictions herein be removed and cancelled insofar as they apply to the 14,005 acres of land in 6 R 9 (North of Trout Brook).”


“The premises herein donated and conveyed to the State of Maine shall forever be named Baxter State Park and shall forever be kept for and as a State Forest, Public Park, and Public Recreational Purposes and for the practice of scientific forestry, reforestation and the production of forestry wood products. All harvesting of said products shall be done according to the most approved practices of Scientific Forestry and all revenue derived from the sale of said products shall be used by said State for the care, management and protection of Baxter State Park as now or hereinafter defined. (3,569 acres.)”

Chapter 171, Private & Special Laws, 1955. All of 6 R 10 shall forever be held by said State as trustee in trust for the benefit of the people of Maine the same to be forever named Baxter State Park, the same to be forever held by said State as State Forest, Public Park, and Public Recreational Purposes and for the Practice of Scientific Forestry and Reforestation. The trees harvested may be cut and yar ded on the premises, but no manufacturing operations shall be carried on or within said township. All revenue derived from the sale of timber shall be used by the State in trust for the care, management and protection of Baxter State Park as now or hereinafter defined.”

These uniquely worded interpretations help form the basis upon which the Baxter State Park Authority established policies, rules and regulations. Also the Baxter State Park Act of Title 12, Chapter 211, Subchapter III, Sections 901-907 M.R.S.A. 1964 as amended by Public Laws 1965. All this is the careful thinking and express wishes of the donor of the land.
APPENDIX 2
Public Rights in Maine Waters . . . A Summary

The use of the outdoor recreation resources of the State of Maine takes place within a broad institutional framework which includes our cultural environment and the social forces forming the legal aspects pertaining to resource use. More specifically, these institutional factors frequently are the major determinants influencing the resource use.

Outdoor recreation is defined as an activity which takes place in an outdoor setting and makes use of outdoor recreation resources such as land and water. Therefore, laws, regulations, and statutes restricting or fostering the use of recreational resources were analyzed.

The Maine Supreme Judicial Court decided that only persons who are citizens of the state at the time they seek to use Maine waters may exercise public rights in the watercourses of the state. However, there is no sign in the opinion containing the language that a person from out of state was seeking to enforce any rights. These watercourses are tidal waters, lakes of at least ten acres in surface area, and streams or lakes, regardless of surface area large enough to be usable in transporting property. There is some indication that the ability to float pleasure craft will make a Maine watercourse public today. The public probably may use non-tidal streams and lakes smaller in surface area than ten acres for recreational purposes. In the one case in which the Maine court considered the matter, it upheld canoeing, using language broad enough to sustain pleasure boating generally.

The current popularity and economic significance of swimming, fishing, waterskiing and the like, as well as the practical difficulty of separating these activities from pleasure boating, suggest engaging in these sports also would be recognized as within the public rights to use non-tidal streams and small lakes.

Public rights to use great ponds—lakes at least ten acres in surface area—are more firmly established by the Maine case law. Fishing, hunting ducks and other fowl, swimming and boating are recognized public uses of great ponds. Probably ice skating and other recreational uses would be upheld also. In tidal waters the public may fish, boat, and moor a boat to the piling of a public highway bridge crossing such waters, or on exposed tidal flats. The public may walk along the tidal flats, take shell fish and dig for clams and blood-worms there. Probably the public may go ice skating, ice boating, or sleighing over the flats or remove sea manure from them. The public may not use the uplands to reach or leave the flats and perhaps cannot moor a set fish net to the flats.

The means available to the public for reaching the waters on which public rights may be exercised are limited. Non-tidal streams and lakes with surface area less than ten acres cannot be reached without permission of riparian owner except from a public boat launching site, public highway or bridge, or other publicly owned land adjoining the watercourse. Great ponds may be reached not only from publicly owned shoreland, but also from privately owned shoreland and unenclosed woodland as well, certainly if the purpose for reaching the great pond is fishing or hunting birds, possibly if the purpose is to exercise other public rights. Tidal waters may be reached by walking across or along tidal flats. Public access to the public waters may be provided by state agencies, cities or towns.

The power of Maine to control public rights to use water—and private rights as well—is subject to superior powers of the federal government in this field, to the extent the federal powers are actually exercised. A vigorous state program for developing public and private rights to use water tends to lessen the need for federal intervention.

1The entire article by Professor G. Graham Waite has been originally published in the 1965 Law Review, Law School, University of Maine, and subsequently included in Outdoor Recreation in Maine.
APPENDIX 3
Policy Statement—Inland Fish and Game Department

“The policy of the Department shall be to supply the maximum amount of recreational sport to the fishermen and the hunters of Maine for their license dollars, consistent with sound conservation practices; to attempt to maintain the fish and wildlife resources of the State at the highest optimum level; to recognize all values of these wildlife resources, the aesthetic as well as the basic hunting and fishing values, and to provide opportunity for our people to enjoy all of them.”