

## Appendix A



*Blueberry barrens on the Petit Manan Point Division*  
USFWS photo

# Land Protection Plan

- Introduction
- Project Area Description
- Status of Resources to be Protected
- Proposed Action
- Protection Options Considered
- Acquisition Methods
- Service Land Acquisition Policies
- Coordination
- Socioeconomic and Cultural Impacts
- Current Service Ownership and Proposed Acquisition

**Land Protection Plan  
Petit Manan National Wildlife Refuge  
April 2005**

**I. Introduction**

This Land Protection Plan (LPP) provides detailed information on our proposal to expand Petit Manan National Wildlife Refuge, which lies along the entire Maine coast. Petit Manan Refuge is part of the National Wildlife Refuge System (Refuge System) administered by the U.S. Fish and Wildlife Service (Service). It is the flagship refuge for the five-refuge complex we call Maine Coastal Islands National Wildlife Refuge (Refuge). Our targeted audience with this document is affected landowners, interested individuals, organizations, Federal and State agencies, and local officials. This proposal was distributed for a 60-day public review and comment period from April 30 to July 6, 2004. Comments we received helped our Director make a final decision regarding land acquisition. Once approved, this LPP will allow us to acquire an additional 2,459.7 acres from willing sellers, including 87 nationally significant Maine coastal nesting islands (2,306.4 acres) and 153.3 acres of important mainland wetlands habitat.

Specifically, the purposes of this LPP are to:

- inform affected landowners, and other interested parties, about the resource protection needs, location, size, and priority of the 87 nationally significant islands and mainland tracts we propose to acquire;
- inform landowners, whose properties are proposed for acquisition, about our policies, priorities, options, and methods for permanently protecting these lands;
- inform owners of inholdings within our currently approved boundary that we are interested in acquisition, and to remind them of our policies, priorities, options, and methods for permanently protecting these lands; and,
- emphasize the Service's policy of acquiring land only from willing sellers.

The 87 islands we propose for Service acquisition are considered nationally significant using a set of biologically-based criteria established by the Service, the Maine Department of Inland Fisheries and Wildlife (MDIFW), The Nature Conservancy (TNC), and Maine Coast Heritage Trust (MCHT). These islands currently lack permanent protection. We believe their high natural resource values merit inclusion into the Refuge System. As the Service acquires these islands, we would manage them for their wildlife resources, emphasizing the protection of Federal trust resources, such as Federal-listed endangered and threatened species and migratory birds.

## II. Project Area Description

### Existing Maine Coastal Islands National Wildlife Refuge

The Refuge includes 3,735 acres of mainland and 42 coastal islands (3,826.2 acres) which span the Maine coast. It supports an incredible diversity of biological communities ranging from forested and non-forested offshore islands, to coastal salt marsh, open field, and upland mature spruce-fir forest. These communities contain an impressive assemblage of native fish, wildlife, and plant species, including seabirds, shorebirds, wading birds, waterfowl, Neotropical migratory songbirds, raptors, and rare and declining plants. There are extensive intertidal habitats surrounding the islands that support large populations of migrating, wintering, and breeding shorebirds, wading birds, and water birds. Further, most of the islands provide undeveloped, predator-free terrestrial habitats which are immensely valuable as stopover habitat for migratory birds. These same conditions provide excellent nesting seabird habitat; in fact, we are internationally known for our nesting seabird protection and restoration program.

Five separate refuges comprise Maine Coastal Islands Refuge: Seal Island, Franklin Island, Pond Island, Cross Island, and Petit Manan National Wildlife Refuges. Seal, Franklin and Pond islands are single-island refuges. Cross Island Refuge is a six-island complex. Petit Manan Refuge is composed of 33 separate islands and three mainland divisions: Petit Manan Point (2,195 acres; Town of Steuben), Gouldsboro Bay (607 acres; Town of Gouldsboro), and Sawyers Marsh (933 acres; Town of Milbridge). A fourth mainland division, Corea Heath (400 acres; Town of Gouldsboro) is in the final stages of transfer from the U.S. Navy. Each of the refuges was established for the protection and conservation of migratory birds.

The Refuge headquarters is located in Milbridge, Maine. A second office is located in Rockport, Maine. Refuge islands lie in the following 20 towns and 7 counties: the Towns of Steuben, Milbridge, Jonesport, Addison, Machiasport, Roque Bluffs, and Cutler in Washington County; the Towns of Tremont, Winter Harbor, Swan's Island, and Gouldsboro in Hancock County; the Towns of Boothbay, Southport, and South Bristol in Lincoln County; the Towns of Vinalhaven, Saint George, and Friendship in Knox County; the Town of Phippsburg in Sagadahoc County; the Town of Harpswell in Cumberland County; and the Town of Kittery in York County.

The Refuge has acquired land through purchases, gifts from private individuals, land trusts, state and national conservation groups, and transfers of title from the Coast Guard and the U.S. Navy. Since 1993, we have acquired interests in 30 islands. All islands acquired since 1993 have become part of Petit Manan Refuge, although they may lie closer to other national wildlife refuges in Maine, such as Rachel Carson and Moosehorn. Our Regional Director determined that the Service would consolidate administration and expertise on off-shore Maine islands at Maine Coastal Islands National Wildlife Refuge.

Attachment A, Maps 1-11, depicts current Refuge lands and the private inholdings yet to be acquired within the currently approved boundary for Petit Manan Refuge. Table 1 provides a summary of these unacquired lands which remain a high priority for acquisition.

Table 1: A summary of lands within the approved Petit Manan Refuge boundary still in other ownerships.

Mainland Division or Island #	Coastal Island Registry Number (CIREG)+	Town	Number of Private Land Tracts	Upland Acres (USGS acres above mean high tide)
Petit Manan Point Division	N/A (mainland)	Steuben	2	24.6
Sawyers Marsh Division *	N/A (mainland)	Milbridge	1	95.0
Corea Heath	N/A (mainland)	Gouldsboro	1	400.0
Metinic Island	63-584	Matinicus Isle	6	150.0
Metinic Green Island	63-585	Matinicus Isle	1	8.7
Hog Island	63-588	Matinicus Isle	1	9.4
East Douglas Island	79-919	Milbridge	1	6.5
Middle Douglas Island	79-918	Milbridge	1	21.0
West Douglas Island	79-917	Milbridge	1	11.0
Jordan's Delight	79-922	Harrington	2	27.0
Major's Head	79-920	Milbridge	1	2.5
Turkey Island	79-913	Milbridge	1	2.5
Bois Bubert Island	79-824	Milbridge	7	32.0
TOTAL			25	790.2

**Notes:**

# Acquisition has been on-going during development of this plan; Contact Refuge Headquarters for latest status. At final press time, Little Spoon, South Twinnie, Duck, and Hart Islands were acquired since the draft CCP/EIS was released.

+ CIREG is a coastal island registry number; a unique identifier assigned by the State of Maine.

\* This Sawyers Marsh Division acreage figure includes tidal saltmarsh

### Proposed Expansion Lands

Our proposal includes: 1) Service acquisition of 87 Maine coastal nesting islands (2,306.4 acres) considered nationally significant, but currently not in permanent protection; and, 2) acquisition of 153.3 mainland acres in two tracts with significant wetland and migratory bird values. All acquired lands would become part of the Petit Manan Refuge.

This proposal was developed in cooperation with MDIFW, TNC, MCHT, and after evaluating all conservation partners ability to acquire and manage coastal islands. It will make a significant contribution to the conservation of Federal trust resources in coastal Maine. Each of the islands has either nesting seabirds, including the only four known unprotected islands with historic nesting by the Federal-listed (endangered) roseate tern; or, the most productive nests by the Federal-listed (threatened) bald eagle. Many also have nesting colonies of wading birds. All of these are Federal trust species of conservation concern. Many islands also have rare plant communities; some are boreal species that are more common to harsh Arctic conditions. All the islands provide important foraging and resting habitat for migrating landbirds, shorebirds, wading birds, raptors, and/or waterfowl. They are also important for wintering bald eagles, black ducks, and sea ducks.

Table 2 presents an alphabetical listing of the 87 islands in our proposal with their nesting importance noted. These 87 islands lie along the entire Maine coastline, from approximately Kittery to Cutler. Attachment A, Maps 1-11, portray in solid red the islands and mainland parcels proposed for Service acquisition.

**Appendix A – Land Protection Plan**

**Table 2: The 87 nationally significant islands proposed for Service acquisition and the presence of nesting birds**

CIREG <sup>1</sup>	NAME	S <sup>2</sup>	W <sup>3</sup>	E <sup>4</sup>	R <sup>5</sup>	D <sup>6</sup>	CIREG	NAME	S	W	E	R	D
81-191	APPLEDORE I	X	X			X	55-282	LT WHALEBOAT I		X			
59-036	BALD ROCK					X	55-283	LT WHALEBOAT I (SE)					X
63-802	BAR I	X				X	59-933	MAHONEY I	X				X
59-190	BEAN I		X	X			63-330	MOUSE					X
59-925	BEAR I			X			79-627	NASH I	X				X
79-626	BIG NASH I/CONE	X			X	X	63-421	OAK I					X
59-132	BLACK I			X			59-800	OUTER PORCUPINE I			X		
59-110	BUCKSKIN I			X			79-602	OUTER RAM I			X		
79-297	CAPE WASH I			X			79-787	PINKHAM I			X		
59-790	COMPASS I					X	59-347	POND I			X		
59-137	CONARY NUB	X			X		55-626	RAGGED I	X				X
63-505	CRANE I (S)			X			63-323	RAM I	X				X
63-651	CROW I			X			55-521	RAM I	X				X
59-448	CROW I			X			63-731	RAM I			X		
65-280	DAMARISCOVE I	X				X	77-045	RAM I			X		
79-412	DUCK LD I					X	79-623	RAM I			X		
81-010	EAGLE I	X				X	59-037	SALLY I					X
79-843	EASTERN I	X				X	63-730	SAND I			X		
59-956	EASTERN MARK I			X			59-836	SCRAGGY I		X			
79-464	FELLOWS I			X			73-320	SEGUIN I	X				X
79-694	FISHERMAN I	X				X	79-514	SHEEP I			X		
65-274	FISHERMAN I		X			X	59-039	SHEEP I			X		
79-621	FLAT I	X				X	79-835	SHEEP I			X		
63-264	FOG I			X			59-959	SHINGLE I			X		
81-101	FOLLY I	X				X	59-447	SISTER I (E)			X		
73-030	FREYEE I (W)			X			59-673	SPECTACLE I	X				X
73-308	FULLER RK					X	79-132	SPECTACLE I	X				X
59-398	GOOSEBERRY I					X	79-763	STROUT I			X		
63-634	GRAFFAM I		X				63-580	THE BROTHERS (C)				X	X
63-135	GREEN LD					X	63-581	THE BROTHERS (S)					X
65-200	HADDOCK I					X	63-579	THE BROTHERS N					X
63-701	HARBOR I	X					79-632	THE LADLE					X
59-450	HARBOR I			X			59-160	THE TWINNIES(N)			X		
65-019	HOG I			X			65-258	THREAD OF LIFE	X				X
79-393	HOPE I			X			59-980	THREE BUSH I	X				
55-381	HOUSE I					X	79-909	TRAFTON I		X			
63-626	LT HURRICANE I					X	55-427	TURNIP I					X
59-799	INNER PORCUPINE I			X			63-901	TWO BUSH I	X				X
59-351	JOHNS I			X			55-088	UPPER COOMBS I			X		
55-200	LANES I			X			59-675	WESTERN I	X		X		
63-655	LARGE GREEN I	X			X		81-015	WOOD I	X				X
63-418	LT GREEN I	X				X	63-917	WOODEN BALL I	X				X
63-654	LT GREEN I	X				X							
79-462	LT RAM I			X									
59-772	LT SPRUCEHEAD	X											

<sup>1</sup> coastal island registry number; a unique identifier established by the State of Maine

<sup>2</sup> nesting seabirds

<sup>3</sup> nesting wading birds

<sup>4</sup> nesting bald eagles

<sup>5</sup> historic roseate tern nesting

<sup>6</sup> diversity; three or more seabird species nest on the island.

### III. Status of Resources to be Protected

There are over 4,617 islands along the Maine coast. Biologists from Federal, State, and non-governmental conservation organizations annually share data on seabird, wading bird, waterfowl, and bald eagle nesting sites across these islands. From this total, 616 islands have historical or current nesting populations of these birds. Of these 616 islands, 377 were determined to be nationally significant using the following criteria developed by the Service, MDIFW, TNC, and MCHT:

- 1% or more of the State population of a seabird species – common, roseate, or Arctic tern; Atlantic puffin; razorbill; black guillemot; black-backed, herring, or laughing gull; common eider; great or double-crested cormorant; or Leach’s storm-petrel – nests on the island; or
- 1% or more of the State population of a wading bird species – great blue heron, black-crowned night heron, snowy egret, glossy ibis, little blue heron, tri-colored heron, or cattle egret – nests on the island; or
- Federal-listed (endangered) roseate terns have historically nested on the island; or
- Federal-listed (threatened) bald eagles have productively nested on the island for several years (on larger islands only the immediate area around the nesting site, approximately 125 acres, is considered nationally significant); or
- the population of any one seabird species does not meet the 1% criterion, but;
  - √ four or more seabird species nest on the island; or
  - √ three species nest on the island, at least one of which has >0.5% of the statewide nesting population; or
  - √ the island has important seabird, wading bird, or eagle nesting habitat based on an annual biological review of the data.

This last criterion recognizes the value of nesting seabird diversity on individual islands. It is also important to recognize that these islands are valuable to a myriad of other Federal trust bird species for roosting and migration habitat; many of which are Partners in Flight species of high conservation concern (see below). Further, since most of the Maine coastal bald eagle pairs are year round residents, the forested islands provide important bald eagle wintering habitat.

Of the 377 islands considered nationally significant, 151 are currently lacking permanent protection. Opportunities to permanently protect, manage, restore, and enhance nesting populations on these islands are very limited to non-existent under present ownerships. The Service, MDIFW, and numerous conservation organizations are working cooperatively under a common goal to permanently protect all 151 islands. The two most significant factors presently affecting island protection is the lack of funding and available willing sellers.

Maine’s coastal nesting islands continue to face numerous threats and pressures. These include development of camps, homes, and other structures, recreational boating and kayaking, landings by commercial kayak and schooner tours, human presence during seabird nesting seasons, unleashed pets, and cultural resource exploitation.

Seabirds, wading birds, waterfowl, and many bald eagle nesting pairs require undisturbed environments during the nesting season. Closing refuge islands to public use during the nesting season is a management tool that we use to control this threat. Long-term protection of these nesting islands can only be assured through conservation ownership and management.

Service acquisition of these islands will minimize the threats noted above, and accomplish goals and objectives identified in many national and regional conservation plans and initiatives as described below.

### Roseate Tern Recovery Plan, Northeastern Population (First Update 1998)

The primary recovery objective in this plan is to increase the northeast nesting population (U.S. and Canada) of the endangered roseate terns to 5,000 breeding pairs. This total should include at least six large colonies (greater than 200 pairs) with high productivity. The roseate tern population in Maine had a record high of 289 pairs recorded in 2001 with nesting on only 3-4 islands. Our current efforts strive to increase the nesting population and geographic distribution of this species in Maine. Our proposal would acquire four unprotected islands with documented historic nesting by roseate terns. In addition, many of the islands in our proposal would provide roosting and future nesting areas for these birds.

### Northern Bald Eagle Recovery Plan (1983)

The primary recovery objective in this plan is to reestablish self-sustaining populations of bald eagles throughout the northern states region, including Maine. Specifically, we would permanently protect existing bald eagle nesting, foraging, roosting, and wintering areas on 35 islands. Attachment C provides a detailed description of the value of these islands for bald eagles.

### Partners In Flight Plan for Area 28-Eastern Spruce-Hardwood Forest (June 2000)

This plan identifies migratory bird species and their breeding habitat in the eastern spruce-hardwood forest physiographic area that are a high conservation concern and priority for management. Our proposal would support priority species and habitat objectives identified in the plan for both the mainland and coastal islands including:

- *Maritime salt marsh and estuary*: These objectives emphasize maintaining stable populations of Nelson's sharp-tailed sparrow, American black duck, northern harrier, and osprey. The American black duck is a globally vulnerable Watch List species with a large proportion of its population in this region. Coastal marshes, mud flats, and rocky shores are important to wintering black ducks throughout the year. Exposed islands and high energy shorelines are especially important to wintering black ducks in the Gulf of Maine because these areas remain ice free during the coldest portions of the season. Our proposal would contribute to this objective through acquisition of these habitat types.
- *Mature conifer(spruce-fir) forest*: These objectives emphasize maintaining stable populations of black-throated green, northern parula and blackburnian warblers, spruce grouse, olive-sided flycatcher, boreal chickadee, pine grosbeak, and red crossbill. In Maine, the black-throated green, northern parula, and blackburnian warblers are focal species. Our proposal includes 35 forested islands, totaling 796 acres, which would contribute to this objective.
- *Coastal beach/dune/island/shoreline*: These objectives emphasize maintaining stable populations of common eider, roseate tern, common tern, Arctic tern, and osprey. The 52 seabird islands in our



proposal provide nesting habitat for eider and/or terns; and, all 87 islands would provide undeveloped and relatively undisturbed migration, feeding, and roosting areas.

Birds of Conservation Concern 2002 Report and the Atlantic Northern Forest Bird Conservation Region Blueprint (draft 2003)

This report was developed by the Service in consultation with the leaders of ongoing bird conservation initiatives and partnerships such as Partners in Flight, the North American Waterbird Conservation Plan, and the U.S. Shorebird Conservation Plan. It fulfills the mandate of the 1988 amendment to the Fish and Wildlife Coordination Act of 1980 requiring the Secretary of Interior, through the Service, to “identify species, subspecies, and populations of all migratory non-game birds that, without additional conservation action, are likely to become candidates for listing under the Endangered Species act of 1973.” The report includes numerous lists of birds of conservation concern, by national, regional, and landscape scales. We evaluated the list for the Atlantic Northern Forest Birds of Conservation Concern (BCR 14) region, and a recently released draft blueprint for BCR 14 which identifies key actions to implement in order to maintain healthy populations of birds native to the region. In this region, sixteen bird species are listed, of these, the razorbill and common tern utilize nationally significant coastal nesting islands. Five islands in our proposal have documented nesting by these two seabird species; the majority of the others have potential nesting habitat for at least one of the species.

North American Waterfowl Management Plan (update 2004) and Joint Ventures

The North American Waterfowl Management Plan identifies 13 priority waterfowl species. Seven of these species use Refuge lands and nearby habitat during migration; four species use Refuge lands for nesting; and, three use it for wintering habitat. These include Atlantic brant, mallard, American black duck, northern pintail, wood duck, ring-necked duck, and common eider. Our proposal would permanently protect wetlands and ensure the continued existence of breeding, feeding, resting, and wintering habitat for these species.

Implementation of the North American Waterfowl Plan is accomplished at regional levels within 15 habitat and 3 species Joint Venture partnerships. Our project area lies within the Atlantic Coast Joint Venture which divides the entire Maine coast into five focus areas and establishes a waterfowl goal to “protect and manage priority wetlands habitats for migration, wintering and production of waterfowl, with special consideration to black ducks...” The Black Duck and Sea Duck Joint Ventures are also relevant to our project. These plans emphasize the protection of migration and wintering habitats in Maine which exists on most of the islands in our proposal. Our proposal also includes nesting habitat for common eider.

Gulf of Maine Rivers Ecosystem Team Plan (1994)

This plan establishes priorities for the interagency Gulf of Maine Rivers Ecosystem Team. Our proposal would directly benefit two of the plan’s seven resource priorities. These include Resource Priority #1: recovering populations of endangered and threatened species; and Resource Priority # 4: protect, enhance, and restore populations of migratory bird species of special concern and their habitats. The seabird species we have targeted in our proposal are unique to the Gulf of Maine and permanent protection of these islands is an important priority of the Gulf of Maine Rivers Ecosystem Team.

Northern Atlantic Regional Shorebird Conservation Plan (Draft 2002)

The goal of this plan is to maintain or enhance current or historic population levels and diversity of shorebirds throughout the North Atlantic Region through cooperation and partnership with Federal, State, private, and non-governmental conservation organizations. A separate habitat goal is to protect and manage sufficient area of high priority habitats to support current populations of breeding, migrating, and wintering shorebirds. Our proposal would permanently protect breeding habitat for 6 of the 38 shorebird species on the Species Priority List for the region. These include American oystercatcher, American woodcock, willet, spotted sandpiper, common snipe and killdeer. All 38 species utilize the islands for foraging and roosting during migration. At least 12 islands in our proposal are used extensively by shorebirds. The Sprague Neck mainland tract is considered by MDIFW as an area that receives the highest concentration of migrating shorebirds in the State. Finally, our proposal would provide important wintering habitat for purple sandpiper. To document this importance, we are currently cooperating with MDIFW and Acadia National Park on a wintering habitat project for purple sandpipers.

North American Waterbird Conservation Plan (Version 1, 2002)

This plan identifies 55 priority “species of concern” in North America. Our proposal supports the plan’s species and population goal to have sustainable distributions, diversity, and abundance of waterbirds throughout North America and to restore populations of priority species, including those in decline. In addition, our proposal would support the plan’s habitat goal to secure, maintain, and enhance sufficient high quality habitat throughout the year to achieve and maintain sustainable populations of waterbirds throughout North America.

Islands in our proposal support current or historic nesting by at least one of the following species on the highly imperiled/high concern list: Arctic tern, roseate tern, snowy egret, and little blue heron. These islands may also support nesting by the following two species on the moderate concern list: black-crowned night heron and razorbill.

MDIFW Species Assessments and Management Plans

MDIFW has developed species assessment and management plans for migratory shorebirds, passerines, Atlantic puffin/razorbill, Leach’s storm-petrel, common eider, harlequin duck, waterfowl, island nesting terns, and American bald eagle. Our proposal is consistent with these plans by supporting permanent habitat protection for these species.

**IV. Proposed Action**

Islands

Our proposal is to acquire 87 islands (2,306.4 acres) selected from the list of 151 nationally significant coastal nesting islands in Maine currently lacking permanent protection.

These 87 islands will be acquired from willing sellers with support from our conservation partners. We believe 87 islands represents a realistic objective over the next 15 years given the historic rate of

acquisition. We will continue to work cooperatively with the State and our conservation partners to seek ways of permanently protecting the remaining 64 nationally significant islands.

Attachment A includes Maps 1-11 with our proposal in red. Attachment B provides an alphabetical listing of the 87 islands along with other island information we thought would be of interest including:

- coastal island registry number (CIREG)
- town
- Attachment A map #
- current ownership (private, Coast Guard (CG) or U.S. Navy)
- acreage
- Service's priority for acquisition
- proposed acquisition method

All of the 87 nationally significant coastal nesting islands in our proposal are privately owned except an 8-acre tract on Wood Island owned by the Coast Guard (see Attachment B). We are excluding this 8-acre tract, which includes an historic lighthouse from our proposal at the Coast Guard's request. We placed each island in one of two priorities for acquisition: Priority 1 or Priority 2. There are 52 islands identified as Priority 1. These are either islands with nesting seabirds, wading birds, and waterfowl, or any unacquired island parcels within our currently approved acquisition boundary (Table 1). There are 35 islands identified as Priority 2. All of these are high productivity nesting bald eagle islands recommended by MDIFW.

We will use this priority ranking only in the circumstance where two islands are available for acquisition, and we only have funding to purchase one. These priorities do not reflect a landowner's preference to sell the land. Since Service policy is to acquire land only from willing sellers, the order of actual land acquisition will be based on availability and funding.

### Mainland

Our proposal is to acquire two mainland tracts of land totaling 153.3 acres that are not currently within the approved Petit Manan Refuge boundary.

The 150-acre Sprague Neck parcel located in the Town of Cutler, Washington County is part of the U.S. Navy's former Computer and Telecommunications Station Center (Center). It is scheduled for a no-cost transfer to the Department of the Interior (DOI) as a result of recently enacted legislation that transferred most of the Center to the Town of Cutler. The parcel juts into Machias Bay and consists of a headland connected to the mainland by a low-lying isthmus. This headland, consisting primarily of spruce-fir forest, grades to a boulder/cobble beach along the upper shoreline. The shoreline along the northern side, which is not exposed to the ocean, consists of a cobble bar with sandy beaches. At low tide, the vast mud flats adjacent to these sand and gravel bars are exposed to provide important migration and roosting habitat for 19 species of shorebirds, including the black-bellied plover, semi-palmated plover, and the buff-breasted sandpiper. More migratory shorebirds are found on Sprague Neck than anywhere else in Maine. A portion of this property has been designated an "ecological reserve" by the U.S. Navy. This parcel lies within the Little Machias Bay, identified as a focus area in

the North American Waterfowl Management Plan Joint Venture and ranked second of 32 sites within Maine in the Atlantic Coast Black Duck Wintering Habitat Plan.

The second mainland parcel is a 3.3 acre parcel of land referred to as the Litten tract. It is currently a private tract surrounded by the Gouldsboro Bay Division of the refuge. This parcel contains a mixed forest of hardwoods and softwoods and has a rocky shoreline along West Bay in Gouldsboro. Service acquisition of this parcel will create an administratively intact boundary for this Division. Both Sprague Neck and the Litten parcel are identified as Priority 1. All unacquired mainland parcels within our currently approved refuge boundary are Priority 2, with the exception of Sawyers Marsh and Corea Heath which are Priority 1 (Table 1).

## V. Protection Options Considered

According to Service policy (341 FW1), we can acquire land and water interests such as, but not limited to, fee title, easements, leases, and other interests. We considered each of these while evaluating three options before developing our proposed action, presented in detail in Attachment A and B. Our policy is to acquire only the minimal interest necessary to meet Refuge goals and objectives, and to acquire land only from willing sellers. We believe our proposed action is a cost-effective way of acquiring the interest to provide the minimal level of protection needed to meet objectives, given the information now available to us. However, as individual islands become available in the future, changes in their protection option may be warranted to ensure we are using the best option at that time.

### Option 1. No Expansion of Current Service Boundaries; Emphasis on Protection by Others

Under Option 1, we would acquire 3 additional mainland parcels and 21 additional island parcels within the existing approved refuge acquisition boundaries; we would not expand the Refuge boundary or protect additional islands. Our final EIS evaluates this “no new expansion” option in Alternative D.

Under this option, we would work with other conservation organizations and agencies, such as MDIFW, MCHT, TNC, National Audubon Society, and local land trusts, to support their land protection and management programs of mutual interest and benefit to the Service.

Our concern with this option is that although ownership by those groups affords some level of protection, it is unlikely they would have the financial or administrative resources to buy all 151 significant islands, nor could they actively manage all these islands as needed to protect the Federal trust species of concern. Without our contribution to land protection, many nationally significant islands would likely be developed. These groups, and the public, have stated that Service acquisition and management is vital to ensuring the long-term protection of nationally significant coastal nesting islands.

In summary, we do not propose to utilize Option 1 because:

- It would detract from our goal to protect Federal trust resources on the Refuge and throughout Maine coastal nesting islands;
- It does not support the Refuge’s vision, goals, and objectives; and
- It is not supported by the MDIFW and the majority of the public, partners, or elected officials.

### Option 2. Less-than-full Fee Acquisition by the Service

Under Option 2, we would protect and manage all islands by purchasing only a partial interest, typically in the form of a conservation easement. This option keeps the island in private ownership, while allowing us some control over land use. We would have to determine, on a case-by-case basis, and negotiate with each landowner, the extent of the rights we would be interested in buying. Those may vary, depending on the configuration and location of the island, the current extent of development, the nature of wildlife activities in the immediate vicinity, the needs of the landowner, and other considerations.

We propose to utilize conservation easements on the 35 islands identified in Attachment B. These easements would consist primarily of purchasing development rights and the right to control public access during the nesting season on bald eagle nesting islands. Easements are most appropriate for use where:

- The island is large and only minimal management of the habitat is needed, and where development is the greatest threat, such as those large islands that have bald eagles nesting on a small portion of the island;
- The island owner wants to maintain ownership; or
- Only a portion of the parcel contains lands of interest to the Service.

### Option 3. Full Fee Title Acquisition by the Service

Under Option 3, we would purchase fee title from willing sellers, thereby purchasing all rights of ownership. This option provides us the utmost flexibility in managing priority islands, and ensures permanent protection of nationally significant Federal trust resources. Generally, the islands we would buy require active management. We propose fee acquisition when: 1) adequate land protection is not assured under other ownerships; 2) active land management is required; or 3) the island is too small to purchase a conservation easement. Attachment B identifies 52 nesting islands that we propose to acquire full fee title. Lands acquired in fee would be managed similar to our existing Refuge lands in terms of what public uses are allowed to occur and the seasonal access restrictions implemented to protect resources.

It should also be noted that as future transactions occur, a conservation easement could be converted to full fee title acquisition. For example, we may pursue full fee title when an owner is interested in selling the remainder of interest in the island; when changes to zoning or land use regulation compromise resource values; or, when our management objectives change so that more active management is necessary to meet goals and objectives. We will evaluate this need on a case-by-case basis.

## **VI. Acquisition Methods**

We typically acquire the Service interest using one of the following methods: (1) purchase (e.g. complete title, or a partial interest, like a conservation easement), (2) donations, (3) exchanges, and (4) transfers.

### Purchase

We are proposing to purchase either a fee title or conservation easement on the 87 islands, and the Mainland Litten tract, identified in Attachment B, because at this time, we cannot anticipate opportunities for the other three methods.

Purchase involves buying a full (fee title) or partial interest (e.g., conservation easement) in land from willing sellers, as our funding permits. Fee title ownership assures the permanent protection of resources, and allows the complete control necessary for habitat management activities, providing public use opportunities, and managing public access.

As we mentioned under Option 2 above, a conservation easement refers to the purchase of limited rights from an interested landowner. For example, the landowner would retain ownership of the land, and would sell certain rights, such as development rights, to the Service, after agreement by both parties. Easements are property rights and are usually permanent. If a landowner sells his/her property, the easement continues as part of the title. Properties subject to easements generally remain on the tax rolls, although the assessment may be reduced by the reduction of market value if the town gives the landowner a tax abatement for the easement.

Our conservation easement objectives would assure the permanent protection of resources and allow for the minimum control necessary for management activities. Generally, we would purchase at least the development rights and the ability to control access during the nesting season.

Much of our funding to buy land in either fee or conservation easement comes from the Land and Water Conservation Fund, which is composed of certain user fees, proceeds from the disposal of surplus Federal property, the Federal motor boat fuels tax, and oil and gas lease revenues. About 90 percent of that fund now originates from Outer Continental Shelf oil and gas leases. Another source of funding is the Migratory Bird Conservation Fund, which is derived from Federal Duck Stamp revenue. We plan to primarily use the Land and Water Conservation Fund to purchase land identified in our proposal.

### Donation

We generally encourage donations in fee title or conservation easement for lands, providing that management concerns, such as contaminants, are not a major issue. Presently, we are not aware of any opportunities to accept donations.

### Exchange

We have the authority to exchange land in Service ownership for other land that has equal or greater wildlife habitat value. Inherent in this concept is the requirement to get dollar-for-dollar value, with occasionally, an equalization payment. Exchanges are attractive because they usually do not increase Federal land holdings or require purchase funds; however, they also may be very labor-intensive, and take a long time to complete. Presently, we are not aware of any opportunities to do an exchange.

### Transfer

We have accepted transfer of military and Coast Guard lands declared excess, including most recently four lighthouse islands, transferred to the Service under the Maine Lights Bill legislation in 1996. Corea Heath is in the final stages of a negotiated transfer from the U.S. Navy. It is possible that we

could also acquire Sprague Neck as a transfer from the U.S. Navy. Other Coast Guard land transfers have occurred under the Coast Guard Reauthorization Bill.

## VII. Service Land Acquisition Policies

Once a new refuge acquisition boundary is approved by our Director, we contact affected owners to determine if they are interested in selling their property. If an owner expresses an interest, an appraiser will be enlisted to appraise the property to determine market value. Once the appraisal process is completed and funding becomes available, we can present an offer for the landowner's consideration. Lands within the boundary do not become part of the Refuge System unless sold, donated, or transferred to the Service.

While the Service has the power of eminent domain (also termed condemnation), Service policy (342 FW 6) is to acquire land through this means as a last recourse only to:

- determine the legal owner (clear title);
- settle a difference of opinion regarding value (when owner is agreeable to court action); or
- prevent uses which would cause irreparable damage to the resources that the refuge was established to protect.

Appraisals would be conducted by the Office of Appraisal Services, National Business Center, Dept. of Interior, and must be performed pursuant to the Uniform Appraisal Standards for Federal Land Acquisitions or the Uniform Standards of Professional Appraisal Practice. It is required by law to appraise properties at market value, based on comparable sales of similar types of properties.

A landowner may choose to sell fee title interest to the Service, but retain the right to occupy an existing residence, referred to as a "life-use reservation." As its name implies, life-use reservations apply to the seller's lifetime, but they can also apply for a specific number of years. After the appraisal is approved, and prior to making the offer, we would discount from the appraised value of the buildings and land, a value for life use based on the age of the owner, and the term of the reservation. The occupant would be responsible for the upkeep on the reserved premises.

## VIII. Coordination

In 1993, we began to evaluate the need for additional protection of Maine coastal nesting islands. In 1995, we initiated an Environmental Impact Statement (EIS) to study the protection of significant seabird, wading bird, and eagle nesting islands on Maine's coast. This effort was officially announced through a Federal Register Notice of Intent.

Throughout 1995, four public forums and six public scoping meetings were held in Ellsworth, Machias, Owls Head, Rockport, Brunswick, Freeport, Wells, and Augusta, Maine. The locations, dates, and times for these meetings were announced in local newspapers, as well as through special mailings. Over 250 people attended the public forums, co-sponsored by the Service and 33 additional groups interested in promoting protection of coastal islands. More than 60 people attended the scoping meetings, the purpose of which was to let people know what the Service was doing and share what we have learned about coastal nesting island wildlife and their habitats. Also during 1995, over 1,100 copies of an Issues Workbook were distributed. These workbooks asked people to share what

they valued most about the islands, their vision for island protection in the future and the Service's role in that future, and any other island issues they wanted to raise. One hundred and forty copies of the workbooks were returned to us. We summarized the information and shared the results in a Project Update newsletter in May 1996.

Also in May 1996, the Service held a two-day facilitated workshop at the Bar Harbor Inn in Bar Harbor, Maine. The 24 participants included island owners, local land trusts, conservation organizations, town officials, sea kayaking companies, tour boat operators, representatives from the aquaculture industry, property rights supporters, and State and Federal agency representatives. The participants discussed the information gathered on seabird, wading bird, and eagle populations and island ownerships, as well as the results of the workbook.

In the summer of 1999, a new planning team was formed to produce a draft Comprehensive Conservation Plan consistent with the Service's new planning policy. This new effort broadened the scope of the original EIS to include not only island acquisitions, but goals and objectives for managing current Refuge lands. The new planning team reviewed the 1995 list of issues and concerns for the project, expanded the scope of the project to include issues on existing refuge lands, and prepared to gather additional comments from the public.

We held five public meetings and open houses in Augusta, Milbridge, Brunswick, and Rockport in 2000. A newsletter shared the comments from the open houses with the 1,400 individuals and organizations on our mailing list. Following the public meetings, the planning team met to draft and refine elements of our management alternatives. Our next newsletter, published at the end of 2001, shared our draft alternatives with the public. At publication, we presented five management alternatives, but after further analysis, we determined that one of the alternatives was not significantly different than the others. All the significant components of this alternative were included in the other four alternatives. Therefore, our draft and final EIS includes analysis of four alternatives.

We published our Draft CCP/EIS, including the LPP, and released it for 68 days of public review and comment from April 30 to July 6, 2004. We notified everyone on our project mailing list of the document's availability and published a notice in the "Federal Register" on April 30, 2004. The document was also posted on our National Conservation Training Center Library website ([http://library.fws.gov/CCPs/petitmanan\\_index.htm](http://library.fws.gov/CCPs/petitmanan_index.htm)). In addition, we held four formal public hearings on the following dates and locations:

June 1, 2004: Rockland Public Library, Rockland, ME

June 2, 2004: Milbridge Town Hall, Milbridge, ME

June 8, 2004: Pine Tree State Arboretum, Augusta, ME

June 9, 2004: Falmouth Public Library, Falmouth, ME

Eighty-five people attended the public hearings and 30 gave oral testimony. Some submitted their comments in writing instead of giving oral testimony, while others did both. More comments arrived later by post or electronic mail. In total, we received 594 public responses. The Final EIS, Appendix I, is a summary of the substantive comments we received and our response to them. None of the comments on land acquisition resulted in a significant change to our original LPP proposal. Between the draft and this final LPP, we fixed some typographical errors, clarified some terminology, excluded the 8-acre Coast Guard tract on Wood Island from our proposal at their request, and introduced the new name for the five-refuge complex, Maine Coastal Islands NWR, which includes Petit Manan NWR.



Throughout our CCP/EIS planning process, we solicited and carefully considered public comments on Service land acquisition. We worked with the MDIFW, statewide conservation organizations, local municipalities, local land trusts and national conservation organizations who are directly involved in land protection strategies in coastal Maine. Their continuing work will preserve additional nationally significant coastal nesting islands not acquired by the Service. Specifically, the State helped us develop the land protection proposal and prioritize islands for Service acquisition.

## **IX. Socioeconomic and Cultural Impacts**

It is said that Maine's seacoast is the backbone of the State's economy. This is not surprising as coastal Maine's southern and mid-coast regions are growing at a faster rate (1.7 percent during 1990-1996) than the state as a whole (0.9 percent during 1990-1996) with the majority of the State's 1.2 million people (State Planning Office, 2000) living in coastal counties. Most certainly it is the natural beauty and rich resources of the shore and ocean that draw people to the coast.

In our final EIS, Chapter 4 - Environmental Consequences, we describe in detail the socio-economic consequences of our proposed expansion, including impacts to property taxes, additional local revenues generated, and the implications to commercial wildlife viewing, hunting, sheep farming, aquaculture, public access, educational, and recreational opportunities.

The Refuge contributes directly to the economies of several towns in coastal Maine. Since 1935, the Service has made Refuge Revenue Sharing (RRS) payments to counties or towns for refuge land under its administration. Lands acquired by the Service are removed from the tax rolls. However, under provisions of the Refuge Revenue Sharing Act, as amended, the county or other local unit of government receives an annual revenue sharing payment which can sometimes equal or exceed the amount that would have been collected from property taxes if in private ownership. In 2001, the Service paid \$51,134 to Maine communities for lands under administration of the Refuge. Assuming full expansion, our proposal would distribute an additional estimated \$50,786 annually to 42 Maine town's in RRS payments, assuming the 2002 distribution rate allocated by Congress. We enlisted Dr. Charles Colgan, an economist from the University of Southern Maine, to help us determine net property tax impacts to towns, given these RRS payments (Re: final EIS, Appendix G, for full report). According to Dr. Colgan, overall, the property tax impacts are small. If all 87 islands are acquired by the Service, the property taxes would rise in affected towns by approximately \$130,000, an average of 0.05%, assuming RRS payments at the 2002 levels. The town with the largest absolute reduction in taxes would be the Town of Kittery at \$30,738; however, the Town of Frenchboro would be the most affected in proportional terms; approximately \$6,234 or 9.0% increase in their mil rate. Dr. Colgan has acknowledged that these property tax impacts may be low due to an underestimation of actual values since his analysis was based primarily on 2002 and 2003 values and the coastal real estate market has been very dynamic in recent years.

Our proposal affects other socio-economic components as well. Wildlife-dependent uses of Maine islands include consumptive and non-consumptive recreational activities. Consumptive activities include sport hunting for waterfowl (including eiders), upland gamebirds, and deer, as well as fishing and shell fishing. Our proposal would allow waterfowl hunting; however, hunting game birds and deer is not viable on the off-shore islands, and fishing and shell fishing would occur in State waters. We would allow non-consumptive recreation activities such as photography and wildlife observation, picnicking, personal-use berry picking, and hiking. Camping would not be allowed on all newly

acquired islands. Allowed activities would occur outside the seabird nesting season from April 1<sup>st</sup> - August 31<sup>st</sup>, or the bald eagle nesting season from February 15<sup>th</sup> - August 31<sup>st</sup>. The only exception to the closure period is on eider- and gull-nesting islands which would be closed from April 1<sup>st</sup> - July 31<sup>st</sup>.

The industries of coastal Maine potentially affected by Refuge management includes aquaculture, lobstering and other commercial fisheries, commercial seabird viewing activities, other natural resource-based industries such as timber and blueberries, environmental education, real estate and land development. During our public scoping, we heard particular concern with any potential impacts to aquaculture operations by our proposal. We describe some of these impacts in Chapter 4 of the final EIS. However, we did not predict any direct impacts on current operations, and we have no jurisdiction with issuing future aquaculture leases; the responsibility lies with the U.S. Army Corps of Engineers (ACOE) and the Maine Department of Marine Resources. During the lease review process, our Ecological Services Maine Field Office consistently recommends that all aquaculture facilities lie at least 1/4 mile away from Federal-owned islands; however, the ACOE leases do not always require this. As such, Service acquisition of islands has some potential to affect future lease locations, but would not affect any current leases. With regards to the other industries noted above, our proposal would not result in any adverse impacts. Rather, it would support the seabird viewing and environmental education industries

The Service routinely reviews and assesses archaeological and historic sites under Section 106 of the National Historic Preservation Act (NHPA) when ground disturbing activities are likely. At the Refuge, these reviews have been confined to architectural rehabilitation of lighthouse structures on four Refuge islands. Our proposal includes acquisition of one island that contains a lighthouse (Seguin island). If this island becomes available to us, we would negotiate an easement enabling the current landowner, or an historic preservation entity, to retain responsibility for any historic structures, assuming this arrangement poses no risk to the Federal trust resources we are trying to protect.

As is generally the case in coastal settings, the area is potentially rich in archaeological resources. While no archeological sites are known on the Refuge that meet NHPA criteria, there has not been an intensive survey done on Refuge lands. It is entirely possible there are unrecorded coastal archaeological sites on current Refuge lands and those proposed for acquisition. Our proposal would increase protection for cultural resources since these lands would not be developed and because we adhere to the protection requirements of the NHPA. We will work closely with the Passamaquoddy Tribes (Pleasant Point and Indian Township Reservations) and other Wabanaki tribes to identify, protect, and interpret, cultural resources. Service ownership would help protect known sites against vandalism, and would permanently protect as yet unidentified, or undeveloped cultural sites from disturbance or destruction. Our interpretive and environmental education programs will also continue to promote public understanding and appreciation of the area's rich cultural resources.

In summary, we do not predict any significant adverse socioeconomic or cultural impacts from our proposed action. Further documentation is provided in the final EIS, Chapter 4 - Environmental Consequences.

**Attachment A. Current Service Ownership and Proposed Acquisition**

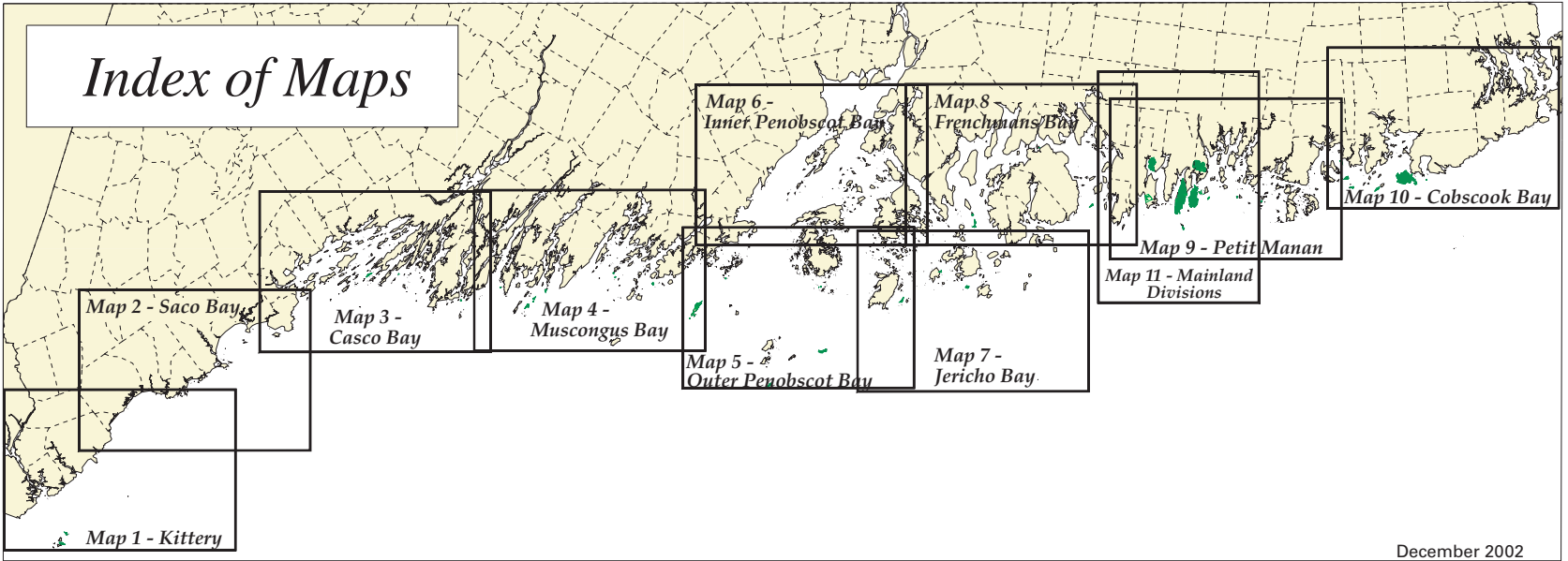
The eleven maps in Attachment A show the mainland and islands that are currently part of the Refuge (solid green); the mainland and islands approved but not yet acquired (outlined in green); and, the mainland and islands that we propose for Service acquisition (solid red) as an expansion to Petit Manan National Wildlife Refuge.

It should be noted that Service acquisition of islands within the existing approved boundary (outlined in green) has been on-going during development of this final EIS. Please contact Refuge Headquarters for the latest update.



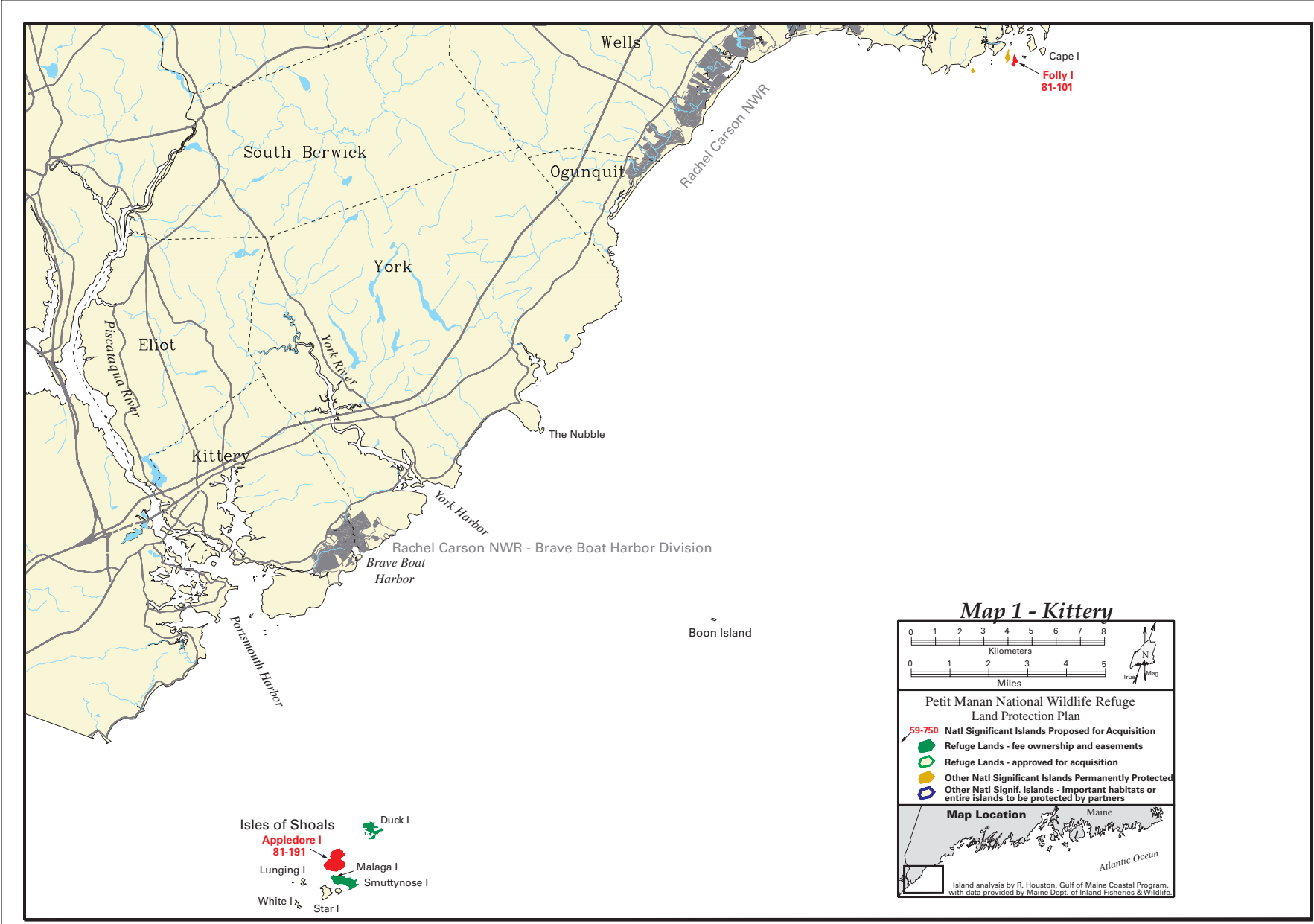
# Petit Manan National Wildlife Refuge Land Protection Plan

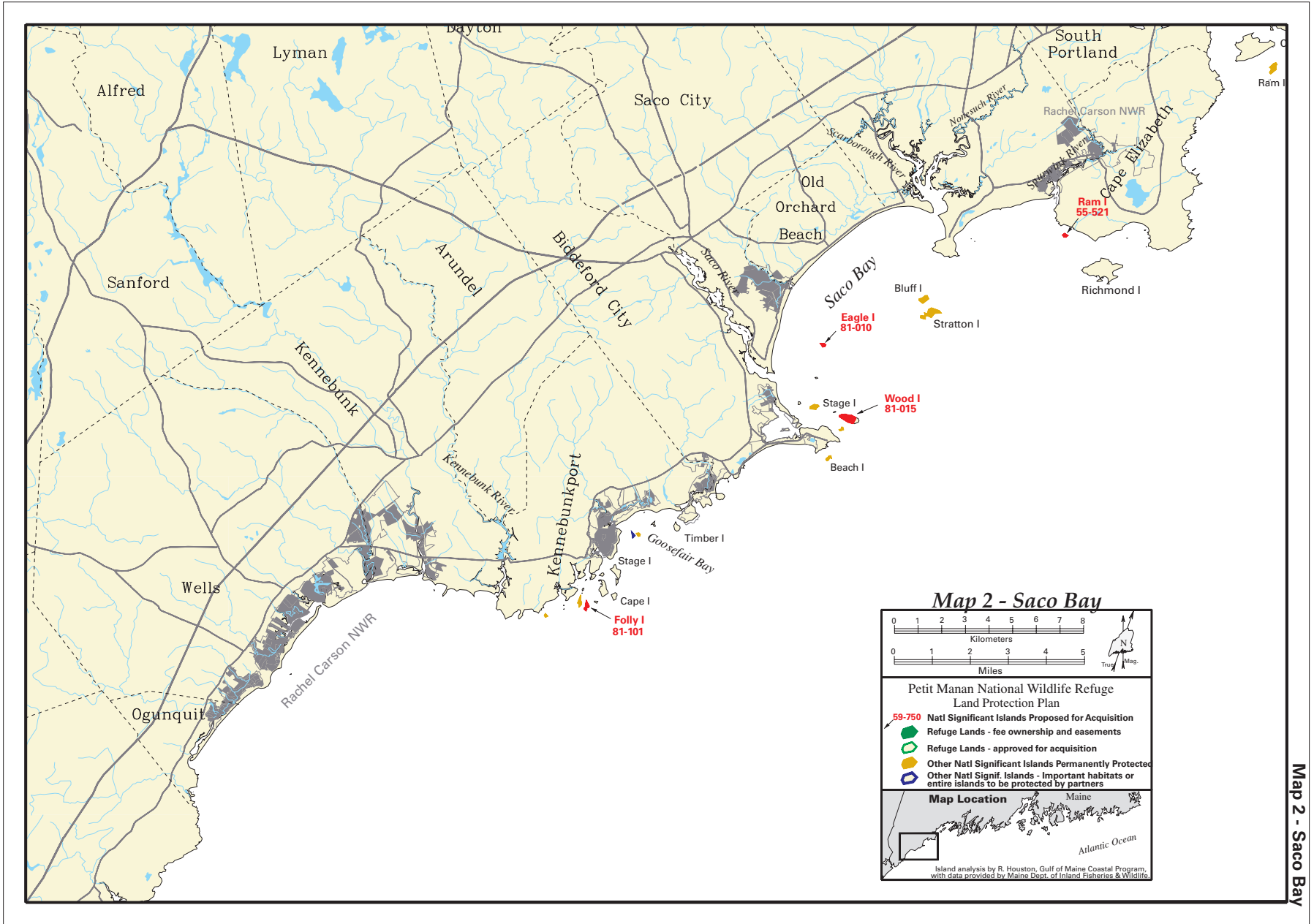
## Index of Maps



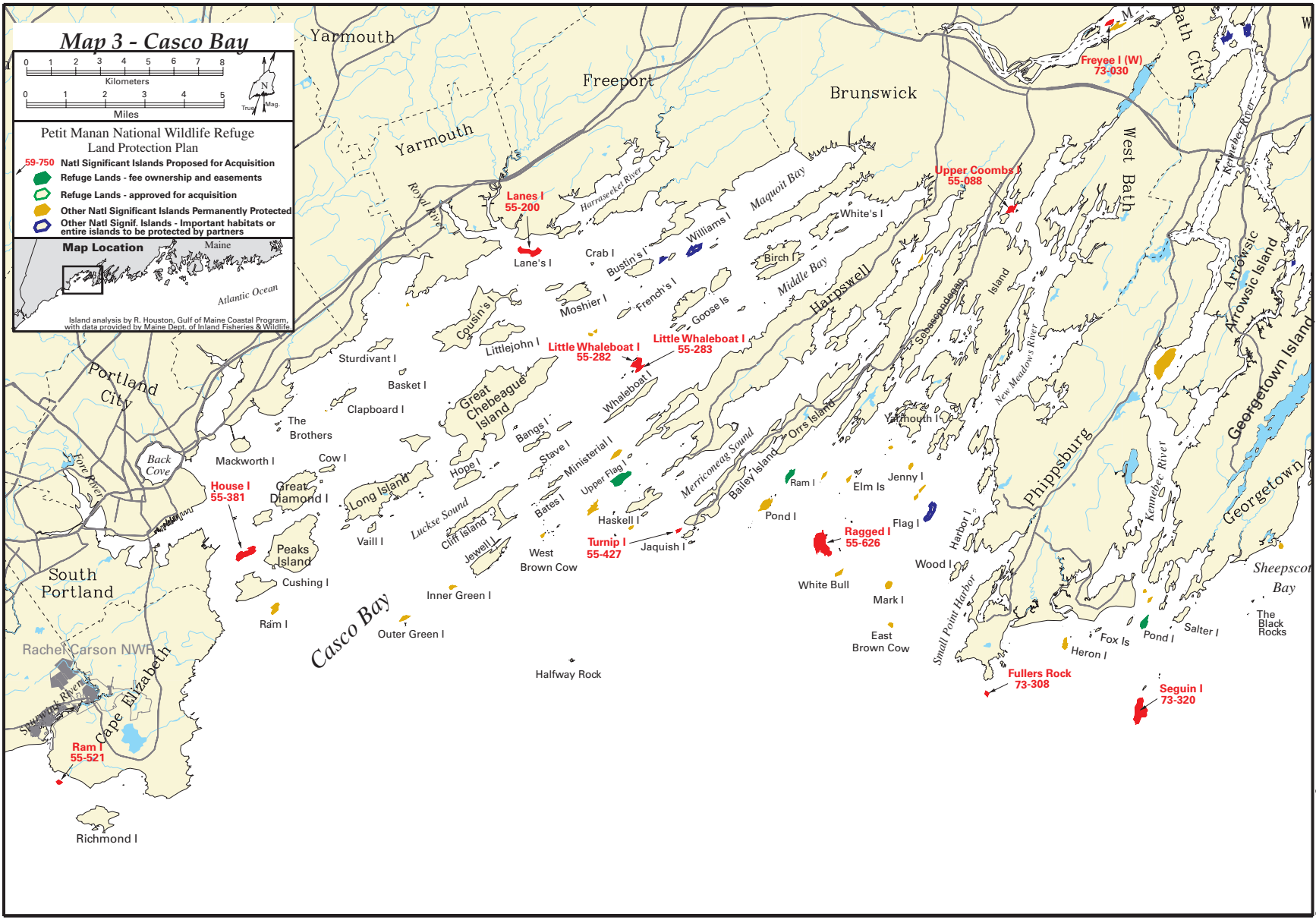
December 2002

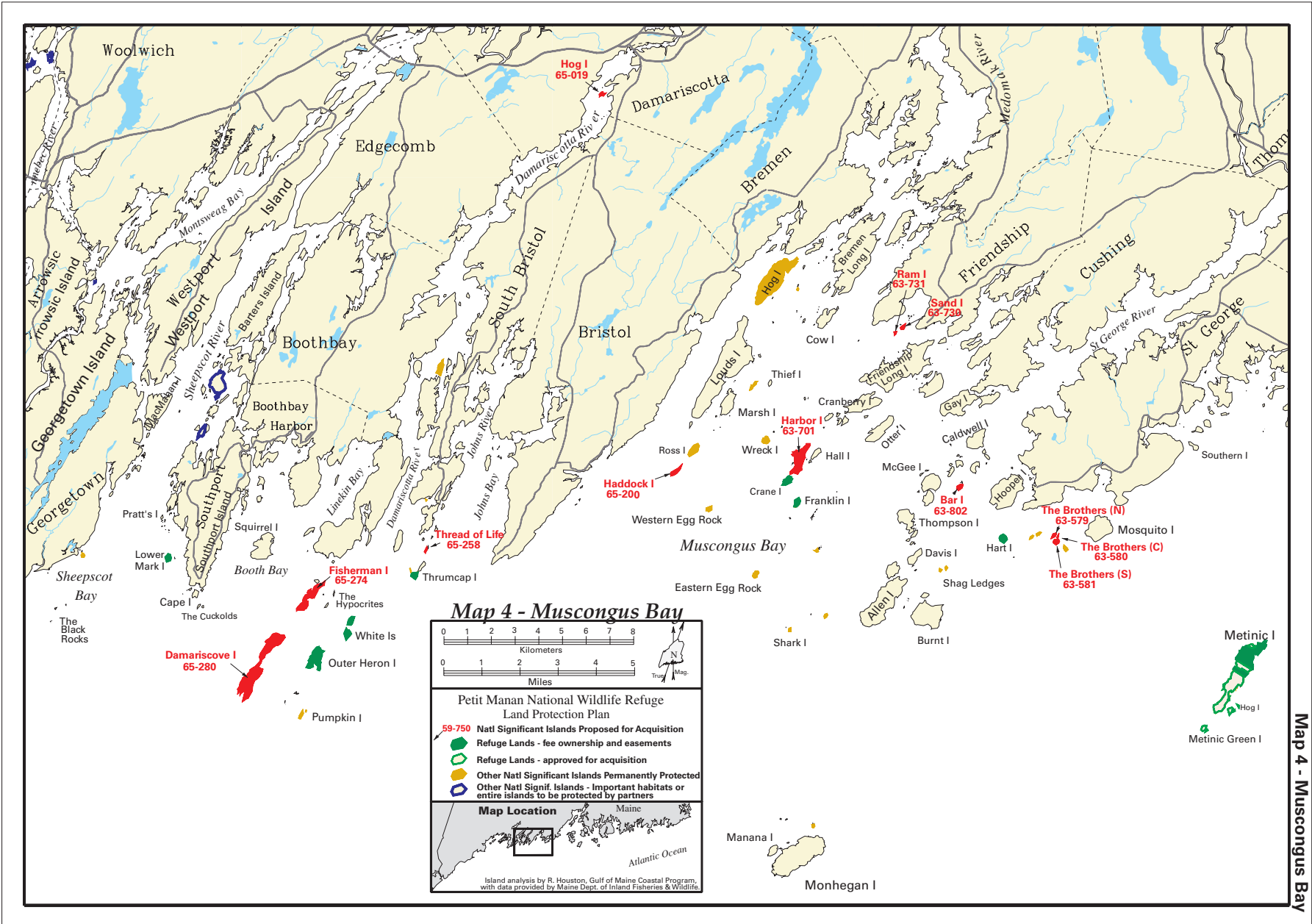
Map 1 - Kittery





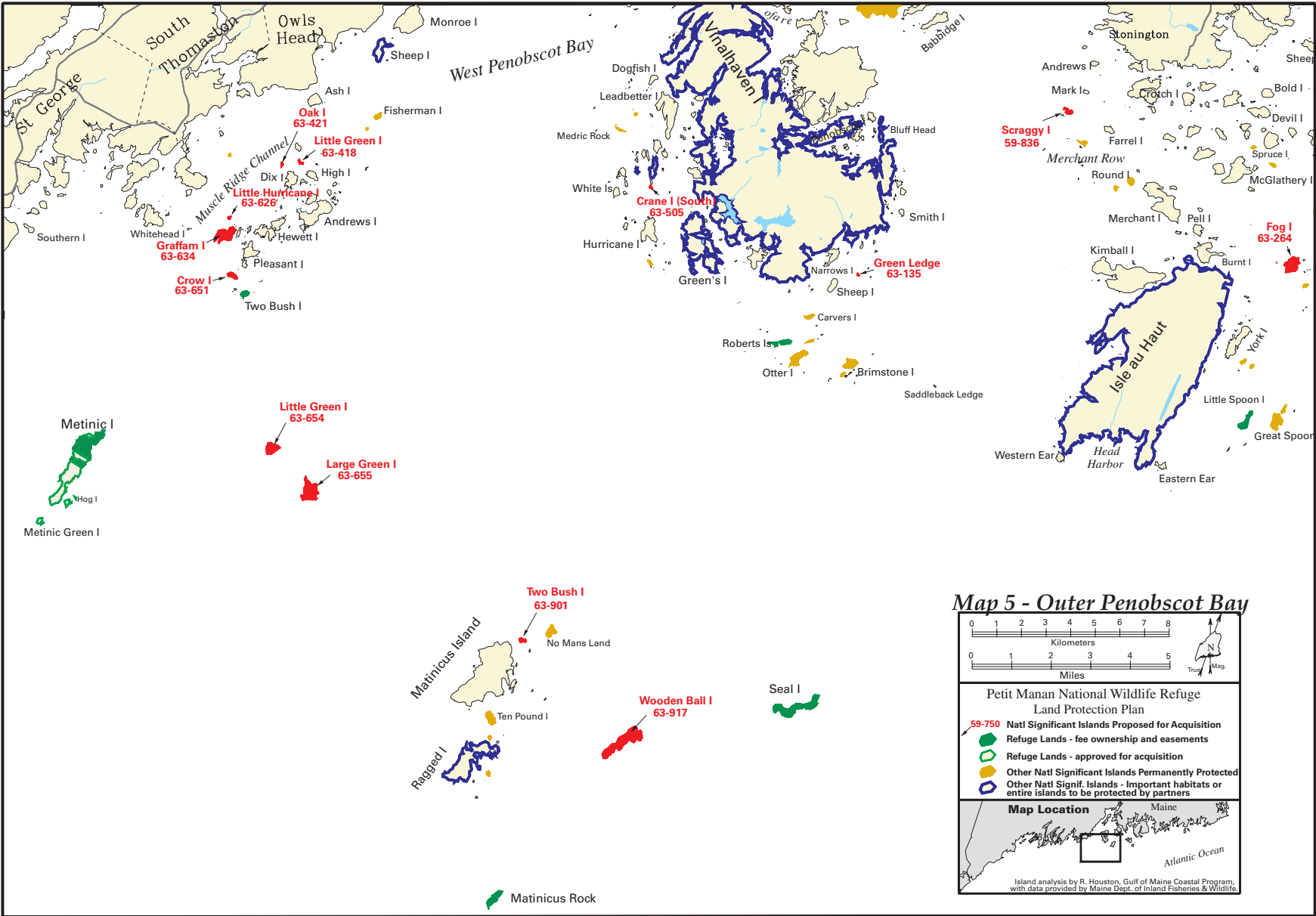
Map 2 - Saco Bay

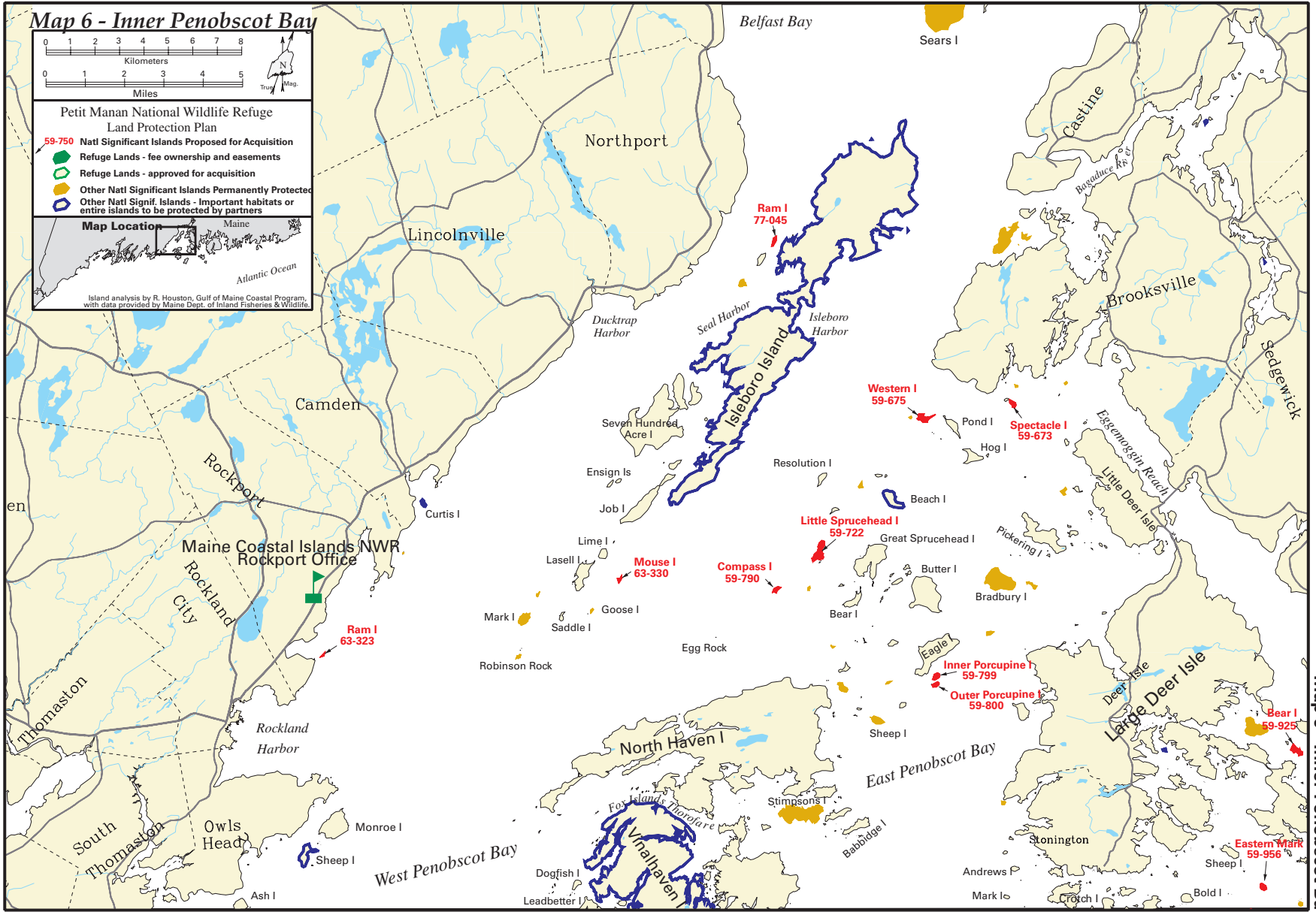




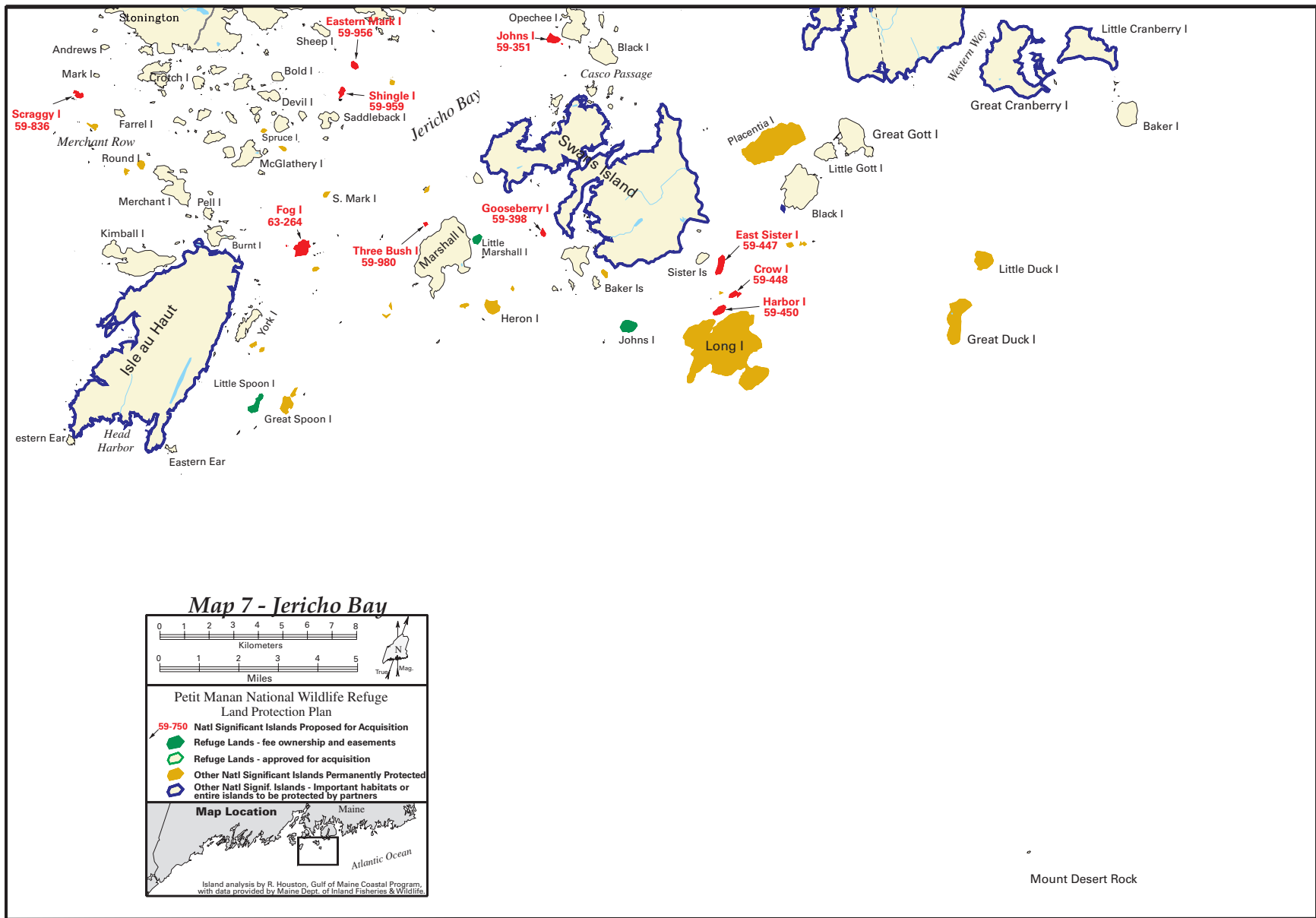
Map 4 - Muscongus Bay



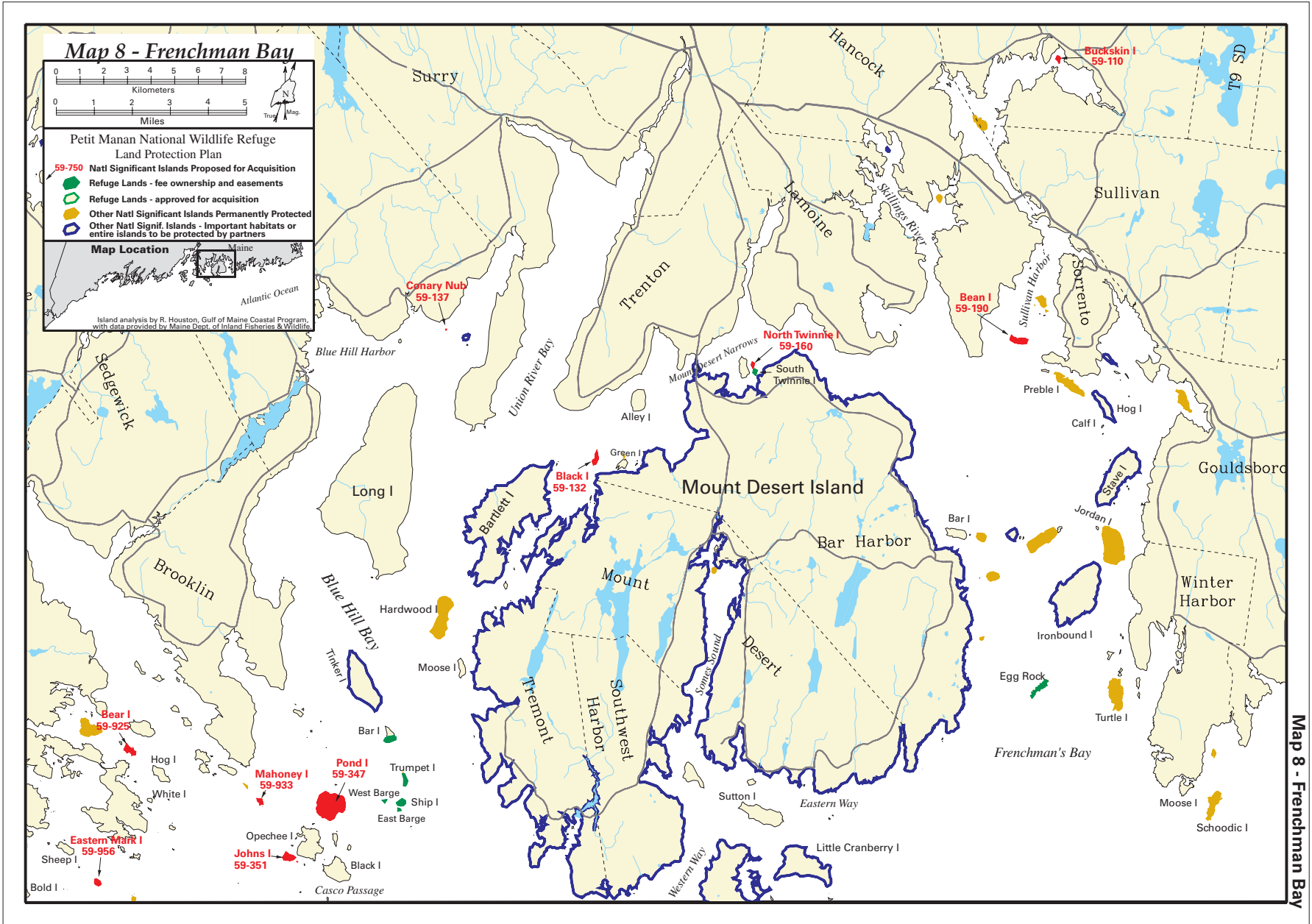




Map 6 - Inner Penobscot Bay



Map 7 - Jericho Bay



Map 8 - Frenchman Bay

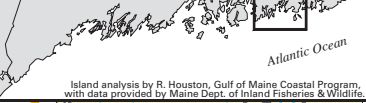
### Map 9 - Petit Manan



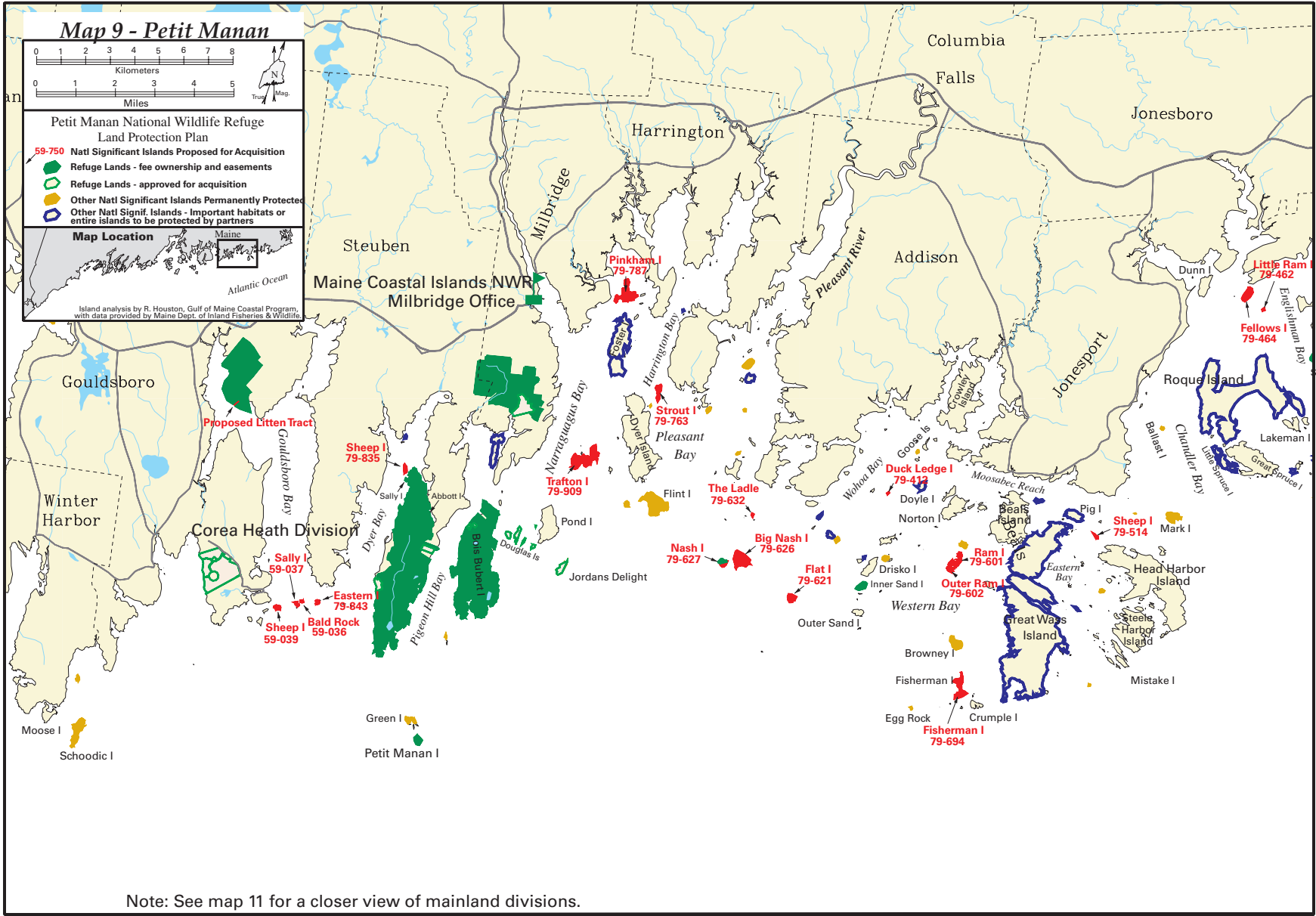
#### Petit Manan National Wildlife Refuge Land Protection Plan

- 59-750 Natl Significant Islands Proposed for Acquisition
- Refuge Lands - fee ownership and easements
- Refuge Lands - approved for acquisition
- Other Natl Significant Islands Permanently Protected
- Other Natl Signif. Islands - Important habitats or entire islands to be protected by partners

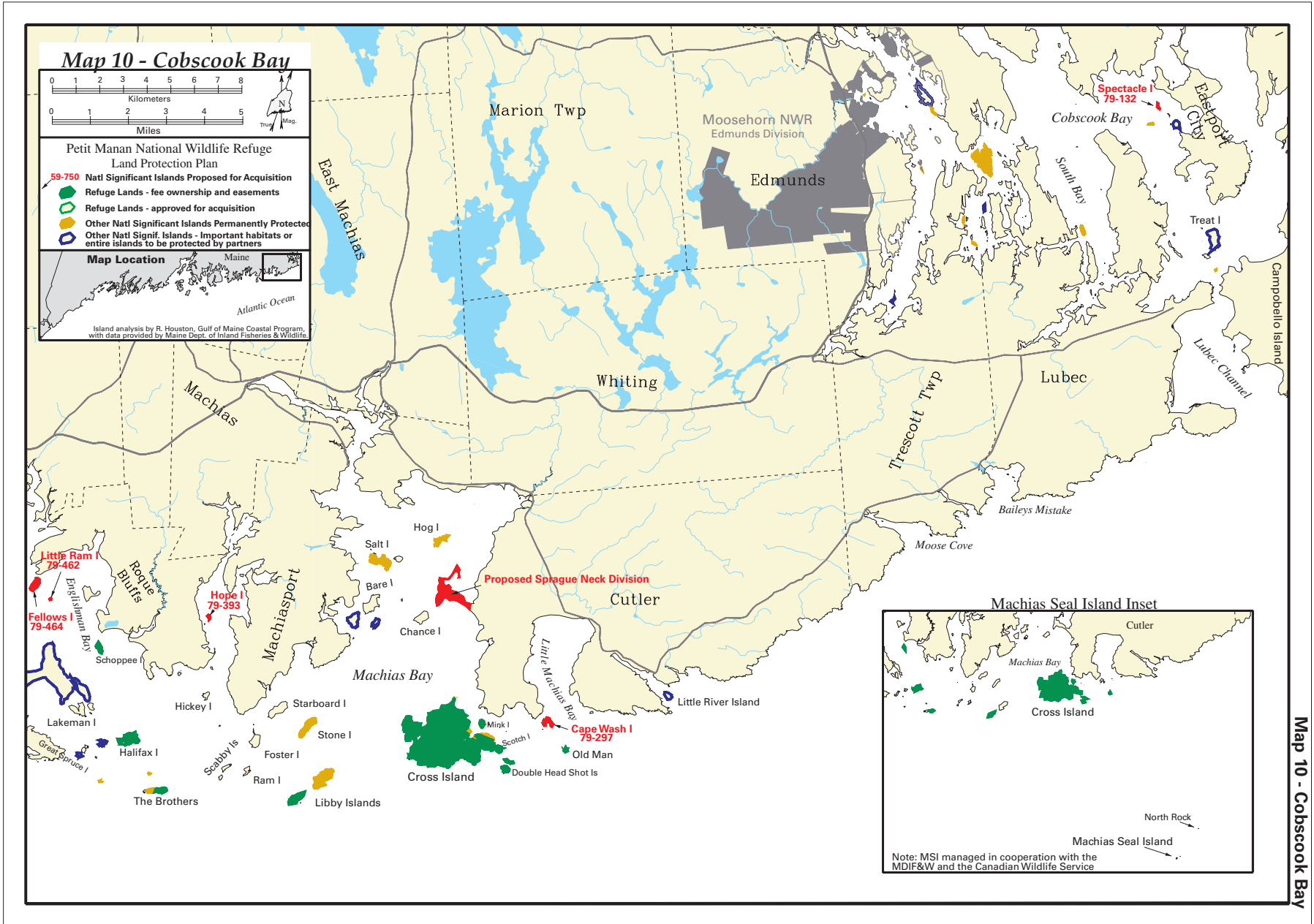
#### Map Location



Island analysis by R. Houston, Gulf of Maine Coastal Program, with data provided by Maine Dept. of Inland Fisheries & Wildlife

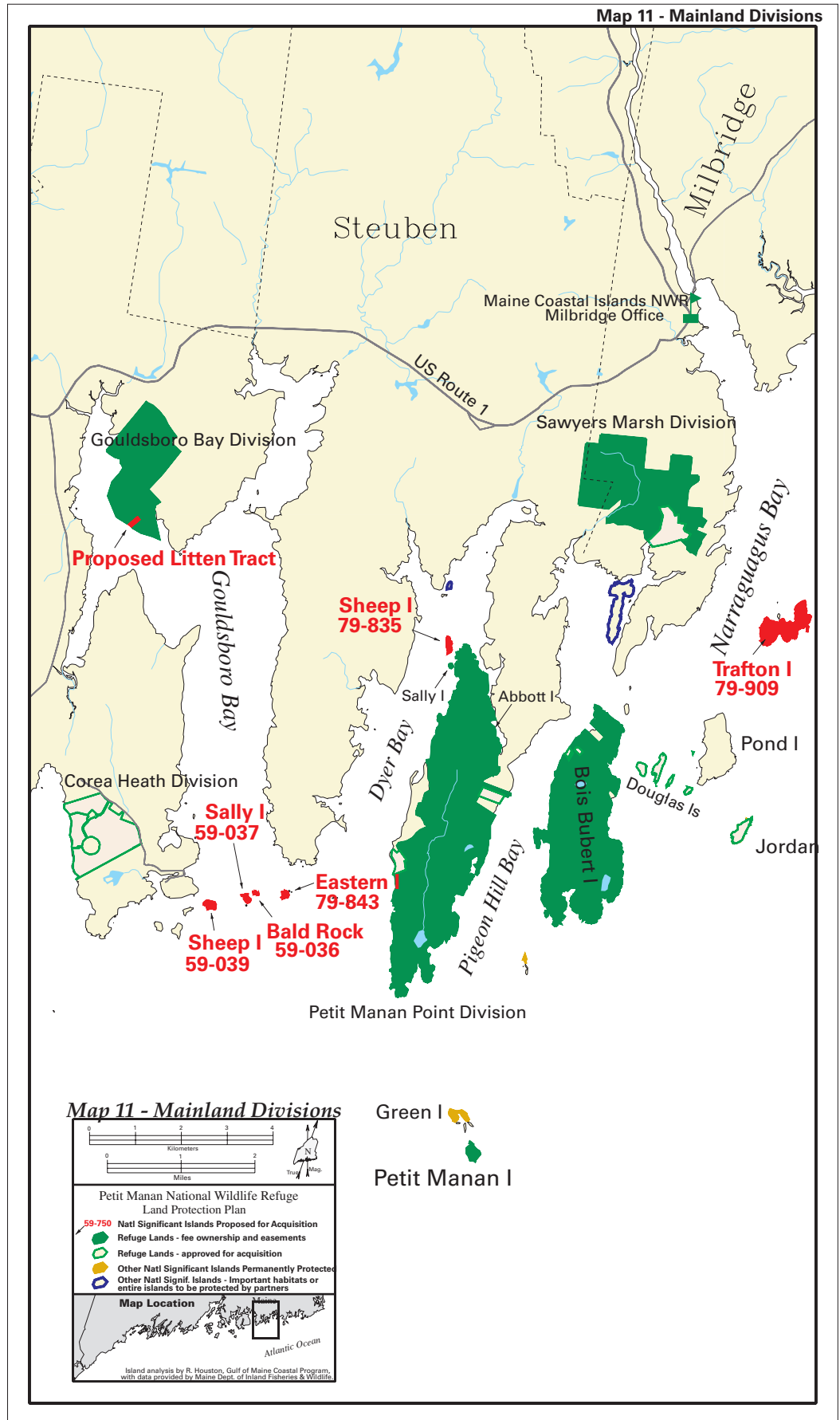


Note: See map 11 for a closer view of mainland divisions.



Map 10 - Cobscook Bay

Map 11 - Mainland Divisions



**Attachment B. Details on Proposed Acquisition**

The first table in Attachment B corresponds to the maps in Attachment A and identifies each island proposed for acquisition, its Coastal Island Registry (CIREG) number, the town it is in, whether its publicly or privately owned, and our priority and recommended option for acquiring it. The second table identifies each mainland parcel proposed for acquisition, the town its in, whether its publicly or privately owned, and our priority and recommended option for acquiring it.

Expanded definition of each column heading follows:

<b>Island Name</b>	name of specific island
<b>CIREG</b>	Coastal Island Registry number as designated by the State of Maine
<b>Town</b>	the town in which the island is located
<b>Map</b>	map numbers in Attachment A
<b>Ownership</b>	whether the parcel is privately or publicly owned. “Private” includes individuals, corporations, and conservation organizations. “CG” refers to the Coast Guard.
<b>Acres</b>	estimated acres for each island from our Geographic Information System (GIS) database. This estimate may not match exactly town tax records; some parcels lack detailed information. It includes only upland acres.
<b>Priority 1</b>	includes 52 nationally significant nesting seabird islands lacking long-term protection, two new mainland tracts, all the unacquired seabird island parcels, and Sawyers Marsh and Corea Heath mainland tracts within the currently approved Refuge boundary.
<b>Priority 2</b>	includes 35 eagle islands lacking long-term protection, and all other unacquired mainland parcels within the currently approved Refuge boundary.
<b>Acquisition Method</b>	whether we would pursue purchase of complete title or full fee simple (fee); or, a partial interest in conservation easement (easement; see discussion in “Acquisition Method”); or, a “transfer” from the Coast Guard or U.S. Navy. We identify what we believe, given the information now available, is the minimal level of Service interest needed for project objectives that is also cost-effective. However, as islands become available in the future, changes may be warranted to ensure we are using the option that best fits the situation at that time and meets ours and landowner’s needs.

**Attachment B: Island Information**

Island Name	CIREG	Town	Map	Ownership	Acres	Priority	Acquisition Method
Appledore I	81-191	Kittery	1	Private	99.11	1	Fee
Bald Rock	59-036	Steuben	9	Private	1.31	1	Fee
Bar I	63-802	Tenants Harbor	4	Private	8.14	1	Fee
Bean I	59-190	Sorrento	8	Private	30.09	1	Fee
Bear I	59-925	Deer Isle	6	Private	20.12	2	Easement



## Attachment B: Island Information (cont'd)

Island Name	CIREG	Town	Map	Ownership	Acres	Priority	Acquisition Method
Big Nash I	79-626	Addison	9	Private	75.34	1	Fee
Black I	59-132	Bar Harbor	8	Private	13.79	2	Easement
Buckskin I	59-110	Franklin	8	Private	5.60	2	Easement
Cape Wash I	79-297	Cutler	10	Private	21.15	2	Easement
Compass I	59-790	Deer Isle	6	Private	7.00	1	Fee
Canary Nub	59-137	Blue Hill	8	Private	0.17	1	Fee
Crane (S)	63-505	Vinalhaven	5	Private	1.60	2	Fee
Crow I	63-651	Muscle Ridge	5	Private	11.81	1	Fee
Crow I	59-448	Frenchboro	7	Private	10.63	2	Easement
Damariscove I	65-280	Boothbay	4	Private	242.30	1	Easement
Duck Ledge I	79-412	Addison	9	Private	1.06	1	Fee
Eagle I	81-010	Saco	2	Private	3.13	1	Fee
Eastern I	79-843	Steuben	9	Private	4.66	1	Fee
Eastern Mark I	59-956	Stonington	6	Private	9.89	2	Easement
East Sister I	59-447	Swans Island	7	Private	30.27	2	Easement
Fellows I	79-464	Roque Bluffs	9	Private	32.98	2	Easement
Fisherman I	65-274	Boothbay	4	Private	70.72	1	Fee
Fisherman I	79-694	Beals	9	Private	48.15	1	Fee
Flat I	79-621	Addison	9	Private	19.63	1	Fee
Fog I	63-264	Isle Au Haut	7	Private	56.65	2	Easement
Folly I	81-101	Kennebunkport	2	Private	5.36	1	Fee
Freyee I (W)	73-030	Topsham	3	Private	5.29	2	Easement
Fullers Rock	73-308	Phippsburg	3	Private	2.36	1	Fee
Gooseberry I	59-398	Swans Island	7	Private	5.42	1	Fee
Graffam I	63-634	Muscle Ridge	5	Private	65.10	1	Fee
Green Ledge	63-135	Vinalhaven	5	Private	0.73	1	Fee
Haddock I	65-200	Bristol	4	Private	12.05	1	Fee
Harbor I	63-701	Friendship	4	Private	96.68	1	Fee
Harbor I	59-450	Frenchboro	7	Private	19.93	2	Easement
Hog I	65-019	Damariscotta	4	Private	4.69	2	Easement
Hope I	79-393	Roque Bluffs	10	Private	5.52	2	Easement
House I	55-381	Portland	3	Private	31.11	1	Fee
Inner Porcupine I	59-799	Deer Isle	6	Private	10.15	2	Easement
John's I	59-351	Swans Island	7	Private	21.81	2	Easement
Lanes I	55-200	Yarmouth	3	Private	28.19	2	Easement
Large Green I	63-655	Matinicus Isle	5	Private	85.31	1	Fee
Little Green I	63-418	Matinicus Isle	5	Private	2.90	1	Fee
Little Green I	63-654	Matinicus Isle	5	Private	35.97	1	Fee
Little Hurricane I.	63-626	Matinicus Isle	5	Private	1.84	1	Fee
Little Ram I	79-462	Roque Bluffs	9	Private	1.97	2	Easement
Little Sprucehead	59-772	Deer Isle	6	Private	44.08	1	Fee
Little Whaleboat I	55-282	Harpwell	3	Private	17.99	1	Fee
Ltl Whaleboat (SE)	55-283	Harpwell	3	Private	4.31	1	Fee
Mahoney I	59-933	Brooklin	8	Private	6.96	1	Fee
Mouse I	63-330	North Haven	6	Private	2.73	1	Fee

**Appendix A – Land Protection Plan**

**Attachment B: Island Information (cont'd)**

Island Name	CIREG	Town	Map	Ownership	Acres	Priority	Acquisition Method
Nash I	79-627	Addison	9	Private	16.70	1	Fee
North Twinnie I	59-160	Bar Harbor	8	Private	3.58	2	Easement
Oak I	63-421	Matinicus Isle	5	Private	1.76	1	Fee
Outer Porcupine I	59-800	Deer Isle	6	Private	6.31	2	Easement
Outer Ram I	79-602	Beals	9	Private	8.63	2	Easement
Pinkham I	79-787	Milbridge	9	Private	79.56	2	Easement
Pond I	59-347	Frenchboro	8	Private	241.00	2	Easement
Ragged I	55-626	Harpwell	3	Private	74.87	1	Fee
Ram I	63-323	Rockport	6	Private	1.06	1	Fee
Ram I	55-521	Cape Elizabeth	2	Private	2.86	1	Fee
Ram I	77-045	Islesboro	6	Private	6.98	2	Easement
Ram I	79-601	Beals	9	Private	29.34	2	Easement
Ram I	63-731	Friendship	4	Private	1.34	2	Easement
Sally I	59-037	Gouldsboro	9	Private	5.26	1	Fee
Sand I	63-730	Friendship	4	Private	4.22	2	Easement
Scraggy I	59-836	Stonington	5	Private	8.49	1	Fee
Seguin I	73-320	Georgetown	3	Private	63.13	1	Easement
Sheep I	79-514	Jonesport	9	Private	4.17	2	Easement
Sheep I	79-835	Steuben	9	Private	7.88	2	Easement
Sheep I	59-039	Gouldsboro	9	Private	9.39	2	Easement
Shingle I	59-959	Stonington	7	Private	9.19	2	Easement
Spectacle I	59-673	Brooksville	6	Private	8.74	1	Fee
Spectacle I	79-132	Eastport	10	Private	4.76	1	Fee
Strout I	79-763	Harrington	9	Private	20.84	2	Easement
The Brothers (C)	63-580	St. George	4	Private	0.57	1	Fee
The Brothers (S)	63-581	St. George	4	Private	7.39	1	Fee
The Brothers (N)	63-579	St. George	4	Private	3.81	1	Fee
The Ladle	79-632	Addison	9	Private	2.28	1	Fee
Thread of Life	65-258	South Bristol	4	Private	1.44	1	Fee
Three Bush I	59-980	Swans Island	7	Private	1.62	1	Fee
Traffon I	79-909	Harrington	9	Private	113.20	1	Fee
Turnip I	55-427	Harpwell	3	Private	1.89	1	Fee
Two Bush I	63-901	Matinicus Isle	5	Private	5.88	1	Fee
Upper Coombs	55-088	Brunswick	3	Private	8.58	2	Easement
Western I	59-675	Deer Isle	6	Private	22.03	2	Easement
Wood I (except CG tract)	81-015	Biddeford	2	Private	35.51	1	Fee
Wooden Ball I	63-917	Matinicus Isle	5	Private	138.20	1	Fee
<b>Total Island Acres</b>					<b>2,306.40</b>		

**Attachment B: Mainland Information**

Mainland Name	Town	Map	Ownership	Acres	Priority	Acquisition Method
Sprague Neck Property	Cutler	10	U.S. Navy	150.0	1	Transfer
Litten Property	Gouldsboro	9	Private	3.3	1	Fee
<b>Total Mainland Acres</b>				<b>153.3</b>		

**Attachment C. Letter of Support for Acquisition of Bald Eagle Nesting Islands  
from the Regional Chief of Threatened and Endangered Species**



**United States Department of the Interior**

**FISH AND WILDLIFE SERVICE**  
300 Westgate Center Drive  
Hadley, MA 01035-9589



In Reply Refer To:  
FWS/Region 5/ES-TE

**JAN 27 2003**

**To:** Regional Director, Region 5  
**From:** Chief, Division of Threatened and Endangered Species  
**Subject:** Acquisition of Bald Eagle Habitat for the Petit Manan National Wildlife Refuge Complex

I urge your strong support of the Land Protection Plan (LPP) for the Petit Manan National Wildlife Refuge (PMNWR) Complex, part of which recommends acquisition of 37 bald eagle nesting islands along the Maine coast. My reasons for seeking your support appear below.

Bald eagles in Maine continue their dramatic comeback and are leading the recovery of our National symbol in the Northeast. In 2002, 295 pairs of eagles were documented nesting in the State. Nationally, eagle numbers have steadily rebounded for more than 20 years and now surpass Federal recovery objectives in four of five National recovery zones. As a result of improvements among eagle populations, the U. S. Fish and Wildlife Service (Service) proposed de-listing the species from its threatened status. Final action on this proposal is pending.

The primary objective of the Northern States Bald Eagle Recovery Plan, which includes Maine, is self-sustaining populations in suitable habitats. Consequently, protection and enhancement of eagle populations and their habitat have been and continue to be a major focus of plan implementation.

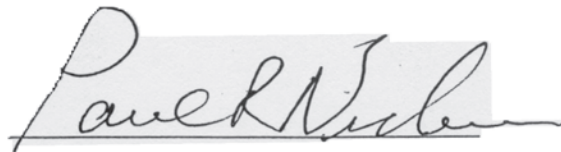
Although Maine will soon achieve its State recovery goals for breeding pairs of bald eagles, delisting at the State level will remove Essential Habitat provisions of the Maine Endangered Species Act. Considerable concern has been expressed that subsequent habitat loss and degradation, especially along the coast and inland lakes, could reverse current population trends. For this reason, Maine Inland Fisheries and Wildlife adopted habitat protection as a State recovery goal. Before eagles can be delisted in Maine, a habitat "safety net" must be established with at least 150 nesting areas in conservation ownership, easement, or cooperative management agreements. Ideally, conserved nesting areas would be distributed throughout the State, include coastal and inland settings, and be well-distributed among different habitats. Currently, about 100 nesting areas are thus protected. An additional 50 nesting areas must be conserved before delisting will occur.

The proposed acquisition of eagle nesting islands in the PMNWR Complex LLP was cooperatively developed by State and Federal biologists in an extremely well coordinated effort. There are about 150 eagle nests on Maine's coastal islands. The 37 islands proposed for acquisition represent the highest conservation priority based on habitat integrity, length of occupation by eagles, long-term conservation integrity of the site for eagles, absence of human disturbance, and strategic geographic importance in conserving eagle populations along the coast. Some territories on the list have been in existence over 30 years. As conserved areas, these islands would be expected to provide eagle nesting habitats for many decades to come.

Island-based eagle territories are some of the easiest to conserve. Protection of nesting islands often conserves 100 percent of the territory (in contrast with inland pairs where complex lake and river shorelines are often in multiple ownerships). Island-nesting eagles use the island year-round (i.e. they are non-migratory). Ample food resources (fish and marine birds) are usually plentiful, and offshore settings provide ice-free feeding habitats all winter. Islands often provide eagles a measure of isolation from human disturbance. Island settings provide fledgling eagles ample obstruction-free space to learn flight and foraging skills. Finally, prey resources adjacent to offshore islands have lower contaminant loads than estuary or inland sites. For these reasons, productivity of island nesting eagles has been greater than for many inland settings.

Implementation of the LPP will make a substantial contribution to the State's "safety net" habitat protection strategy, facilitate recovery of bald eagles in Maine, and provide anchor nesting areas for the foreseeable future. Protection of coastal nesting areas will compliment an initiative by Maine Inland Fisheries and Wildlife to protect inland nesting areas using conservation agreements and easements with new funding from the Landowner Incentive Program.

I strongly support Service acquisition of these coastal nesting islands to insure a permanent recovery of the eagle in the Northeast.

A handwritten signature in cursive script, reading "Paul R. Nickerson", is written over a light gray rectangular background.

cc: Sherry Morgan  
PMNWR Complex  
Nancy McGarigal