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WILLIAM H. BEARDSLEY
COMMISSIONER

TO: Daryl Brown & Jonathan Nass State Planning Office
CC: Carlie McLean Executive
FROM: Bill Beardsley, Commissioner Dept. of Conservation
DATE: July 13, 2011
SUBJECT: State Planning Office

I will miss your first meeting related to the future of state planning functions. I am forwarding my initial thoughts and plan to attend subsequent meetings. I have taken both a deductive and inductive approach, the first an informal historic context, the second, a very specific set of recommendations. Needless to say my thinking will evolve as I learn and participate in discussions down the road.

Just a bit of background. I studied urban and regional, resource, and economic development planning at the graduate level at the University of East Africa and at Johns Hopkins University. I've been a town and state planner and served as vice president of planning and research with a Maine company. I've been involved in state planning for both Republican (director of a state energy office) and Democratic (director of finance and economics and office of forest products) in Vermont and Alaska, taught and was involved in planning (with natural resource and industrial location focus) at public and private universities, was deeply involved in strategic planning as President of Husson for 22 years. As Chair of Finance Authority of Maine and the Maine Community Foundation I was involved in agency planning. Needless to say, with my current administrative oversight of LURC, the Maine Forest Service, the Maine Bureau of Geological Services and Natural Areas and the Maine Bureau of Parks and Lands, I am very involved in natural resources, regulatory and eco-economy planning for Maine.

Notwithstanding, my attached observations and recommendations, I fully understand the complexity and importance of the task at hand and I honestly don't know the solution.

Don't hesitate to get in touch if I can be of help.

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**DOC - Maine Geological Survey / SPO - Maine Coastal Program
Cooperative programs -- July, 2011**

The Maine Geological Survey has cooperated with the Maine Coastal Program over the past decade with research on Maine's sand beach systems and working with communities to address the impacts of sea-level rise. One marine geologist, one intern, and field activities have been fully funded in the past 10 years through NOAA's Coastal Zone Management Program which is managed through SPO.

Specific Maine Geological Survey tasks:

1. Partner with the Southern Maine Regional Planning Commission on a range of activities including implementation of the Sea Level Rise Working Group action plan, and will create new resiliency work groups, interlocal agreements and action plans in Ogunquit, Kittery, Falmouth and South Portland. The Sea Level Rise Working Group has been well received in these and other southern Maine towns.
2. Delineate the highest annual tide (HAT) in support of Maine's Shoreland Zoning Program using available LiDAR data.
3. Monitor shoreline change using the Maine Beach Mapping Program. This effort collects data to understand the impacts of storm events, erosion, and long-term trends for Maine's beach systems. Data collected includes: 1) the high water mark (or wrack/debris line); 2) the seaward edge of dune vegetation; and 3) elevations of the beach and dune.
4. Develop Google Earth data layers to support local, regional, and State-level regulations and decision-making. MGS will create new or update existing Google Earth data layers and distribute to local/regional managers, federal agencies, & the general public.
5. Map currently unmapped dune systems. MGS estimates that an additional 1,000-2,000 acres meeting the definition of coastal sand dune remain unmapped (and hence, basically unregulated) along 45 miles of coastline. MGS will use existing maps, in conjunction with recent aerial photography and LiDAR data to map these areas.
6. Update Coastal Marine Geologic Environment (CMGE) data layer. Develop a template for an updated and revised CMGE data layer that most lends itself to municipal use for local and regional planning efforts. Pilot work will examine the use of multiple data sets (GIS CMGE data, orthophoto interpretation, topographic analysis, field work, local geologic studies, etc.) to refine digital mapping methods that improve the accuracy of the maps and simplify map units to those most acceptable to the state and local users.
7. Help organize the 2011 Maine Beaches Conference, planned for July 2011. Preparation for and presentation at the conference of the 2011 State of Maine's Beaches report will be a primary focus of education and outreach at the conference. Both Peter Slovinsky and Stephen Dickson of MGS will preside and present the latest findings about beach erosion in Maine. MGS will also prepare posters of trends in beach profile data collected by volunteers in the Maine Beach Profile Monitoring Program.

8. Add new beach data on shoreline change and dune loss for inclusion in the Maine Beach Monitoring Program (MBMAP) and Beach Scoring System. Collaborate with all stakeholders to develop strategies for coastal adaptation for climate change.
9. Map eroding coastal bluffs and assess their landslide potential.
10. Provide revisions to the Maine Emergency Management Agency for the State of Maine's Hazard Mitigation Plan on coastal hazards.
11. Support the Volunteer Beach Profiling Program which collects important monthly profiles of major beaches. Profiles are used to assess the health of Maine's sand beaches.
12. Mapped nearshore seabottom materials in State coastal waters to 3 miles offshore. Cooperative with University of Maine.
13. Analyzed coastal erosion for Flood Insurance Rate Maps and map modernization program managed by SPO.

Reforming State Planning
"Issue Paper by Bill Beardsley
July 2011

State planning materialized in the 1960's as an out growth Lyndon Johnson's Great Society expansion to the states and the requirement that states have a central planning function. New federal departments of Housing and Urban Development (HUD), Health, Education and Welfare (HEW) etc., became massive pass through agencies to the states and through the states to regional planning: no central plans, no money. Academic degrees and schools in urban and regional planning emerged out of, not businesses, engineering, agriculture programs, etc. but out of political science, political economy and the social sciences. It resulted in a highly centralized, top down, socialist, rather than capitalistic, decentralized, economic growth state planning cultures. As the federal government expanded with EPA, DOE etc., federal funding shifted toward federal and state "line" agencies and entitlements, federal funds were deflected directly to their counterpart agencies in state government, such as Maine's DHHS and Department of Education. State's aggressively pursuing economic development, focused on financing/tax mechanisms.

State planning functions today, tend to be focused on providing assistance to towns and communities on planning and zoning, and carrying out studies and unique functions that are statewide in nature. As federal and state finances tighten and as state governments shift their discretionary funds towards economic revitalization, state planning's culture is ill equipped to play the role, its economists focused on macro-economics, its planners and public policy folks and associated funding relocated into line departments. Outsourcing is used instead of SPO. Studies/analysis previously assigned to state planning have also been outsources to liberal (e.g. Muskie) and conservative (e.g. Maine Heritage) or non-profit (e.g. Maine Development Foundation) or to the private sector, ranging from major consultancies (e.g. McKinsey) to industry specific consultancies (e.g. Sewall and Maine & Company in forest industry) to individuals.

Finally, revitalization of state economics have generally shifted directly to Governors, finance authorities, and highly focused specific funding restructured (e.g. Offices of Commerce, Energy, and Regulatory Reform), and especially back towards the private sector regardless of political party. This is especially true in conservative administrations and legislatures. Maine is no exception.

RESTRUCTURING MAINE STATE PLANNING

The reality is, the Maine State Planning Office (SPO) is an office seeking a purpose. Few if any federal funds currently mandate a state planning function. SPO's present functions are largely unrelated to each other and could have more logical homes:

Office of Energy Independence & Security

- Deemed critical to economic revitalization, has been relocated to the Governor's Office.

Maine Commission on Community Service

- This federally funding (\$2 million) program on volunteerism belongs in the Department of Economic & Community Development (DECD) or outsourced to an organization such as the Maine Community Foundation which has a proven track record.

Waste Management & Recycling

- This has nothing to do with state planning, which has failed to solve any problems in 30 years. DEP is far better suited as it has the expertise. May make them more sensitive to the problem.

Code "Enforcement" Training and Certification

- This has nothing to do with state planning and belongs with the Fire Marshall or similar office.

Flood Plain Management

- This belongs in a combination of regulatory and natural resource agencies that have associated expertise. For example, the regulatory functions would fit well with the Maine Emergency Management Agency. The flood plain mapping (funded by FEMA) belongs with the hydrogeology and mapping team in the Bureau of Geological Services in the Department of Conservation.

Maine Coastal Program

- An applied science-based coastal function already exists as part of the Bureau of Geological Services, comprised of hydrologists, geologists, beach experts, mapping, etc. The "Senior Planners and Secretary" from the SPO Maine Coastal Program would fit into and

complement, the existing work of the Maine Coastal Program within the Bureau of Geological Services, Department of Conservation. (see attached position paper).

- The “senior level public service positions” offer senior level public policy and legal/legislative capabilities that go far beyond coastal programs and could become key parts of a new Office of Public Policy in the Governor’s Office. A practical factor is how to avoid losing the \$2 million federal funds tied to the existing program.

Land Use Planning

- This function primarily exists to help towns comply with the “Uniform Growth Act” by providing technical assistance to towns in developing local comprehensive planning ordinances. Historically the focus appears to have been on how to perfect comprehensive plans in and of themselves.
- This program should be simplified and become part of the community service function at the Department of Economic & Community Development where the goals and strategies for development and quality of place are seen as the “drivers” of the planning rather than the other way around. It should also be noted that Senior Planner Tom Miragliuolo has exceptional, practical skills in interactive technology and matrix analysis that would be an invaluable skill for the economic development side of the department as well.

Land for Maine’s Future

- LMF is a highly cyclical program with bond funding fluctuating from \$0 to \$50 million over the years. The advantage of it being in SPO is SPO’s neutrality. The disadvantage is that it is a small isolated function that is either over worked or trying to make work.
- Historically there has been strong support for LMF from voters. Its purpose is to preserve/conservate lands, wildlife and water access.

- A logical place for LMF to be housed would be the Bureau of Geological Services and Natural Areas within the Department of Conservation. This bureau is applied-natural-resource-sciences based, continuously identifying, monitoring, mapping and reporting on everything from coastlines, to agricultural soils, to ecological habitat and places of exceptional, intrinsic natural value. At the same time it is not a recipient of LMF land.
- Staffing from LMF in SPO would fit into and complement the bureau.
- While other bureaus within the Department of Conservation and other departments (Agriculture, IFW and DMR) are sponsors of LMF projects, the Bureau of Geological Services and Natural Areas is not so engaged and is a service function to all other bureaus and departments. It is seen as an informed, honest broker.

Policy and Management

- This team, along with the two senior positions in the existing Maine Coastal Program, have the potential of forming the bases of a new Office of Policy and Analysis (or some such name) within the Governor's Office. It would also make sense to include the State Economist. It would also make sense to replace the Public Service Manager I position with someone with strength in financial analysis.

Economics and Demographics

- This two person function should be split in two. The Public Service Executive II (i.e. the State Economist) is skilled in macro-economics and human services/labor economic and clearly belongs in a new Office of Policy and Analysis in the Governor's Office.
- The present Economist position is trained in natural resource economics (forestry, agricultural and applied environmental economics). This position would be logically housed in the Department of Conservation (which oversees forestry, mining, the water industry, natural resource tourism and would also serve the

Department of Agriculture). At present none of these industry-related departments employ an industry sector economist).

GOVERNOR

NOW

Director, SPO

Office of Energy

Maine Commission on Community Service

Waste Management & Recycling

Code Enforcement

Flood Plain Management

Sr. Planning & Planner II

Sr. Planner (Mapping) (Inventory)

Maine Coastal Programs

Public Service Manager & Coordinator

Sr. Planner & Secretary

Land Use Planning

Sr. Planner (IT expert Tom Miragliuolo)

Balance of the team

Land for Maine's Future

Policy & Management

Economic & Development

State Economist (Macro & Human Resource Economist)

Economist (Natural Resource Economists)

PROPOSED

Director, Office of _____ (Governor's office)

Office of Energy (Governor's Office)

Dept. of Economic & Community Development

Dept. of Environmental Protection

Fire Marshall

Maine Emergency Management

Bureau of Geological Services & Natural Areas (DOC)

Office of _____ (Governor's Office)

Bureau of Geological Services & Natural Areas (DOC)

Economic Development (DECD)

Community Development (DECD)

Bureau of Geological Services & Natural Areas (DOC)

Office of _____ (Governor's Office)

Office of _____ (Governor's Office)

Commissioner's Office (DOC) also Commissioner
Of Agriculture