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## 2005 The Maine Warden Service and The State of Maine: A Contemporary and Historical Overview

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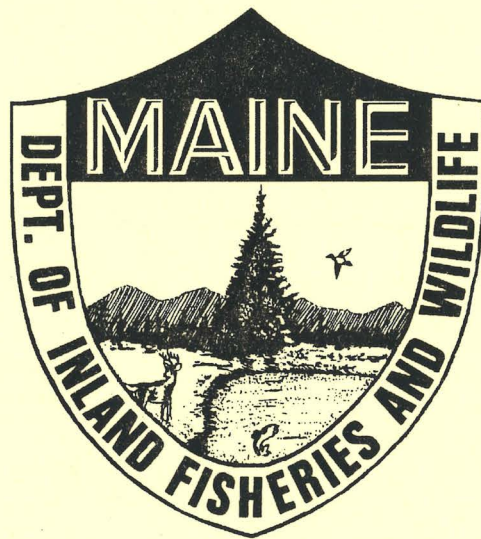
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**THE MAINE WARDEN SERVICE  
AND  
THE STATE OF MAINE**

*A Contemporary and Historical Overview*



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Colonel Timothy E. Peabody*

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Major Thomas A. Santaguida*

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## **BACKGROUND**

### **PREFACE**

The Maine Warden Service has a history of pride and integrity that is nearly 120 years old. Citizens of the State of Maine have traditionally looked to the Maine Warden Service to be stewards of their prized natural resources. Times have changed many aspects of our society. These changes have brought forth many additional duties for Maine Game Wardens.

### **INTRODUCTION**

This project was originally designed to be an analysis of the common and widespread belief that since 1975 Maine Game Wardens have been spending an increasing and inordinate amount of time on non-traditional duties and activities that have prevented Game Wardens from spending an appropriate amount of time enforcing fish and wildlife laws, apprehending fish and wildlife violators and otherwise protecting fish and wildlife.

However, after reviewing available historical data taken from the activity reports of Game Wardens from 1975-1998, these statistics did not support the popular belief that Game Wardens were no longer protectors of fish and wildlife and enforcers of fish and wildlife laws, but enforcing primarily recreational vehicle laws and responding to nuisance wildlife complaints. Instead, this analysis profiled an agency that was proportionately still doing the same job but due to limited resources and personnel was not meeting the over all service needs of the State of Maine.

Maine's outdoor resources are enjoyed by all citizens of the state. Many enjoy the traditional activities of hunting, fishing, trapping, and strive to cling to the heritage that Maine was built on. A more recent interest comes from people enjoying other forms of outdoor recreation that Maine has to offer. Many of these activities are still considered "traditional" but are being enjoyed in "non-traditional" numbers.

A brief time line will show society changing with the introduction of legislation effecting outdoor recreation:

- 1960 Boating Regulations Enacted
- 1969 Snowmobile Regulations Enacted
- 1979 Legislation Defining Search and Rescue Duties
- 1985 All Terrain Vehicle Regulations Enacted
- 1995 Expanded Boating Regulations Enacted
- 1997 Enhanced Snowmobile Enforcement Enacted
- 1997 Personal Watercraft Regulations
- 1998 Personal Watercraft Regulations

## EXECUTIVE SUMMARY

Multi facet changes in many aspects of the State of Maine has not necessarily been followed by proportional changes in the structure of the Maine Warden Service. The following areas will be reviewed in this report.

- ♦ ***Increased Population*** - A review of population trends in the state from 1970 to 1997. Reference will be made to population movements in the state creating more of an interaction between people and wildlife.
- ♦ ***Increased Access*** - Road access to remote sections of the state has increased dramatically over the past 20 years; creating increased opportunity for recreational use. Development of water access sites allows for more opportunity to enjoy water related sports.
- ♦ ***Expanded Constituency and User Trends*** - Hunting, fishing , and trapping are still popular but increased interest and industry developments in other outdoor related activities has created a new workload.
- ♦ ***Increased Responsibilities*** - Increased responsibilities through user trends and mandates

- ♦ ***Reduced Warden Service Personnel*** - Structure of the Maine Warden Service peaked in 1975. Restructuring since that time has left less working officers for our current operation.
- ♦ ***Reduced Available Work Hours and Labor Issues*** - Today Wardens are faced with time constraints that were unheard of 20 years ago. A look at work schedules and labor mandates show the changes in service provided.

*SECTION I*

*POPULATION REVIEW*

- \* Population of Maine
- \* Population Sprawl
- \* Interaction Between People and Wildlife



**Population**

**Urban Sprawl  
Interactions with  
Wildlife**

Since 1970, the population in the State of Maine has increased from

993,722 to 1,242,051. Much of the growth has been centered around southern and mid-coast Maine.

Over the past 25 to 30 years the fastest growing towns have been within 10 to 25 miles from major population centers in the state. The attached list of Maine's Fastest Growing Towns from the Maine State Planning Office shows dramatic percentage increased. This movement to the more rural parts of the state has encroached on wildlife habitat causing an increased interaction between people and wildlife. This influx of people also comes with more diverse interest in how people view wildlife in general.

An outline map of the state of Maine, showing its irregular coastline and numerous islands. The map is centered on the page, with a title box at the top and population data listed in the middle. A summary statement is at the bottom left, and the source is at the bottom right.

## **POPULATION OF MAINE: 1970 - 1997**

**1970: 993,722**

**1980: 1,124,660**

**1990: 1,227,928**

**1997: 1,242,051\***

**Maine Population increased by 248,279 between 1970 and 1997,  
which represents a 25% increase in population**

Source: Maine State Planning Office  
\*1997 Population is estimated

## Fastest Growing Towns in Maine

|                                   | Housing<br>% change<br>1970-1990 | Population<br>% change<br>1960-1990 |                                  | Housing<br>% change<br>1970-1990 | Population<br>% change<br>1960-1990 |
|-----------------------------------|----------------------------------|-------------------------------------|----------------------------------|----------------------------------|-------------------------------------|
| <b><u>Androscoggin County</u></b> |                                  |                                     | <b><u>Penobscot County</u></b>   |                                  |                                     |
| Durham                            | 172.6                            | 161.7                               | Alton                            | 155.7                            | 154.5                               |
| Greene                            | 90.8                             | 198.6                               | Bradford                         | 128.1                            | 59.9                                |
| Leeds                             | 88.1                             | 106.8                               | Corinth                          | 113.9                            | 91.3                                |
| Minot                             | 100.7                            | 113.3                               | Edinburg                         | 95.7                             | 463.2                               |
| Poland                            | 80.6                             | 182.5                               | Etna                             | 96.9                             | 101.0                               |
| Turner                            | 86.9                             | 128.3                               | Garland                          | 125.5                            | 87.3                                |
| Wales                             | 81.8                             | 150.6                               | Glenburn                         | 116.7                            | 231.4                               |
| Sabattus                          | 115.5                            | 183.9                               | Greenbush                        | 124.3                            | 131.7                               |
| <b><u>Aroostook County</u></b>    |                                  |                                     | Greenfield                       | 365.0                            | 167.0                               |
| Ludlow                            | 173.8                            | 56.9                                | Holden                           | 83.4                             | 114.7                               |
| <b><u>Cumberland County</u></b>   |                                  |                                     | Kenduskeag                       | 110.2                            | 111.3                               |
| Casco                             | 79.0                             | 218.7                               | Levant                           | 151.5                            | 112.7                               |
| Gorham                            | 84.0                             | 105.6                               | Lowell                           | 136.8                            | 102.3                               |
| Naples                            | 139.1                            | 289.1                               | Maxfield                         | 125.0                            | 120.5                               |
| North Yarmouth                    | 110.9                            | 113.1                               | Milford                          | 106.3                            | 83.5                                |
| Standish                          | 105.5                            | 266.5                               | Newburgh                         | 119.0                            | 101.7                               |
| Windham                           | 83.1                             | 189.5                               | Plymouth                         | 144.4                            | 133.2                               |
| Yarmouth                          | 92.5                             | 123.5                               | Stetson                          | 96.9                             | 101.7                               |
| <b><u>Franklin County</u></b>     |                                  |                                     | Woodville                        | 238.1                            | 338.8                               |
| Coplin Plt                        | 179.6                            | 200.0                               | <b><u>Piscataquis County</u></b> |                                  |                                     |
| Dallas Plt                        | 115.5                            | 109.1                               | n/a                              |                                  |                                     |
| Rangeley Plt                      | 82.9                             | 164.1                               | <b><u>Sagadahoc County</u></b>   |                                  |                                     |
| Temple                            | 123.2                            | 78.3                                | Arrowsic                         | 129.4                            | 181.4                               |
| <b><u>Hancock County</u></b>      |                                  |                                     | Bowdoin                          | 196.2                            | 220.8                               |
| Hancock                           | 79.1                             | 118.0                               | Topsham                          | 95.6                             | 129.1                               |
| Lamoine                           | 92.8                             | 170.9                               | <b><u>Somerset County</u></b>    |                                  |                                     |
| Osborn                            | 108.3                            | 100.0                               | Brighton                         | 137.5                            | 51.6                                |
| Trenton                           | 94.2                             | 182.7                               | Canaan                           | 128.9                            | 104.5                               |
| <b><u>Kennebec County</u></b>     |                                  |                                     | Palmyra                          | 122.6                            | 85.0                                |
| Clinton                           | 101.8                            | 92.7                                | <b><u>Waldo County</u></b>       |                                  |                                     |
| Fayette                           | 149.4                            | 160.7                               | Belmont                          | 123.4                            | 121.0                               |
| Litchfield                        | 82.9                             | 162.1                               | Frankfort                        | 107.7                            | 47.4                                |
| Mount Vernon                      | 85.5                             | 128.5                               | Jackson                          | 103.7                            | 88.6                                |
| Rome                              | 108.6                            | 106.5                               | Montville                        | 82.4                             | 139.6                               |
| Sidney                            | 115.1                            | 162.4                               | Troy                             | 104.5                            | 71.0                                |
| Wayne                             | 81.1                             | 106.6                               | <b><u>Washington County</u></b>  |                                  |                                     |
| West Gardiner                     | 81.2                             | 121.2                               | Alexander                        | 139.7                            | 117.3                               |
| Windsor                           | 124.3                            | 115.8                               | Beddington                       | 139.8                            | 207.1                               |
| <b><u>Knox County</u></b>         |                                  |                                     | Columbia                         | 103.7                            | 99.5                                |
| Cushing                           | 81.9                             | 106.3                               | Deblois                          | 84.0                             | 180.8                               |
| <b><u>Lincoln County</u></b>      |                                  |                                     | Marshfield                       | 108.6                            | 72.7                                |
| Somerville                        | 107.9                            | 80.3                                | Roque Bluffs                     | 150.6                            | 53.9                                |
| Westport                          | 111.9                            | 398.5                               | <b><u>York County</u></b>        |                                  |                                     |
| <b><u>Oxford County</u></b>       |                                  |                                     | Alfred                           | 107.7                            | 86.3                                |
| Brownfield                        | 121.8                            | 92.2                                | Arundel                          | 143.8                            | 194.3                               |
| Denmark                           | 82.7                             | 127.4                               | Buxton                           | 136.4                            | 177.6                               |
| Hartford                          | 77.0                             | 122.2                               | Dayton                           | 132.2                            | 165.4                               |
| Otisfield                         | 104.5                            | 147.5                               | Hollis                           | 121.2                            | 199.0                               |
| Oxford                            | 93.0                             | 123.5                               | Lebanon                          | 107.1                            | 177.9                               |
| Stow                              | 125.3                            | 162.0                               | Limington                        | 98.9                             | 233.3                               |
|                                   |                                  |                                     | Lyman                            | 122.2                            | 540.8                               |
|                                   |                                  |                                     | South Berwick                    | 103.8                            | 88.8                                |
|                                   |                                  |                                     | Waterboro                        | 139.3                            | 325.9                               |

**SECTION II**

***ACCESS***

- \* Woodland and Forest Access
  
- \* Water Access

## Access

The State of Maine has retained much of its rural character. Indeed, large tracts of wilderness still exist throughout Maine.

However, access into previously inaccessible areas has increased dramatically since 1975.

New logging roads, logging roads left open after woods cutting operations have left an area, 12,000 miles of snowmobile trails, camp roads, power lines and new hiking trails are some of the examples of the expanded access into areas once protected by inaccessibility.

Expanded use of much improved recreational vehicles has also contributed to increased access into remote areas. These vehicles make it much easier for the outdoor recreation enthusiast to access areas previously accessible only by foot, canoe, aircraft, etc.

New and expanded access is appealing in the sense of providing additional opportunities for sports men and women. However, a number of significant issues are raised when access expands into areas that were once relatively inaccessible.

Agencies such as the Maine Warden Service, who have been stretched very thin for quite some time, have had to provide additional services as outdoor recreation enthusiasts venture into newly accessible areas.

## Boating Access Sites

Increased access is not only an issue pertaining to Maine's forested areas, it includes Maine's inland waters also. An increase in the number of boat access sites equals increased use of Maine's inland surface waters. The Maine Department of Conservation reports an increase in State sponsored boat access sites up from only 41 sites in 1975 to 295 in 1999. It should be noted that these figures are for official state sponsored sites only (*see attached graph*).

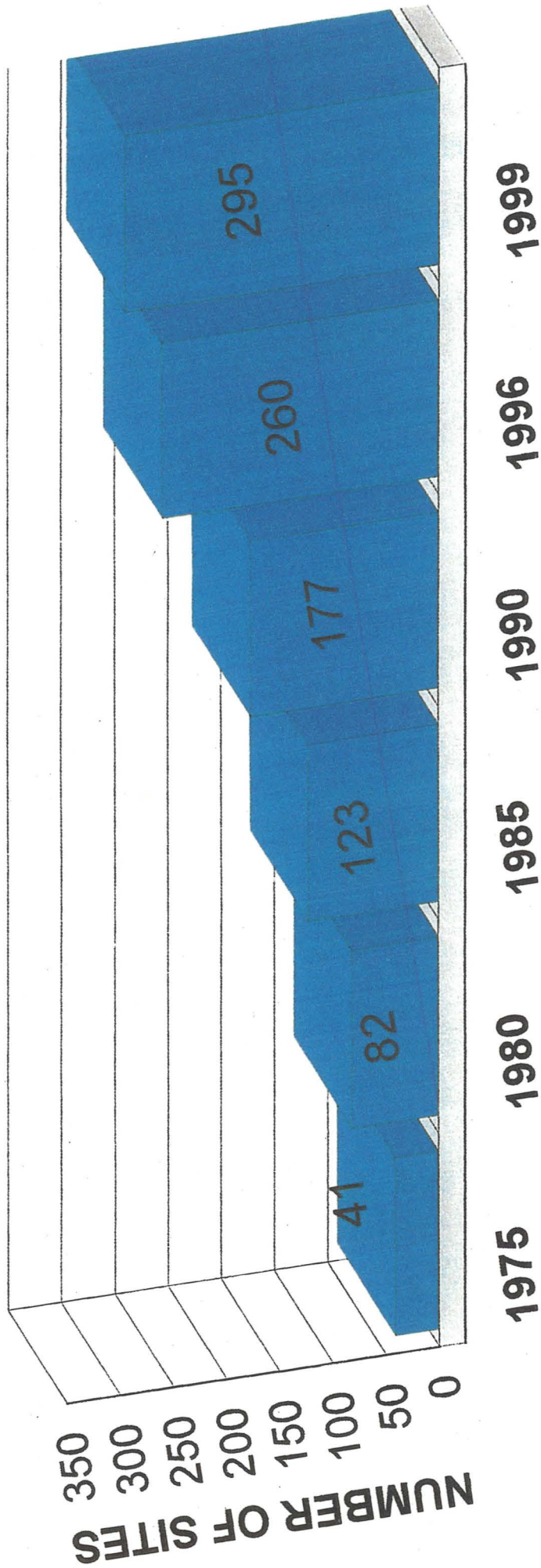
In addition to these state sponsored boat access sites, there are untold numbers of new boat access sites that have not been officially sponsored by the State but have certainly increased the access to and subsequently, the use of Maine's inland waters.

### Summary

Increased access to Maine's woodlands, forests and inland waters has created additional opportunities for quality outdoor recreation experiences for enthusiasts from all of the outdoor sports.

Along with increased access and opportunity comes increased demand for services and increased need to protect fish and wildlife resources. As "user sprawl" based on increased access puts more and more people in direct contact with remote areas and otherwise isolated fish and wildlife resources, Warden Service must protect those now accessible resources and enforce fishing, hunting, trapping and recreational vehicle laws in the newly accessible areas. Additionally, calls for search and rescue services in areas once remote and inaccessible present new logistical challenges to an already overburdened service.

**Growth in Boat Access Sites\* on Maine's Inland Waters, 1975-1999**



\*State Sponsored Boat Access Sites Only. There are many more "Non Sponsored" sites located statewide

Source: Maine Department of Conservation

# **Secondary Roads and Roads that Access Woodlands and Forests**

**In the past fifteen years (1983 to 1998), secondary roads, woods roads, and other access roads to Maine's woodlands and forests have increased by approximately 148%.**

Source: DeLorme, Yarmouth, Maine.



**SECTION III**

***USER TRENDS***

- \* Profiles and Data
- \* Changes
- \* Outdoor Recreation Industry

## Profile of Maine's Traditional Sporting Community

Maine's population is approximately 1,242,000 people. In 1998 approximately 359,464 hunting, fishing and trapping licenses were issued. These outdoor sports have long been considered "traditional" sporting activities. Approximately 277,000 licensed hunters, fishermen and trappers are residents of the State of Maine.

These statistics reflect that approximately 22% percent, or one-fifth (1/5), of the adult people who live in Maine are licensed hunters, fishermen and women and/or trappers.

Additionally, this traditional sporting community has opportunities to hunt and/or fish in Maine on what is becoming an almost year-round basis.

## Recreational Vehicles and Watercraft

Recreational vehicles enthusiasts - both owners and operators - have been, and continue to be, a very big part of Maine's outdoor recreation community.

Currently, the Department of Inland Fisheries and Wildlife registers snowmobiles, all terrain vehicles (ATV's) and motor powered watercraft. In addition there are untold thousands of canoes, sailboats, and watercraft without motors that are used on Maine's inland waters.

Operators of these non-motorized watercraft are subject to most of the same laws and regulations as apply to motorboats, except registration requirements.

- *All Terrain Vehicles (ATV)*

All Terrain Vehicles, or ATV's, have increased dramatically in popularity and in the number registered since their arrival on the outdoor scene in the early 1980's.

As of December 1998 there were 28, 834 ATV's registered in Maine. This represents an approximate 31% increase in the number of registered ATV's in this State since the inception of the ATV registration program in 1984.

Increased ATV popularity and use in Maine has raised a number of issues which are significant to outdoor recreation and the Maine Warden Service. While ATV riding is a legitimate outdoor recreation activity in Maine, the issues that arise pertaining to ATV use are numerous: landowner issues, trespass issues, snowmobile trail usage issues, finding suitable locations to safely ride ATV's...the list goes on and on...

Invariably, Maine Warden Service is involved with a large number of the issues surrounding ATV use in Maine to ensure that ATV operators comply with applicable registration requirements and with laws and regulations pertaining to ATV operation.

Additionally, the Safety Division of the Maine Warden Service is charged with providing required ATV safety training courses.

● *Snowmobiles*

Snowmobile registrations in Maine have increased steadily from 71,502 machines registered in 1975 to the 84,205 snowmobiles registered in 1998.

Also noteworthy is the fact that snowmobiling has evolved from a means to transport traditional outdoor sportsmen and women (ice fishermen, trappers, etc.) to a bona fide sport of its own.

Currently, there are approximately 12,000 miles of groomed snowmobile trails in Maine providing an enormous opportunity for a large number of people to pursue this outdoor sport.

Many snowmobile enthusiasts belong to numerous snowmobile clubs that have been established in virtually every community state wide.

Thousands of nonresidents come to Maine every year to ride our 12,000 + miles of snowmobile trails. It is a very common site on the Maine Turnpike on Friday afternoons to observe hundreds of nonresident snowmobilers trailering snowmobiles North for a weekend of snowmobiling.

Snowmobile technology has evolved at a very rapid rate resulting in the availability of snowmobiles on the market that will travel in excess of 100 mph. Such technological developments have created a number of new and serious issues that the Maine Warden Service must deal with including snowmobile awareness and education, snowmobile safety and snowmobile law enforcement, and search and rescue.

Another condition created by the advent of the faster, more powerful snowmobiles is the increase in the number of snowmobile accidents..

With a continued increase in snowmobiling as a sport of its own rather than as a means of transportation for a traditional sports person, the number of snowmobile accidents which must be investigated by Game Wardens is increasing every year and many Wardens find themselves investigating a snowmobile accident rather than focusing on fish and wildlife protection.

The Maine Snowmobile Association has a keen interest in the services provided by the Maine Warden Service to the snowmobile community, promoting safety for snowmobilers, and in understanding the profile of snowmobile activities in Maine by reviewing IF&W generated statistics. With approximately 36,000 members, the Maine Snowmobile Association is a very important organization that represents an outdoor recreational faction that is very important to the State of Maine.

### ● *Watercraft*

There are two different general categories of watercraft to consider in Maine in the context of this report: 1) registered watercraft; and 2) watercraft not requiring registration.

Both categories of watercraft exist and are used in large enough numbers in Maine to be viewed as having a very significant impact on the State of Maine and on Maine Warden Service operations.

**Registered Watercraft** - In 1998 there were approximately 124,530 watercraft registered in Maine. Watercraft requiring registration are any watercraft propelled by a motor, which includes Personal Watercraft

(PWC's). Since 1976, the number of watercraft registered in Maine has increased by 15,148 vessels.

**Watercraft Not Requiring Registration** - there are untold thousands of watercraft which do not require registration and are used for recreational purposes upon Maine's inland waters each boating season. These watercraft include canoes, sailboats, rowboats, whitewater rafts, kayaks and windsurf boards.

Assessing the volume of use of watercraft which do not require registration is very difficult because there is no measure of the number of users or watercraft,

Statistics are maintained on certain bodies of water - such as the number of canoe trips made down the Allagash and St. John's River, and the number of whitewater boating trips made each year down certain Maine rivers. In 1998 there were 169 people licensed as whitewater boating guides in Maine. These guides brought 81,559 people whitewater boating in Maine in 1998.

However, field observations regarding unique high volume use such as the popular canoe trips on the Saco River are significant. Warden Service field personnel have noted a marked increase in the number of canoe "float" trips being made down Maine's slower flowing rivers each season. On rivers such as the Saco and the Androscoggin, it has been observed that the number of canoe trips being made down these rivers increases each year. Additionally, many commercial ventures - boat liveries - are taking advantage of the increased popularity of float trip canoeing on Maine's rivers.

Some inferences may be made regarding the number of recreational guides whom are licensed in Maine in relation to the volume of non-consumptive recreational activity occurring in Maine. Certainly not every licensed recreational guide is providing guiding services to the same number of people every year. The number of people participating in "non-consumptive" recreation is very difficult to measure as there are no license requirements for most of the non-consumptive outdoor recreation activities. However, because there are approximately 261 licensed "recreational" guides in Maine, it is safe to infer that a certain unknown percentage of these guides are actually active guides who are bringing people afield to enjoy Maine's outdoors.

Finally, Outdoor Market Data\* clearly indicates growth in non-consumptive outdoor recreation, showing growth in snowshoeing, mountain biking, canoeing, kayaking and camping.

\* Source: Internet

### North Maine Woods

The North Maine Woods, Inc. monitors outdoor recreation visitor entry into North Maine Woods woodlands and forests. Accurate counts of visitors that pass through the gates are kept in several outdoor recreation categories including: camping, hunting, fishing, canoeing, hiking, picnicking, visiting and guiding.

Increases in visits to the North Maine Woods by outdoor sports people results in increased pressure on fish and wildlife resources and a greater need for protection of these resources from exploitation.

Additionally, along with an increase in the number of visitors into North Maine Woods comes an increased demand for services in additon

to fish and wildlife law enforcement in areas of search and rescue and recreational vehicle accident investigation.

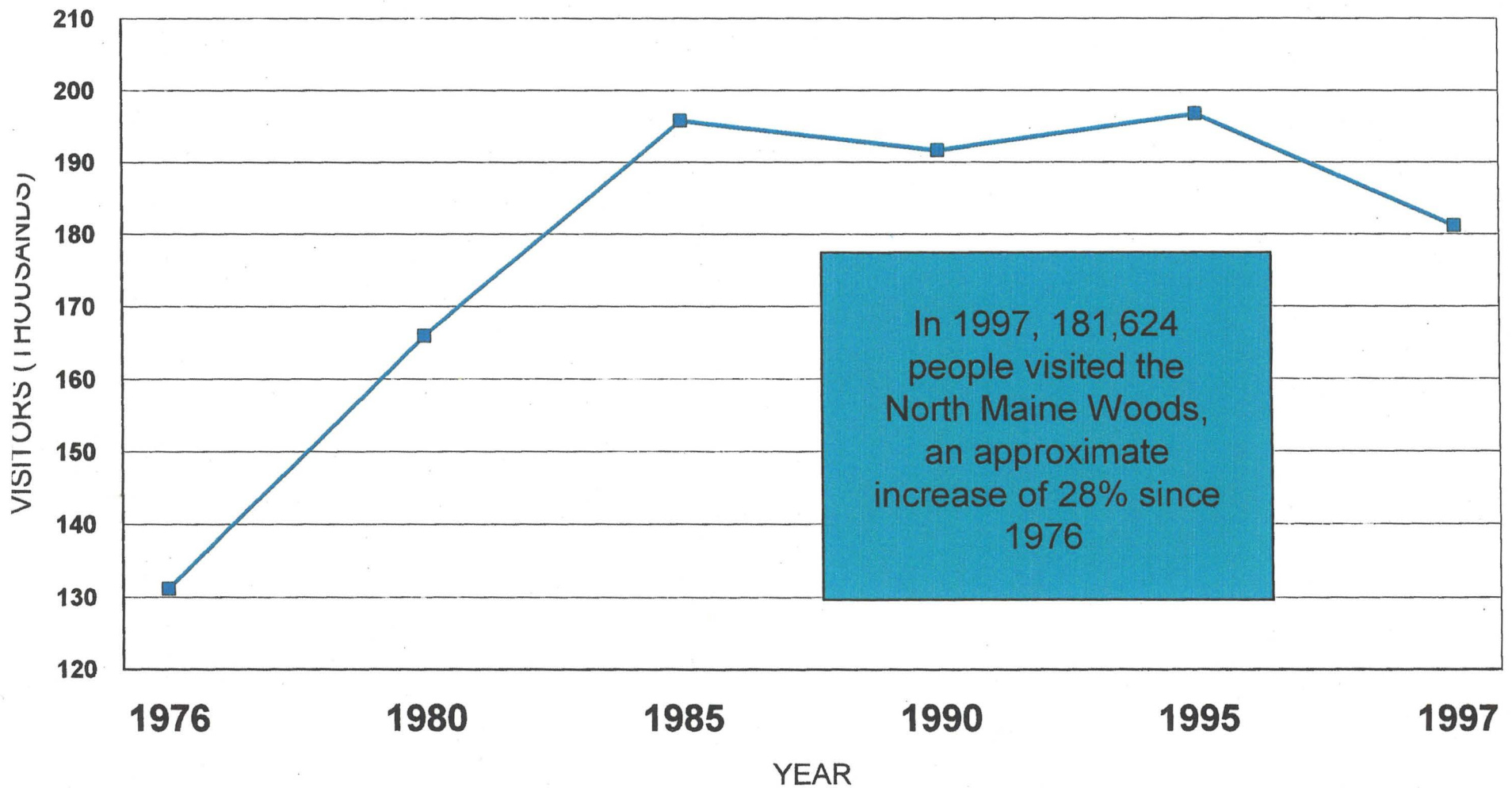
North Maine Woods visitor statistics\* indicate a significant increase in the above categories from 131,146 outdoor recreation visitors in 1976 to 181,624 visitors in 1997.

\* Source: North Maine Woods, Inc. Annual Report 1996-97.



# ***NORTH MAINE WOODS VISITOR STATISTICS***

## ***1976-1997***

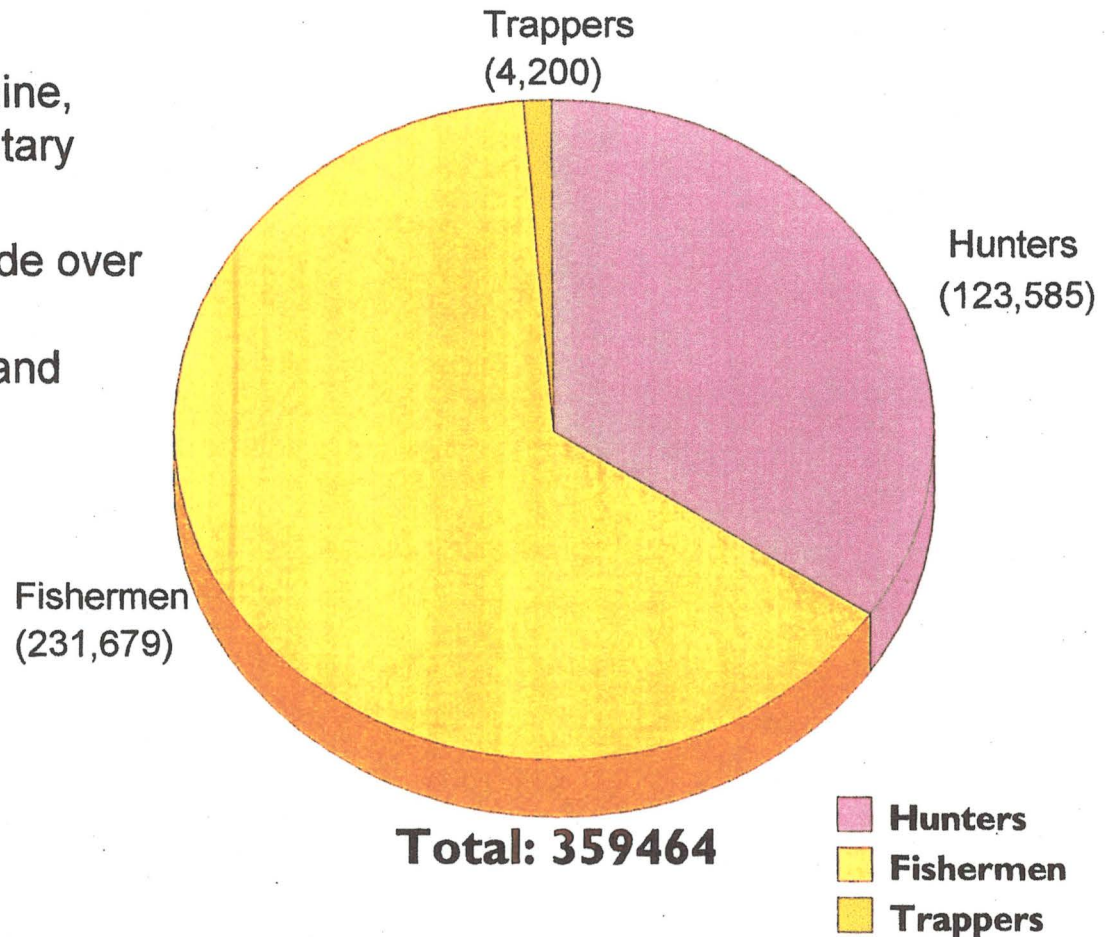


Source: North Maine Woods, Inc. 1996-97 Annual Report

# A PROFILE OF MAINE'S SPORTING COMMUNITY BY NUMBER OF LICENSES ISSUED\*

- ▶ Data includes residents of Maine, non-residents and complimentary licenses
- ▶ Complimentary licenses include over 70, mental disability, blind, paraplegic, disabled veteran and Native American licenses

THERE WERE APPROXIMATELY 359,464 LICENSED HUNTERS, FISHERMEN AND TRAPPERS IN MAINE



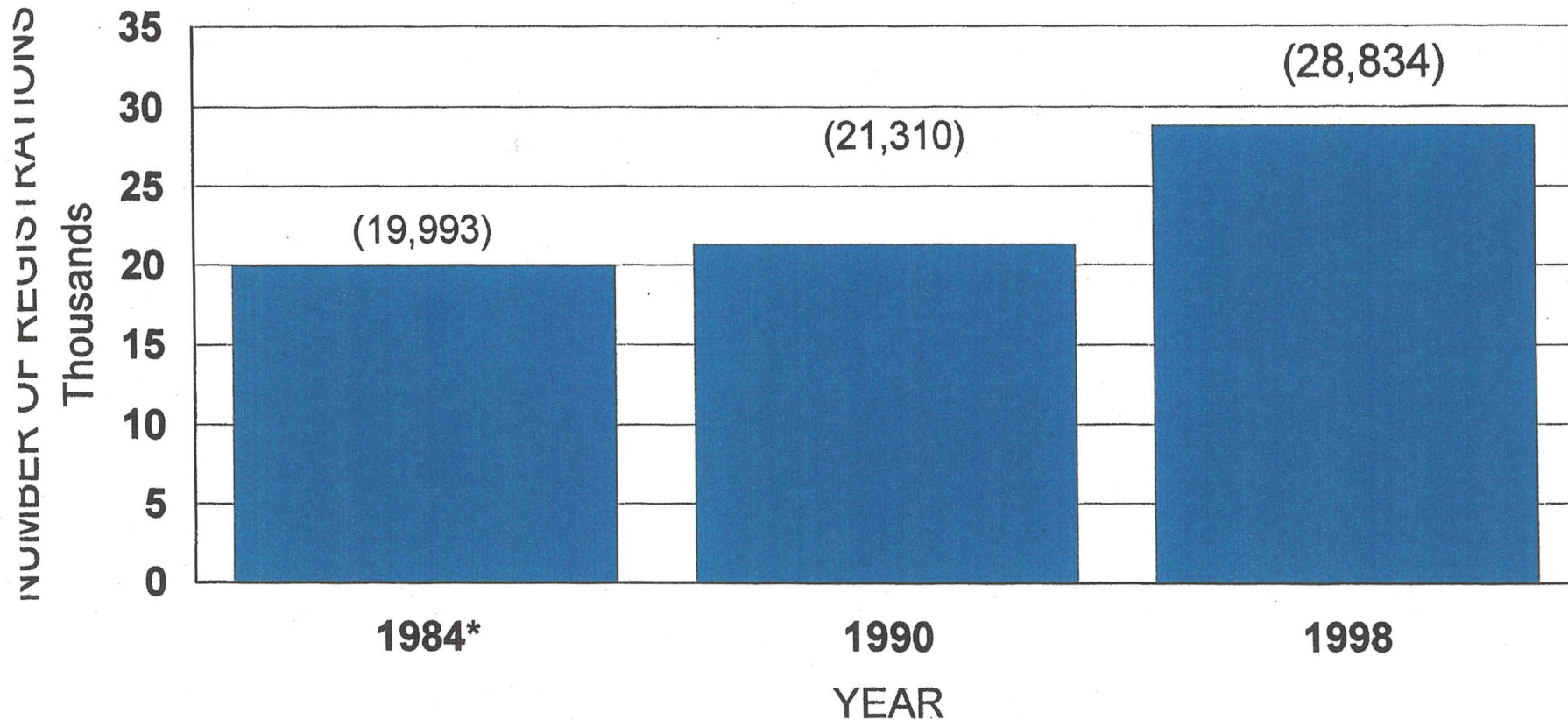
\* As of 1/29/99

\*\*From 1998 License Sales Data

Source: Department of Inland Fisheries and Wildlife

# All Terrain Vehicle (ATV) Registration Statistics - 1984 to 1998

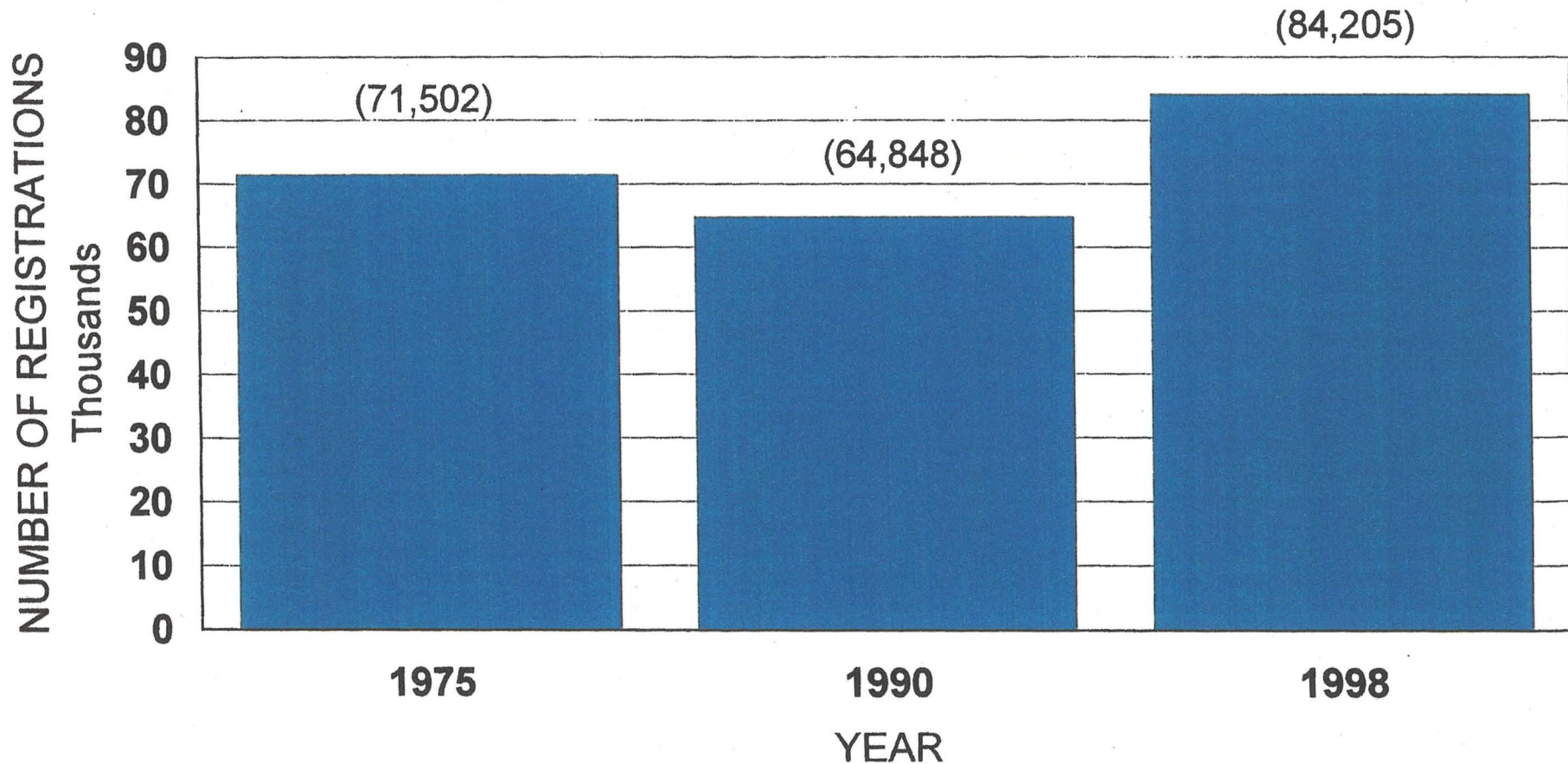
## ATV REGISTRATIONS, 1984-Present



Source: Department of Inland Fisheries and Wildlife  
\*1984 - Inception of ATV Registration Requirement

# Snowmobile Registration Statistics - 1975 to 1998

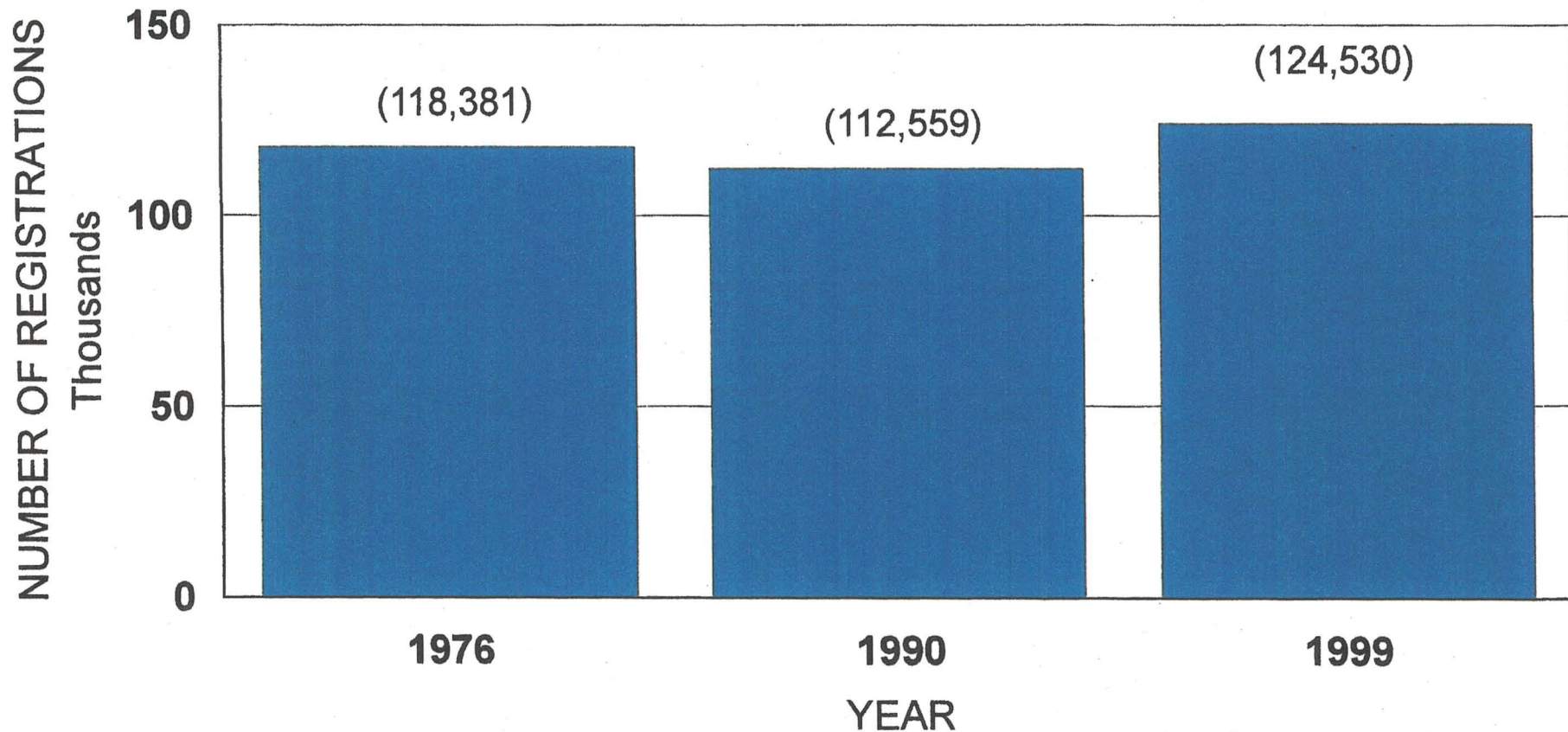
## SNOWMOBILE REGISTRATIONS, 1975-1998



Source: Department of Inland Fisheries and Wildlife

# Boat Registration Statistics - 1976 to 1999

## BOAT REGISTRATIONS, 1976-1999



Source: Department of Inland Fisheries and Wildlife

**SECTION IV**

***MAINE WARDEN SERVICE PERSONNEL***

- \* Structure, 1975-Present
- \* Number of Game Wardens, 1975-Present

Personnel

**Chronology of Changes in Warden Service Personnel  
1975-1999**

**Game Warden Colonel (Chief Warden)** - One (1) position.

Explanation: No changes 1975 through 1999.

**Game Warden Major (Deputy Chief Warden)** - One (1) position.

Explanation: No changes 1975 through 1999.

**Game Warden Lieutenant** - Currently five (5) positions (1/1/99).

**1975** - In 1975 there were ten (10) Game Warden Lieutenant positions in the Maine Warden Service, one in command of each of the ten (10) Warden Service Divisions in existence at that time.

**1977** - The number of Lieutenant positions is reduced to eight (8) with the elimination of two Warden Division Headquarters at West Gardiner and Fort Kent.

**1977-1981** - Lieutenants positions remained stable at eight (8) with no changes.

**1982** - Due to the cost savings reorganization of the Maine Warden Service, three Lieutenants positions were abolished, leaving a total of five (5).

**1988** - The number of Lieutenants positions increased to six (6) as the result of the addition of a Warden Service Lieutenant Planner position which was created on May 16, 1988.

**1991** - The number of Lieutenants returned to five (5) when the Warden Service Lieutenant Planner position was eliminated on August 24, 1991.

**1996** - With the addition of a Warden Lieutenant to act as the Director of Recreational Safety the number of Warden Lieutenants increased to six (6). This sixth position was created as the result of recommendations in a February 1996 report prepared by the Department of Inland Fisheries and Wildlife to the Productivity Realization Task Force.

**1998** - During December 1998, after reviewing the current structure of the Recreational Safety Division and realizing a need for a full time Warden Service Training Officer and additional cost savings, the Warden Lieutenant position in charge of Recreational Safety was down graded and reclassified to the position of Training Supervisor, with the rank of Sergeant.

**January 1, 1999** - number of Warden Lieutenants is five (5).

**Game Warden Sergeant** - Currently there are seventeen (17) Game Warden Sergeant positions within the Maine Warden Service. Fifteen are "field" supervisor positions, responsible for the direct supervision of District Game Wardens. Additionally, there are two Warden Sergeants supervising and coordinating special services: One position is responsible for Landowner Relations, Operation Game Thief, Recreational and Hunter Safety and the Airboat Search and Rescue Team. The other position is Training Supervisor - responsible for all



Warden Service training and hiring programs, supervising the Whitewater Enforcement Deputy and related programs, coordinating the Special Snowmobile Enforcement Fund, and coordinating the Maine Guides Board. These two "special services" Sergeant positions in addition to specifically designated duties, are responsible for most of the duties formerly assigned to the former Game Warden Lieutenant position who acted as the Director of Recreational Safety.

**1975** - There were seventeen (17) Warden Sergeants (called Inspectors in 1975) within Warden Service.

**1977** - Number of Sergeants (Inspectors) reduced to fifteen (15).

**1981** - Total number of Sergeants is seventeen (17). The number of field Sergeants is sixteen (16) plus one Warden Detective Sergeant.

**1991/92** - Two Sergeants positions were eliminated as the result of budgetary issues/cost savings. One was a field Sergeant position and one position was Special Services Sergeant (Training, Operation Game Thief, supervision of Warden Investigators, hiring coordinator). Existing field Sergeants were assigned the additional supervisory duties resulting from the elimination of the field Sergeant position, a condition which exists today. The total number of Warden Sergeants in 1991/92 was fifteen (15).

**1999** - The total number of Warden Sergeants is seventeen (17). There are fifteen (15) field Sergeants and one Sergeant supervising a number of special services and one Sergeant supervising training and hiring, special snowmobile enforcement, whitewater boating enforcement and the Guide's Board.

**Game Warden Investigators** - in 1989, five (5) Game Warden Investigator positions were created, with 1 investigator assigned to each Warden Division. During cost savings and budget reduction initiatives in 1991/92, one Investigator position was eliminated.

**1999** - There are currently four (4) Game Warden Investigator positions located at each Warden Division Headquarters, except for Bangor.

**Game Warden** - presently there are 93 Game Warden positions in Warden Service. In 1975 there were 104 Game Warden positions. There has been a gradual decline and elimination of Game Warden positions between 1975 and 1999 due to cost savings and budget reduction issues.

**1975** - 104 Game Wardens.

**1977** - 98 Game Wardens

**1982** - 90 Game Wardens plus one (1) Game Warden Detective for total of 91 "field" warden positions (Seven positions were abolished in May 1982 due to restructuring and cost savings reorganization.)

**January 1, 1999** - There are ninety three (93) District Game Warden positions in the Maine Warden Service today.

## Summary

Prior to 1980, Warden Service personnel numbers fluctuated as the result of miscellaneous, personnel changes and job title changes, etc.

During 1980, due to serious budget issues within the Department of Inland Fisheries and Wildlife, the Bureau of Warden Service realized crippling fiscal problems which resulted in the cancellation of replacement equipment including but not limited to patrol vehicles, snowmobiles and watercraft.

The cancellation of replacement capital equipment orders for at least two years and the sale of five (5) Warden Service aircraft (three airplanes and two helicopters) however, did not remedy the fiscal problems of the Bureau.

In May of 1982 a cost savings initiative was implemented within Warden Service in order to bring about needed savings in the personal services portion of the budget and to streamline operations to increase efficiency.

To achieve this Warden Service managers reluctantly abolished three (3) of the eight (8) Warden Divisions. The three (3) Warden Divisions abolished were located at Machias, Strong and Enfield. This reorganization left the Warden Service with the five (5) field divisions which currently exist at Ashland, Greenville, Bangor, Sidney and Gray.

As the result of the 1982 abolition of three divisions - three (3) Lieutenants positions and seven (7) District Game Warden positions were abolished. This move resulted in an increase in the size of the remaining districts to accommodate the seven districts which were abolished - this meant fewer personnel (wardens) to provide services in a larger geographical area.

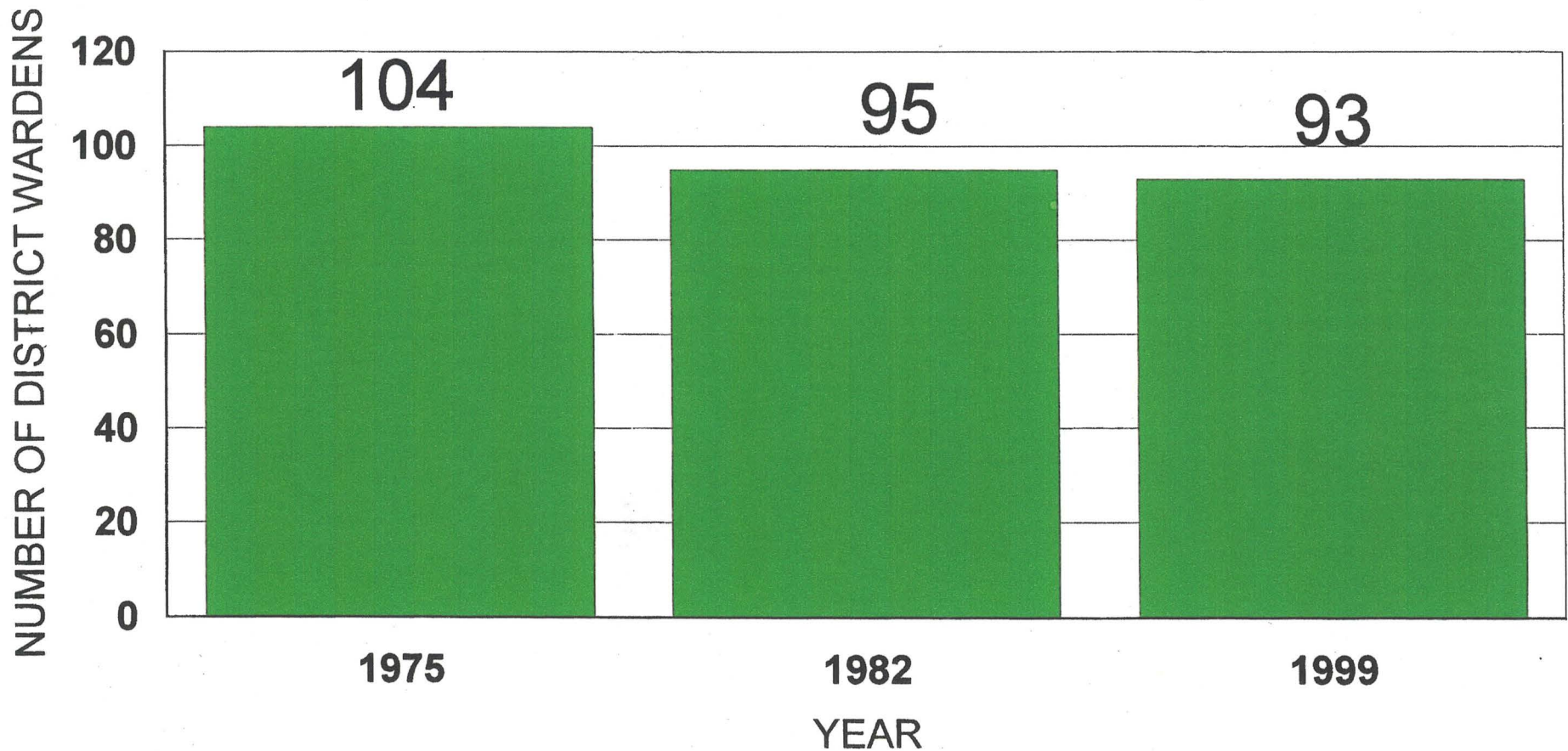
## Maine Warden Service

### Sources of Warden Service personnel and position data 1975-1982

**Analysis of Administrative Divisions Report** by Ken Anderson - Planner, Dept. IF&W (May 1982); 2)  
**Report of Breakdown of Warden Service Personnel** by Norman E. Trask - Deputy Commissioner, Dept. IF&W (June 1991); 3) **Report to the 111th Maine Legislature** from Colonel John Marsh, Dept. IF&W, Maine Warden Service (March 1984).

# District Game Warden Positions, 1975-1999

## Number of District Game Wardens - 1975, 1982, 1999



Source: Department of Inland Fisheries and Wildlife

## Historical Profile of Maine Warden Service Personnel

| <b>YEAR</b> | <b>Colonel</b> | <b>Major</b> | <b>Lieutenant</b> | <b>Sergeants</b> | <b>Pilots</b> | <b>Investigators</b> | <b>Wardens</b> | <b>TOTAL</b> |
|-------------|----------------|--------------|-------------------|------------------|---------------|----------------------|----------------|--------------|
| <b>1975</b> | <b>1</b>       | <b>1</b>     | <b>10</b>         | <b>17</b>        | <b>3</b>      | <b>0</b>             | <b>104</b>     | <b>137</b>   |
| <b>1982</b> | <b>1</b>       | <b>1</b>     | <b>5</b>          | <b>17</b>        | <b>3</b>      | <b>0</b>             | <b>95</b>      | <b>122</b>   |
| <b>1999</b> | <b>1</b>       | <b>1</b>     | <b>5</b>          | <b>17</b>        | <b>3</b>      | <b>4</b>             | <b>93</b>      | <b>124</b>   |

*SECTION V*

***LABOR ISSUES***

- \* Work Schedules
- \* Labor Mandates

## Work Schedules

Each of the five Warden Divisions in the state operate from a daily work schedule which depicts the total number of wardens actually covering the Warden Division on any given day. This schedule is used for dispatch purposes and is forwarded to the State Police as the primary dispatch center for the Warden Service.

The work schedule for Warden Division's B and D will be used to show the average number of game wardens working on any given day for a one year period. Warden Division B covers a geographic area from mid-coast Maine to Rangely (*see map*). Warden Division D covers from Charleston to Jackman (*see map*).

Division B has a total compliment of (21) District Game Wardens when all districts are staffed. Game wardens work a rotating schedule of (6) days on duty and (2) days off. With this schedule, the average number of wardens scheduled to work each day for the entire year is (15). The average number of Wardens actually working on any given day in this Division for the entire year is (11). This average is the result of *compensating time off, vacations, and sick leave*. The distribution of the wardens actually working could result in one warden to be on call to cover 40 or more towns.

Division D, Greenville has a total compliment of eighteen (18) District Game Wardens. The average number of wardens working in Division D per day for the entire year is ten (10). Much of Division D is remote woodland area. Despite the lack of resident population this Division is very rich with fish and wildlife resources. With increased access to the remote woodland areas, resource enforcement and search and rescue are important to this part of the state.



## Labor Mandates

Labor issues have greatly affected the structure of the Maine Warden Service over the past 25 years. For this review the Warden Service was at its peak during the mid 1970's. Prior to 1985, game wardens were on salary working as many hours as they felt were necessary to get the job done, often missing days off (*during the fall 100 hour work weeks were not uncommon, a day off in November was not part of the program*). This allowed for a very loose work schedule with six days on duty and two days off, and 24 hour call wardens selected the peak times for their efforts.

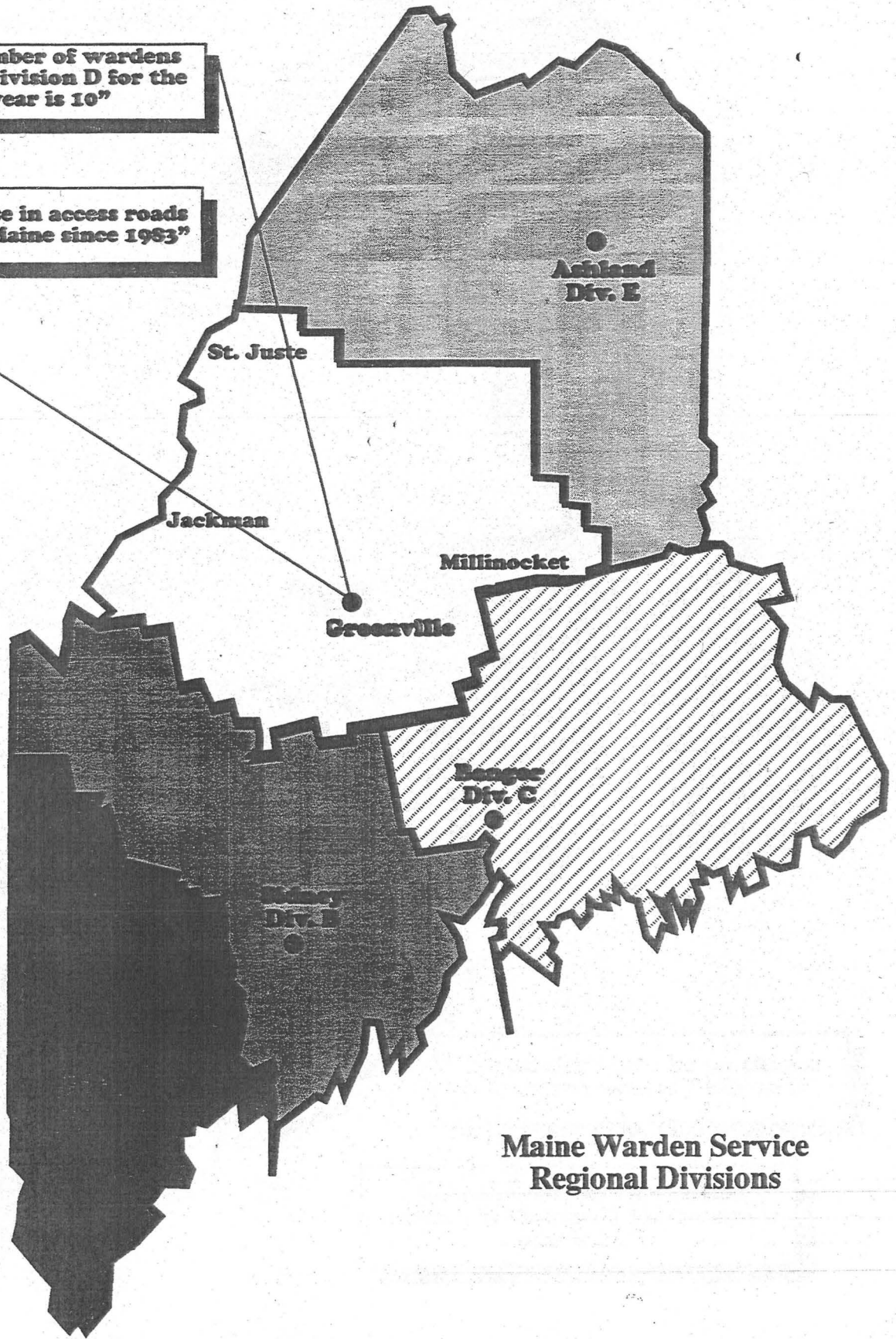
In 1985 the Federal Fair Labor Standards Act was passed which restricted the number of hours wardens could work without time and a half compensation. This is the same standard we currently work under; with six days on duty and two days off plus 24 hour call out.

Wardens today must work at least (8) hours a day within a selected twelve hour period; the remaining twelve hours of the day they remain on call to return to service at any moment. When wardens are called to duty outside of their selected twelve hour time period they must be compensated at one and a half times their hourly rate in either time or money.

Due to funding problems most of this overtime is given to wardens as compensatory time off. Referring back to the section on work schedules and the schedule analysis in Warden Division B. The average number of wardens working per day in the Division is 11 out of a possible 21. This is largely due to wardens being forced to take this compensatory time off (*they can not carry more than 300 hours on record*).

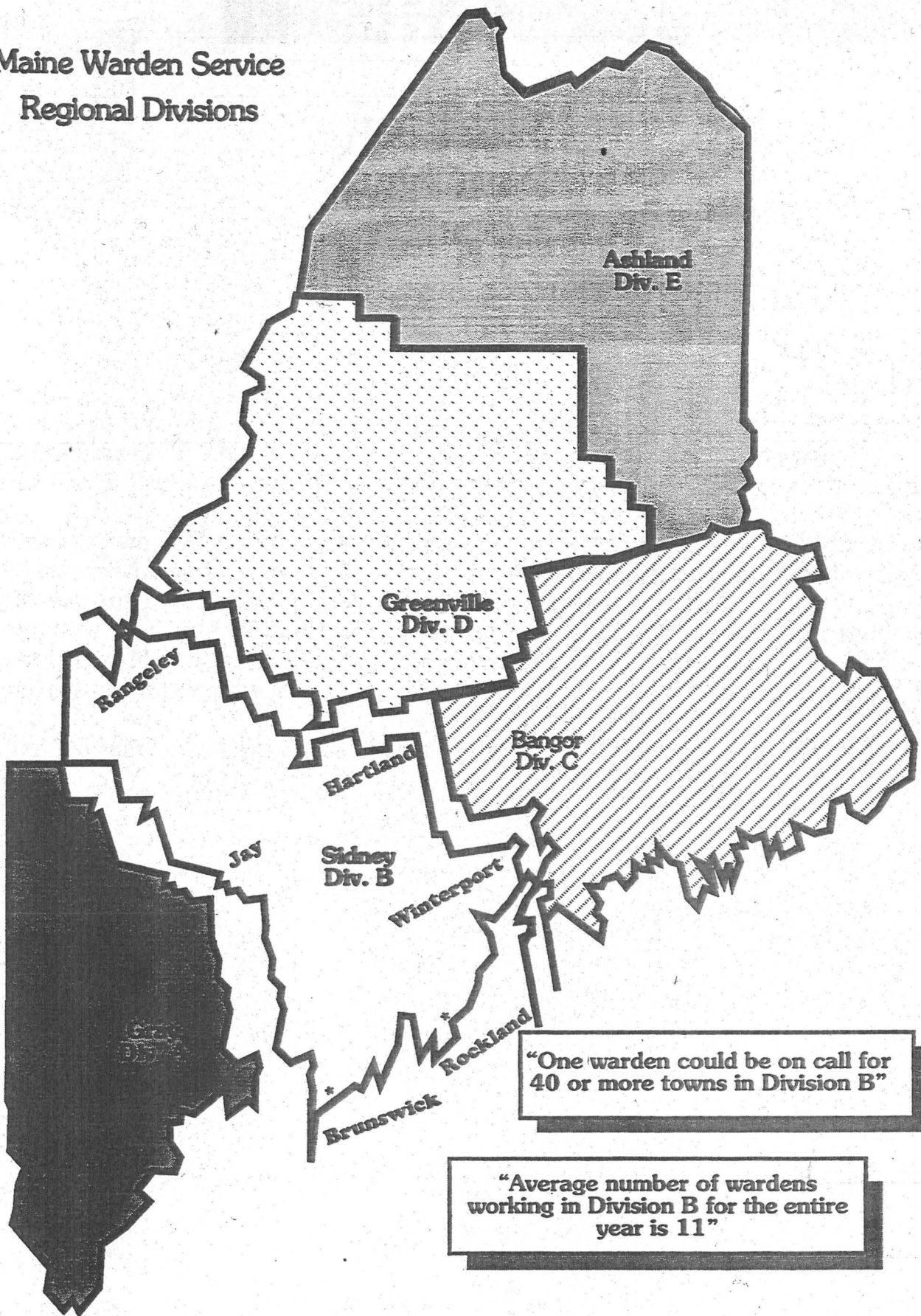
**"Average number of wardens working in Division D for the entire year is 10"**

**"148% increase in access roads in Northern Maine since 1983"**



**Maine Warden Service  
Regional Divisions**

Maine Warden Service  
Regional Divisions



“One warden could be on call for 40 or more towns in Division B”

“Average number of wardens working in Division B for the entire year is 11”



# Inland Fisheries & Wildlife

## Memorandum

To: Sgts. Blagdon, *Simmons*, and Mills  
From: Lt. Bill Allen  
CC: Maj. Tom Santaguida  
Date: Thursday, January 28, 1999  
Subject: Time Off

There have been some problems lately with coverage around the Division due to many people being off in a section on a given day. Today, we had only one person scheduled to work in one of the sections and now he has gone on sick leave and no one is working.

In the past, we always had at least two people working in each section but in the past couple of years we have gotten away from that. I think that it is time to go back to at least two people working in each section. This should take care of the problem.

From now on, please see that you have at least two people working in your sections. If you want to consider yourself as one of the two, that's fine as long as you stay in the section and are on work status. What we can not have is a section with no one working in it.

If you have any questions or see any problems with this, come see me or give me a call.

## Maine Warden Service Activities Profile 1975-1998

| Date                  | Total Hours | Enforcement Hours | Mileage   | Complaints | Search Hours | Fishermen Checked | Hunters Checked | Boats Checked | Snowsleds Checked | Nuisance Wildlife | Injured/dead Wildlife | Report Writing Hrs. |
|-----------------------|-------------|-------------------|-----------|------------|--------------|-------------------|-----------------|---------------|-------------------|-------------------|-----------------------|---------------------|
| July 1975-- July 1976 | 2,4616      | 200140            | 2,955,114 | 8364       | 6641         | 93778             | 48671           | 26163         | 25943             | 6085              | 0                     | 14429               |
| July 1976-- July 1977 | 2,70863     | 211170            | 2,849,230 | 8627       | 3550         | 73416             | 40498           | 20592         | 26060             | 1146              | 0                     | 13614               |
| July 1977-- July 1978 | 2,7395      | 187078            | 3,310,232 | 10008      | 2399         | 84750             | 40745           | 25935         | 32793             | 0                 | 0                     | 15359               |
| July 1984-- July 1985 | 2,35104     | 194119            | 2,627,497 | 7962       | 3017         | 79395             | 38871           | 21384         | 20460             | 0                 | 0                     | 11819               |
| June 1987-- June 1988 | 2,11929     | 164908            | 2,836,129 | 8469       | 3349         | 78719             | 32334           | 23844         | 27979             | 0                 | 0                     | 11470               |
| June 1988-- June 1989 | 1,8812      | 139962            | 2,711,201 | 7008       | 7154         | 69582             | 31631           | 25018         | 24764             | 0                 | 0                     | 10701               |
| June 1995-- June 1996 | 2,32907     | 139260            | 3,212,909 | 10723      | 5612         | 48246             | 26860           | 20833         | 27127             | 2222              | 3306                  | 14582               |
| June 1996-- June 1997 | 2,16997     | 139342            | 2,919,662 | 8528       | 6221         | 47925             | 26230           | 15296         | 49043             | 1824              | 2604                  | 16265               |
| June 1997-- June 1998 | 2,25734     | 136587            | 3,121,073 | 10059      | 10780        | 49743             | 29258           | 18373         | 36027             | 1651              | 2747                  | 17708               |

A comparison of the total number of work hours from 1975 to present shows a decrease of 50,000 actual man hours worked. This decrease in work hours has several facets one being decreased work force, a second being labor mandates, and lastly budget constraints. This decrease in actual hours worked is coupled with an increase in calls for service (complaints) and responsibilities that draw us away from our traditional enforcement duties. Evidence of this is shown with an increase in search and rescue hours and hours spent on report writing. Reports are a result of increased recreational accidents and a move to better document our activities. The time period of 1975 through 1988 shows enforcement making up roughly 70% of our hours worked. The analysis during the nineties shows enforcement making up 60% of our total hours. Fish and Wildlife enforcement makes up approximately 45% of this effort, all recreational vehicle enforcement makes up 7% of the effort. Wardens still have the traditional focus despite the belief of many!

## Maine Warden Service Activities Profile 1975-1998

| Date                  | Total Hours | Enforcement Hours | Mileage        | Complaints  | Search Hours | Fishermen Checked | Hunters Checked | Boats Checked | Snowsleds Checked | Nuisance Wildlife | Injured/dead Wildlife | Report Writing Hrs. |
|-----------------------|-------------|-------------------|----------------|-------------|--------------|-------------------|-----------------|---------------|-------------------|-------------------|-----------------------|---------------------|
| July 1975-- July 1976 | 278615      | 200140            | 2,955,114      | 8364        | 6641         | 93778             | 48671           | 26163         | 25943             | 6085              | 0                     | 14429               |
| July 1976-- July 1977 | 270863      | 211170            | 2,849,230      | 8627        | 3550         | 73416             | 40498           | 20592         | 26060             | 1146              | 0                     | 13614               |
| July 1977-- July 1978 | 247395      | 187076            | 3,310,232      | 10008       | 2399         | 84750             | 40745           | 25935         | 32793             | 0                 | 0                     | 15359               |
|                       |             |                   | <b>Average</b> | <b>8999</b> |              |                   |                 |               |                   |                   | <b>Average</b>        | <b>14467</b>        |
| July 1984-- July 1985 | 235184      | 184119            | 2,627,497      | 7962        | 3017         | 79395             | 38871           | 21384         | 20460             | 0                 | 0                     | 11819               |
| June 1987-- June 1988 | 211939      | 164909            | 2,836,129      | 8469        | 3349         | 78719             | 32334           | 23844         | 27979             | 0                 | 0                     | 11470               |
| June 1988-- June 1989 | 188612      | 139962            | 2,711,201      | 7008        | 7154         | 69582             | 31631           | 25018         | 24764             | 0                 | 0                     | 10701               |
|                       |             |                   | <b>Average</b> | <b>7813</b> |              |                   |                 |               |                   |                   | <b>Average</b>        | <b>11380</b>        |
| June 1995-- June 1996 | 232901      | 139260            | 3,212,909      | 10723       | 5612         | 48246             | 26860           | 20833         | 27127             | 2222              | 3306                  | 14582               |
| June 1996-- June 1997 | 215997      | 139342            | 2,919,662      | 8528        | 6221         | 47925             | 26230           | 15296         | 49043             | 1824              | 2604                  | 16265               |
| June 1997-- June 1998 | 225734      | 136537            | 3,121,073      | 10059       | 10780        | 49743             | 29258           | 18373         | 36027             | 1651              | 2747                  | 17708               |
|                       |             |                   | <b>Average</b> | <b>9770</b> |              |                   |                 |               |                   |                   | <b>Average</b>        | <b>15135</b>        |

Complaints and clerical hours show a marked increase over the past 25 years. Complaints are documented calls for service from the public ranging from legal questions to fatal recreational accidents. Increased complaints are a direct cause to the increase in report writing hours. Report writing hours have increased by 3000 + hours since the seventies. With a work force of 137 in 1975 compared to 124 in 1998 this increase in report writing has a significant affect on time spent in the field by district wardens.

## Maine Warden Service Activities Profile 1975-1998

| <u>Date</u>           | <u>Total Hours</u> | <u>Enforcement Hours</u> | <u>Mileage</u>   | <u>Complaints</u> | <u>Search Hours</u> | <u>Fishermen Checked</u> | <u>Hunters Checked</u> | <u>Boats Checked</u> | <u>Snowsleds Checked</u> | <u>Nuisance Wildlife</u> | <u>Injured/dead Wildlife</u> | <u>Report Writing Hrs.</u> |
|-----------------------|--------------------|--------------------------|------------------|-------------------|---------------------|--------------------------|------------------------|----------------------|--------------------------|--------------------------|------------------------------|----------------------------|
| July 1975-- July 1976 | 278615             | 200140                   | 2,955,114        | 8364              | 6641                | 93778                    | 48671                  | 26163                | 25943                    | 6085                     | 0                            | 14429                      |
| July 1976-- July 1977 | 270863             | 211170                   | 2,849,230        | 8627              | 3550                | 73416                    | 40498                  | 20592                | 26060                    | 1146                     | 0                            | 13614                      |
| July 1977-- July 1978 | 291037             | 230754                   | 3,310,232        | 10008             | 2399                | 84750                    | 40745                  | 25935                | 32793                    | 0                        | 0                            | 15359                      |
| <b>Average</b>        |                    |                          | <b>3,038,192</b> |                   |                     |                          |                        |                      |                          |                          |                              |                            |
| July 1984-- July 1985 | 235184             | 184119                   | 2,627,497        | 7962              | 3017                | 79395                    | 38871                  | 21384                | 20460                    | 0                        | 0                            | 11819                      |
| June 1987-- June 1988 | 211939             | 164909                   | 2,836,129        | 8469              | 3349                | 78719                    | 32334                  | 23844                | 27979                    | 0                        | 0                            | 11470                      |
| June 1988-- June 1989 | 188612             | 139962                   | 2,711,201        | 7008              | 7154                | 69582                    | 31631                  | 25018                | 24764                    | 0                        | 0                            | 10701                      |
| <b>Average</b>        |                    |                          | <b>2,724,942</b> |                   |                     |                          |                        |                      |                          |                          |                              |                            |
| June 1995-- June 1996 | 232901             | 139260                   | 3,212,909        | 10723             | 5612                | 48246                    | 26860                  | 20833                | 27127                    | 2222                     | 3306                         | 14582                      |
| June 1996-- June 1997 | 215997             | 139342                   | 2,919,662        | 8528              | 6221                | 47925                    | 26230                  | 15296                | 49043                    | 1824                     | 2604                         | 16265                      |
| June 1997-- June 1998 | 225734             | 136537                   | 3,121,073        | 10059             | 10780               | 49743                    | 29258                  | 18373                | 36027                    | 1651                     | 2747                         | 17708                      |
| <b>Average</b>        |                    |                          | <b>3,084,548</b> |                   |                     |                          |                        |                      |                          |                          |                              |                            |

Over the past 25 years Wardens have consistently driven their patrol vehicles nearly 3 million miles a year. The total compliment of wardens being 137 back in 1975 working an unlimited number of hours still produced the nearly the same mileage statistics as does the current warden force. Today mileage is watched very closely and mileage allotments are made by district size and activity level. The average mileage allotment for a district game warden is 25,000 miles per year. Budget constraints cause mileage to be monitored by supervisory personnel throughout the year, wardens are encouraged to stay home or find alternative transportation in order to stay compliant. Wardens statewide rely on snow cover in the winter to allow for snowmobile travel, keeping vehicle miles to a minimum. Boating hours serve the same purpose in the summer months. Numbers of complaints are one of the direct contributors to warden vehicle miles.

## Maine Warden Service Activities Profile 1975-1998

| <u>Date</u>           | <u>Total Hours</u> | <u>Enforcement Hours</u> | <u>Mileage</u> | <u>Complaints</u> | <u>Search Hours</u> | <u>Fishermen Checked</u> | <u>Hunters Checked</u> | <u>Boats Checked</u> | <u>Snowsleds Checked</u> | <u>Nuisance Wildlife</u> | <u>Injured/dead Wildlife</u> | <u>Report Writing Hrs.</u> |
|-----------------------|--------------------|--------------------------|----------------|-------------------|---------------------|--------------------------|------------------------|----------------------|--------------------------|--------------------------|------------------------------|----------------------------|
| July 1975-- July 1976 | 278615             | 200140                   | 2,955,114      | 8364              | 6641                | 93778                    | 48671                  | 26163                | 25943                    | 6085                     | 0                            | 14429                      |
| July 1976-- July 1977 | 270863             | 211170                   | 2,849,230      | 8627              | 3550                | 73416                    | 40498                  | 20592                | 26060                    | 1146                     | 0                            | 13614                      |
| July 1977-- July 1978 | 247395             | 187076                   | 3,310,232      | 10008             | 2399                | 84750                    | 40745                  | 25935                | 32793                    | 0                        | 0                            | 15359                      |
| <b>Average</b>        |                    |                          |                |                   |                     | <b>83981</b>             | <b>48304</b>           |                      |                          |                          |                              |                            |
| July 1984-- July 1985 | 235184             | 184119                   | 2,627,497      | 7962              | 3017                | 79395                    | 38871                  | 21384                | 20460                    | 0                        | 0                            | 11819                      |
| June 1987-- June 1988 | 211939             | 164909                   | 2,836,129      | 8469              | 3349                | 78719                    | 32334                  | 23844                | 27979                    | 0                        | 0                            | 11470                      |
| June 1988-- June 1989 | 188612             | 139962                   | 2,711,201      | 7008              | 7154                | 69582                    | 31631                  | 25018                | 24764                    | 0                        | 0                            | 10701                      |
| <b>Average</b>        |                    |                          |                |                   |                     | <b>75898</b>             | <b>34278</b>           |                      |                          |                          |                              |                            |
| June 1995-- June 1996 | 232901             | 139260                   | 3,212,909      | 10723             | 5612                | 48246                    | 26860                  | 20833                | 27127                    | 2222                     | 3306                         | 14582                      |
| June 1996-- June 1997 | 215997             | 139342                   | 2,919,662      | 8528              | 6221                | 47925                    | 26230                  | 15296                | 49043                    | 1824                     | 2604                         | 16265                      |
| June 1997-- June 1998 | 225734             | 136537                   | 3,121,073      | 10059             | 10780               | 49743                    | 29258                  | 18373                | 36027                    | 1651                     | 2747                         | 17708                      |
| <b>Average</b>        |                    |                          |                |                   |                     | <b>48638</b>             | <b>27449</b>           |                      |                          |                          |                              |                            |

The number of hunters and fishermen contacted by wardens has decreased remarkably over the survey period. Portions of the decrease can be attributed to decreased work force, less available hours to work, increase in public complaints, increase in clerical work, increases in search and rescue hours. Needless to say the hunters and fishermen who pay the biggest percentage of the bills are seeing less of what they are paying for. This trend has caused public relations problems for the agency as more license buyers feel they are not getting the quality time they feel they deserve from the Warden Service. With fish and wildlife enforcement still making up 45% of our total effort we are not spending enough time with the people we contact. Why, the answer lies with the structure of the work force and other parameters mentioned in this report. The statistics show we are not spending enough time with those who support our cause.



## Maine Warden Service Activities Profile 1975-1998

| Date                  | Total Hours | Enforcement Hours | Mileage   | Complaints | Search Hours | Fishermen Checked | Hunters Checked | Boats Checked | Snowsleds Checked | Nuisance Wildlife | Injured/dead Wildlife | Report Writing Hrs. |
|-----------------------|-------------|-------------------|-----------|------------|--------------|-------------------|-----------------|---------------|-------------------|-------------------|-----------------------|---------------------|
| July 1975-- July 1976 | 278615      | 200140            | 2,955,114 | 8364       | 6641         | 93778             | 48671           | 26163         | 25943             | 6085              | 0                     | 14429               |
| July 1976-- July 1977 | 270863      | 211170            | 2,849,230 | 8627       | 3550         | 73416             | 40498           | 20592         | 26060             | 1146              | 0                     | 13614               |
| July 1977-- July 1978 | 247395      | 187076            | 3,310,232 | 10008      | 2399         | 84750             | 40745           | 25935         | 32793             | 0                 | 0                     | 15359               |
| <b>Average</b>        |             |                   |           |            |              |                   |                 | <b>24230</b>  | <b>28265</b>      |                   |                       |                     |
| July 1984-- July 1985 | 235184      | 184119            | 2,627,497 | 7962       | 3017         | 79395             | 38871           | 21384         | 20460             | 0                 | 0                     | 11819               |
| June 1987-- June 1988 | 211939      | 164909            | 2,836,129 | 8469       | 3349         | 78719             | 32334           | 23844         | 27979             | 0                 | 0                     | 11470               |
| June 1988-- June 1989 | 188612      | 139962            | 2,711,201 | 7008       | 7154         | 69582             | 31631           | 25018         | 24764             | 0                 | 0                     | 10701               |
| <b>Average</b>        |             |                   |           |            |              |                   |                 | <b>23415</b>  | <b>24401</b>      |                   |                       |                     |
| June 1995-- June 1996 | 232901      | 139260            | 3,212,909 | 10723      | 5612         | 48246             | 26860           | 20833         | 27127             | 2222              | 3306                  | 14582               |
| June 1996-- June 1997 | 215997      | 139342            | 2,919,662 | 8528       | 6221         | 47925             | 26230           | 15296         | 49043             | 1824              | 2604                  | 16265               |
| June 1997-- June 1998 | 225734      | 136537            | 3,121,073 | 10059      | 10780        | 49743             | 29258           | 18373         | 36027             | 1651              | 2747                  | 17708               |
| <b>Average</b>        |             |                   |           |            |              |                   |                 | <b>18167</b>  | <b>37399</b>      |                   |                       |                     |

The number of individual boats checked by wardens during the 70's and 80's remained fairly stable with an overall decline for the 90's. This current decline coupled with the increase in registrations during the past 25 years shows a shift of enforcement contacts for watercraft. Wardens are encouraged to concentrate on fish and wildlife enforcement and to enforce boating regulations as a product of active fishing enforcement. Wardens are often considered reactionary to boating issues as much of the effort is directed at high complaint areas. Structured boating enforcement details are set up to more efficiently use a wardens time.

The number of snowmobiles checked by wardens responds to peaks in the industry. During the mid seventies prior to the gas shortage there was a strong interest in the sport of snowmobiling. A lull in the economy in the late seventies, early eighties is followed by a renewed interest in the past several years. Wardens spend approximately 4% of their enforcement time on snowmobiles. The same percentage was present during the mid seventies. Today a better structured enforcement effort allows for more checks to be made in a shorter amount of time. Much of the problem with snowmobiling comes from calls for service outside of a normal workday for a warden.

## Maine Warden Service Activities Profile 1975-1998

| <u>Date</u>           | <u>Total Hours</u> | <u>Enforcement Hours</u> | <u>Mileage</u> | <u>Complaints</u> | <u>Search Hours</u> | <u>Fishermen Checked</u> | <u>Hunters Checked</u> | <u>Boats Checked</u> | <u>Snowsleds Checked</u> | <u>Nuisance Wildlife</u> | <u>Injured/dead Wildlife</u> | <u>Clerical Hours</u> |
|-----------------------|--------------------|--------------------------|----------------|-------------------|---------------------|--------------------------|------------------------|----------------------|--------------------------|--------------------------|------------------------------|-----------------------|
| July 1975-- July 1976 | 278615             | 200140                   | 2,955,114      | 8364              | 6641                | 93778                    | 48671                  | 26163                | 25943                    | 6085                     | 0                            | 14429                 |
| July 1976-- July 1977 | 270863             | 211170                   | 2,849,230      | 8627              | 3550                | 73416                    | 40498                  | 20592                | 26060                    | 1146                     | 0                            | 13614                 |
| July 1977-- July 1978 | 247395             | 187076                   | 3,310,232      | 10008             | 2399                | 84750                    | 40745                  | 25935                | 32793                    | 0                        | 0                            | 15359                 |
| <b>Average</b>        |                    |                          |                |                   |                     |                          |                        |                      |                          | <b>3615</b>              | <b>0</b>                     |                       |
| July 1984-- July 1985 | 235184             | 184119                   | 2,627,497      | 7962              | 3017                | 79395                    | 38871                  | 21384                | 20460                    | 0                        | 0                            | 11819                 |
| June 1987-- June 1988 | 211939             | 164909                   | 2,836,129      | 8469              | 3349                | 78719                    | 32334                  | 23844                | 27979                    | 0                        | 0                            | 11470                 |
| June 1988-- June 1989 | 188612             | 139962                   | 2,711,201      | 7008              | 7154                | 69582                    | 31631                  | 25018                | 24764                    | 0                        | 0                            | 10701                 |
| <b>Average</b>        |                    |                          |                |                   |                     |                          |                        |                      |                          | <b>Not Available</b>     | <b>Not Available</b>         |                       |
| June 1995-- June 1996 | 232901             | 139260                   | 3,212,909      | 10723             | 5612                | 48246                    | 26860                  | 20833                | 27127                    | 2222                     | 3306                         | 14582                 |
| June 1996-- June 1997 | 215997             | 139342                   | 2,919,662      | 8528              | 6221                | 47925                    | 26230                  | 15296                | 49043                    | 1824                     | 2604                         | 16265                 |
| June 1997-- June 1998 | 225734             | 136537                   | 3,121,073      | 10059             | 10780               | 49743                    | 29258                  | 18373                | 36027                    | 1651                     | 2747                         | 17708                 |
| <b>Average</b>        |                    |                          |                |                   |                     |                          |                        |                      |                          | <b>1899</b>              | <b>2885</b>                  |                       |

Statistics for nuisance wildlife were not consistently available during the survey period. Report profiles were changed during the 25 year period and could account for the lack of data. Hours spent on nuisance wildlife control in 1975 is considerably higher than today's standard. In the seventies and portions of the eighties the Maine Warden Service handled nearly all of the nuisance animal complaints. Wardens live trapped nuisance beaver, raccoons and other pests for most any person who made the request. Today such complaints are handled by Animal Damage Control Agents and volunteers. Wardens operating with a better understanding of time constraints are looking for ways to direct such calls for service in a more efficient less expensive direction. Current efforts are underway to better streamline the handling of nuisance animals and the removal of deer and moose carcasses from our highways.

## Maine Warden Service Activities Profile 1975-1998

| <u>Date</u>           | <u>Total Hours</u> | <u>Enforcement Hours</u> | <u>Mileage</u> | <u>Complaints</u> | <u>Search Hours</u> | <u>Fishermen Checked</u> | <u>Hunters Checked</u> | <u>Boats Checked</u> | <u>Snowsleds Checked</u> | <u>Nuisance Wildlife hrs.</u> | <u>Injured/dead Wildlife hrs.</u> | <u>Report Writing Hrs.</u> |
|-----------------------|--------------------|--------------------------|----------------|-------------------|---------------------|--------------------------|------------------------|----------------------|--------------------------|-------------------------------|-----------------------------------|----------------------------|
| July 1975-- July 1976 | 278615             | 200140                   | 2,955,114      | 8364              | 6641                | 93778                    | 48671                  | 26163                | 25943                    | 6085                          | 0                                 | 14429                      |
| July 1976-- July 1977 | 270863             | 211170                   | 2,849,230      | 8627              | 3550                | 73416                    | 40498                  | 20592                | 26060                    | 1146                          | 0                                 | 13614                      |
| July 1977-- July 1978 | 247395             | 187076                   | 3,310,232      | 10008             | 2399                | 84750                    | 40745                  | 25935                | 32793                    | 0                             | 0                                 | 15359                      |
| <b>Average</b>        |                    |                          |                |                   | <b>4196</b>         |                          |                        |                      |                          |                               |                                   |                            |
| July 1984-- July 1985 | 235184             | 184119                   | 2,627,497      | 7962              | 3017                | 79395                    | 38871                  | 21384                | 20460                    | 0                             | 0                                 | 11819                      |
| June 1987-- June 1988 | 211939             | 164909                   | 2,836,129      | 8469              | 3349                | 78719                    | 32334                  | 23844                | 27979                    | 0                             | 0                                 | 11470                      |
| June 1988-- June 1989 | 188612             | 139962                   | 2,711,201      | 7008              | 7154                | 69582                    | 31631                  | 25018                | 24764                    | 0                             | 0                                 | 10701                      |
| <b>Average</b>        |                    |                          |                |                   | <b>4506</b>         |                          |                        |                      |                          |                               |                                   |                            |
| June 1995-- June 1996 | 232901             | 139260                   | 3,212,909      | 10723             | 5612                | 48246                    | 26860                  | 20833                | 27127                    | 2222                          | 3306                              | 14582                      |
| June 1996-- June 1997 | 215997             | 139342                   | 2,919,662      | 8528              | 6221                | 47925                    | 26230                  | 15296                | 49043                    | 1824                          | 2604                              | 16265                      |
| June 1997-- June 1998 | 225734             | 136537                   | 3,121,073      | 10059             | 10780               | 49743                    | 29258                  | 18373                | 36027                    | 1651                          | 2747                              | 17708                      |
| <b>Average</b>        |                    |                          |                |                   | <b>7537</b>         |                          |                        |                      |                          |                               |                                   |                            |

The number of search and rescue hours in the last two fiscal years has nearly doubled and/or tripled the trend during most of the survey period. Public demand has broadened the types of searches we are called on today. The number of searches outside of the realm of lost hunters and fishermen is making up more and more of our total search efforts. The increase in the use of Maine's natural resources as shown in this report has naturally been answered with an increased call from persons being lost or injured while recreating in Maine. When viewed independently more time was spent on search and rescue last year than was spent on snowmobile enforcement and recreational boating enforcement.

**Maine Warden Service  
Prosecution Profile from Selected  
Year 1997**

Maine Warden Service prosecution data is summarized in this profile by activity category.

**1997 Maine Warden Service Prosecutions by Category**

|  |       |
|--|-------|
| Hunting, Trapping,<br>Illegal Wildlife | 1,907 |
| Fishing                                | 1,143 |
| Boating                                | 677   |
| Snowmobile                             | 660   |
| ATV                                    | 457   |
| Drugs*                                 | 304   |
| Criminal                               | 143   |
| Littering                              | 79    |

\* Drug prosecutions initiated by Warden Service personnel are normally the result of the routine inspection of a person(s) engaged in activities regulated by game wardens (hunting, fishing, trapping, boating, snowmobiling, ATV riding)

Note: 1998 prosecution data is not yet complete. 1997 prosecution profile is very representative of a typical prosecution profile for any given year.

## Maine Warden Service Enforcement Profile 1975-1998

| Date                  | Total Hours   | Law Enforcement | Wildlife Enforcement | Fish Enforcement | Boating Enforcement | Snowmobile Enforcement | ATV Enforcement | Assist Other Enforcement | Environment Enforcement | Dog Enforcement | Report Writing | Search & Rescue |
|-----------------------|---------------|-----------------|----------------------|------------------|---------------------|------------------------|-----------------|--------------------------|-------------------------|-----------------|----------------|-----------------|
| July 1975-- July 1976 | 278615        | 71%             | 33%                  | 22%              | 4.8%                | 2.9%                   | 0%              | 0.7%                     | 0%                      | 8.5%            | 4.7%           | 2.1%            |
| July 1976-- July 1977 | 270863        | 78%             | 29.1%                | 20.4%            | 4.7%                | 2.8%                   | 0%              | 0.2%                     | 0%                      | 12.3%           | 5.3%           | 2.4%            |
| July 1977-- July 1978 | 247395        | 76%             | 32.1%                | 21.4%            | 2.8%                | 5.2%                   | 0%              | 1.6%                     | 0%                      | 5.6%            | 6.6%           | 1%              |
| <b>Average</b>        | <b>265624</b> | <b>75%</b>      |                      |                  |                     |                        |                 |                          |                         |                 |                |                 |
| July 1984-- July 1985 | 235184        | 78%             | 30.6%                | 25.9%            | 4.0%                | 5.6%                   | 0%              | 1.3%                     | 0%                      | 3.4%            | 6.5%           | 1.6%            |
| June 1987-- June 1988 | 211939        | 78%             | 27.9%                | 27.4%            | 5%                  | 3.8%                   | 0%              | 1.1%                     | 0%                      | 2.2%            | 6.9%           | 1.2%            |
| June 1988-- June 1989 | 188612        | 74%             | 31%                  | 27.2%            | 3.8%                | 4.0%                   | 0%              | 1%                       | 0%                      | 1.2%            | 6.2%           | 4.1%            |
| <b>Average</b>        | <b>211911</b> | <b>77%</b>      |                      |                  |                     |                        |                 |                          |                         |                 |                |                 |
| June 1995-- June 1996 | 232901        | 60%             | 25.3%                | 20.7%            | 2.6%                | 4%                     | 0.5%            | 1%                       | 0.1%                    | 0.6%            | 6.3%           | 2.4%            |
| June 1996-- June 1997 | 215997        | 65%             | 27.5%                | 22.9%            | 2.5%                | 5.6%                   | 0.5%            | 0.8%                     | 0.1%                    | 0.4%            | 7.5%           | 2.9%            |
| June 1997-- June 1998 | 225734        | 60%             | 25.1%                | 19.8%            | 2.8%                | 2.4%                   | 0.3%            | 1.8%                     | 0.3%                    | 0.4%            | 9.3%           | 4.3%            |
| <b>Average</b>        | <b>224877</b> | <b>62%</b>      |                      |                  |                     |                        |                 |                          |                         |                 |                |                 |

Comparing the percentage of time spent on enforcement from 1975 to 1998 shows a decrease of 10% during the past (3) fiscal years. The overall structure of enforcement activity (% of time spent) has not changed dramatically over the last 25 years. What has changed is the overall number of hours spent on enforcement itself. Also included in the breakdown are percentages of time spent on search and rescue and report writing to show just two of the assigned duties that are taking time away from resource protection.

## Conclusions

To recap, this project was initiated because many people believed that the Maine Warden Service mission had been redirected toward various other activities and consequently the Service is no longer able to perform its important traditional duties - protecting Maine's fish and wildlife resources and enforcing the fish and wildlife laws of Maine.

However, as the analysis progressed, the review, did not, as predicted, reveal that game wardens were no longer doing their traditional jobs. Rather, this review reveals that, due to budgetary constraints, and limited personnel and other important resources we are no longer able to provide the level of service in all areas to keep up with the demand for service that people call for.

This increased demand for services is the result of the combination of a number of issues discussed within this report, for example:

- **Increased Population** - *from 993,722 in 1970 to approximately 1,242,051 in 1997*
- **Increased Access into Woodlands** - *secondary roads into woodlands increased by approximately 148% in the past 15 years*
- **Increased Boating Access Sites** - *State sponsored boat access sites increased from 41 sites in 1975 to 295 sites in 1999*

- **Increases in the number of recreational vehicles registered in Maine:**
  - ATV's increased 31% from 19,993 in 1984 to 28,834 in 1998
  - Snowmobiles increased 15% from 71,502 in 1975 to 84,205 in 1998
  - Watercraft increased 5% from 118,381 in 1976 to 124,530 in 1999
- **Increases in the number of outdoor recreation visitors to the North Maine Woods** increases 28% from 131,146 in 1976 to 181,624 in 1997
- **A stable traditional sporting community** of 359,464 licensed fishermen, hunters and trappers
- **A personnel reduction of eleven (11) field game wardens** from 1975 to present
- **Fair Labor Standards Act and Compensatory Time Off** issues, resulting in work schedules that - as pointed out - created a situation where in many cases only eleven (11) game wardens are working in an area from Rangeley to Rockland and Jay to Hartland
- **Decreased Number of Hours Worked Overall** - A significant decrease in the overall hours worked by the Warden Service due to decreased work force (fewer wardens) and labor issues in spite of increased demand for services.

Obviously, the profile of Maine's outdoor recreation community has expanded. Maine's population has increased. Access into areas of the Maine once considered remote has expanded. The result of

expansion and increased use in all of these areas has resulted in an increased demand on the Maine Warden Service. However, as highlighted above, the Maine Warden Service has significantly decreased in number of personnel since 1975, resulting in the inability to meet current service demands. The result of this condition is an organization that is strained and stressed and is operating at maximum workload.

The factors highlighted not only cause organizational over load, but individual game wardens are clearly feeling the effects of attempting to provide services in an understaffed agency.

It is not uncommon for a game warden to sit down at supper with his/her family after working all day and then get called away from supper to respond to a complaint such as an injured moose or lost hunter only to return home after the first call out to get called out again to respond to an ATV or snowmobile accident, or other complaint. During a warden's work week this scenario may occur several times. Often, due to this type of schedule wardens actually work to the point of physical and mental exhaustion. Addition strain on family members and a decrease in the quality of life occurs.

In many scenarios, the warden in the above example will get compensated by earning Compensatory Time Off (CTO) instead of cash, due to budgetary constraints. Due to the fact that wardens may only accrue 300 hours of CTO time they are sometimes scheduled off to reduce the amount of CTO time to less than 300 hours on their leave balance.

The result of placing a warden "out of duty" in these scenarios creates a burden for the Warden Service by leaving the agency with significant man power and coverage problems.



Dedicated game wardens often report feeling demoralized from being temporarily scheduled off when they desire to work. Especially when they are scheduled off because of long overtime hours worked which were compensated with CTO time off rather than pay.

This situation leaves serious gaps in the ability for frustrated Warden Service managers to schedule a work force that can provide coverage to adequately meet the service demands of the public.

It is also noteworthy that the Maine Warden Service law enforcement focus is on the apprehension of the intentional fish and wildlife violator. However, the law enforcement efforts of the Warden Service are not the cause of the logistical problems of the operations of the Warden Service.

What has caused an over worked and fatigued work force and the inability to keep up with service needs are most often the non law enforcement calls for service during the night, during holidays and after the normal work day is over.

In the following and final *Recommendations* section, suggestions to mitigate the situation(s) discussed herein are noted.

## Recommendations

It may seem logical to conclude, after reading this report, that the remedy for the Maine Warden Service to provide more services to the State of Maine is to hire more wardens.

In part, that may be correct, however a comprehensive strategy needs to be developed to deal with the issues raised in this report to achieve more than just providing the needed increased services.

A goal of the Maine Warden Service management is to provide a stabilized work force that is not over burdened or placed on intense and erratic work schedules, while at the same time reasonably meeting the service demands of the public.

To achieve these goals, a review must be made of the level of services provided compared to the level of services desired, based on the contemporary profile of Maine and her outdoor recreation industries and sports.

Following this assessment, a safe and responsible work schedule must be developed that will adequately meet the service needs of the public, while at the same time allow game wardens and their families to enjoy a high quality of life.

By determining: 1) the level of public services needed and; 2) developing a work schedule that will stabilize the work schedule; and 3) creating a safe work environment and work load for game wardens, an idea of the number of additional game wardens needed to address the issues raised in this report will be identified.

## Recommendations Review

### Additional Game Wardens are Needed to:

1. Meet increased service demands to the outdoor recreation and sporting community and to the general public
2. Stabilize the availability of personnel and services
3. Provide a reasonable quality of life for Maine Warden Service personnel and their families
4. Provide a safe work schedule and safe work environment for game wardens
5. Alleviate situations where only one warden is available to respond to calls for service in areas of thousands of square miles.

### The Number of Additional Game Wardens Needed to Achieve the Goals May be Determined by:

1. Determine the level of service needed and/or desired
2. Develop a responsible work schedule for game wardens
3. Review the current geographical make up of game warden districts, considering: warden district size, population increase and increase in calls for service.
4. Working with the services needed/desired, factor in safe work environment and quality of life for game wardens and their families