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# **A Comprehensive Plan For Woodland, Maine**

April 2025

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# A Comprehensive Plan for the Town of Woodland

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This Plan's development was assisted by members of the Comprehensive Plan Committee.

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## Introduction & Community Involvement

The Town of Woodland's vision is for the community to prosper with effective use of natural, community, state and federal resources to improve the quality of life for all of its members, inclusive of their input and guidance as driven by effective municipal leadership and community involvement.

This document is the result of an organized method of finding out what a community's needs are, and then setting goals and policies to address those needs. It allows for future growth within the community. It fosters steps to make Woodland a better place to live as envisioned by the citizens of our town.

The Comprehensive Planning and Land Use Regulation Act of 1988 established a cooperative program of comprehensive planning and land use management among the municipalities, regional planning councils, and the state. The focal points of the Act are:

1. The establishment of state goals to provide overall direction and consistency to the planning and regulatory actions of the municipalities and the state, and
2. The establishment of technical and financial assistance programs through the state planning office and regional planning councils to encourage and help communities develop comprehensive plans, and
3. The establishment of a process for the review of the comprehensive plans by the State Planning Office and regional planning councils to ensure that they are consistent with the Comprehensive Planning Act.

Part 1 of Woodland's Comprehensive Plan addresses the past and present resources, analyzes recent trends, and identifies potential problem areas. This section provides the overall community profile of such things as transportation, public facilities and services, natural and cultural resources, housing, land use, the local economy and the town's fiscal capacity.

Part 2 of the Plan is the regional coordination program. Woodland's shares its natural resources and public facilities with surrounding towns and likewise utilizes other communities' services and resources. This portion of the plan identifies those natural resources and public facilities that extend beyond the town's borders and develops implementation actions for the joint management of each.

Part 3 of the Plan will discuss specific goals, policies and strategies. The strategies address programs, activities and regulations that Woodland will pursue over the next 10-year period to ensure progress toward meeting the goals and policies.

### **Community Involvement as required under 30-A MRSAS4324**

Woodland's Planning Board has taken the lead in drafting this update to the plan by supporting the development of a separate committee to focus only on the research and development of the new updated Comprehensive Plan. Early in the process, the Board reached out to Woodland's residents through an Opinion Survey to obtain a broad perspective of satisfaction drivers and concerns. The Board's a paramount focus of the policies and strategies of this Comprehensive Plan are to enhance resident's satisfaction and diminish their areas of concerns. The Planning Board's meetings were always open to community members to participate in the discussions.

Community involvement culminated in the completion of three different venues to gain direct feedback to support the overall goals outlined in this plan. First, a Community Survey was completed in April 2024 and then results shared at the June 2024 Board meeting. Second, on March 25, 2025, during a Board of Selectmen's meeting, the public was informed about the status of the Plan with input from NMDC and the outline of the goals and strategies of the Comprehensive Plan. Third, in April 2025, the town website offered a draft copy of the Plan again seeking community input for a two-week period that the Comprehensive Plan Committee review and made modifications to the Plan.

This Comprehensive Plan was well supported by the Comprehensive Plan Committee as well as the Planning Board beginning in August 2024. It is through the diligent efforts of the Board to produce a document that responded to community's needs that this plan came to fruition. Funding for the effort was approved by the Woodland Board's through the annual budget that was voted in by residents for 2023 and 2024 years of its development.

### **Implementation Review and Updates**

By specific Woodland Planning Board, and the Select Board is charged with the responsibility to maintain the Town's Comprehensive Plan and to submit an annual report to apprise citizens of its activities and administrative actions. This report, including updates on the implementation of Policies and Strategies contained in this Comprehensive Plan, will be available for review at the Town's Annual Meeting.

During the planning process, Town Officials, Department Heads, and various Boards helped develop, and are committed to implementing, the strategies located in this Comprehensive Plan. This Plan is intended to serve as a guide for the Board of Selectmen as they make policy decisions and develop, amend zoning and Town workplans. This Plan will help Town departments prioritize and focus their work as it relates to the overall vision and goals, and for the Planning Board as it considers land use and development requests.

Progress on the Plan will be evaluated at least every five years to determine the following:

- The degree to which the Future Land Use Plan strategies have been implemented.

- Percent of municipal growth-related capital investments that have been directed to growth areas.
- The location and amount of new development in relation to designated growth areas, rural areas, and transition areas.
- The amount of critical natural resource, critical rural, and critical waterfront areas protected through acquisition, easements, or other measures.

## PART 1

# Demographics

### Introduction

Demographic analysis and projections are the basic elements of any comprehensive plan. Information generated from demographic projections enhances the capacity of the town to prepare for the impact of future growth or declines on such things as land use, housing demand, public services and economic development. The Maine Office of Policy and Management (OPM) provides population and demographic data discussed in this section. Actual population figures are provided by the decennial US Census while projections are based on a methodology that uses Aroostook County level projections derived from more detailed information than is available at the local level. Town projections are calculated using recent growth or decline in the town's share of the County's population and the County level population projections. The local, town level, population projections are based on assumptions and past trends that may or may not hold into the future.

#### *Census Data Disclaimer:*

*Current census data contained within this chapter is compiled from the 2020 US Census and American Community Survey (ACS) 2020-2025 5-year estimate. The ACS 5-year estimates data for rural communities is based on a very small sample, and therefore is subject to often-substantial sampling variability.*

Woodland is located in the Presque Isle Labor Market Area (LMA) and depends on the region's economic health for its survival. The LMA's boundaries include Bridgewater to the south, Portage and Oxbow to the west, Stockholm, Conner and Caswell to the north, and New Brunswick, Canada to the east. The table below compares population and population change for six (6) surrounding communities to Woodland, Aroostook County, and Maine.

According to the US Census, the 2020 population of Woodland was 1,217 an increase of 1% percent from 2010. Since 1970, Woodland's population basically remained the same from 1,218. Census figures show that not one of the comparative surrounding communities had gained population between 2010 and 2020, other than

**Between 1970 and 2020, Woodland's population has remained stable.**

Woodland. In the 2000s, Aroostook County's population declined by 2.8% while Maine's grew by 4.2 percent.

It should be noted that these population projections were developed in 2020. And even though the COVID-19 pandemic did increase the State of Maine's population, it only supported some communities in Aroostook to maintain or even reduce their population over these years. The Maine Center for Business and Economic Research based at the University of Southern Maine projects population growth in the Aroostook-Washington Economic Development District (AWEDD) in 2021, the first such gains in over two (2) decades. Town Officials should very closely monitor the American Community Survey which provides 5-year projections.

#### **Total Population 1970-2020**

| <b>Town</b>      | <b>1970</b>  | <b>1980</b>  | <b>1990</b>  | <b>2000</b>  | <b>2010</b>  | <b>2020</b>  | <b>Percent Change 2010-2020</b> | <b>Percent Change 1970-2020</b> |
|------------------|--------------|--------------|--------------|--------------|--------------|--------------|---------------------------------|---------------------------------|
| <b>Woodland</b>  | <b>1,218</b> | <b>1,369</b> | <b>1,402</b> | <b>1,403</b> | <b>1,213</b> | <b>1,217</b> | <b>0%</b>                       | <b>0%</b>                       |
| Caribou          | 10,419       | 9,916        | 9,415        | 8,312        | 8,189        | 7,420        | -9%                             | -29%                            |
| New Sweden       | 639          | 737          | 715          | 621          | 602          | 466          | -22%                            | -27%                            |
| Perham           | 436          | 437          | 395          | 434          | 386          | 371          | -3%                             | -15%                            |
| Wade             | 255          | 285          | 243          | 250          | 283          | 229          | -19%                            | -10%                            |
| Washburn         | 1,914        | 2,028        | 1,880        | 1,627        | 1,687        | 1,592        | -5%                             | -17%                            |
| Westmanland      | 52           | 53           | 72           | 71           | 62           | 79           | 27%                             | 52%                             |
| Aroostook County | 92,463       | 91,331       | 86,936       | 73,938       | 71,870       | 67,105       | -7%                             | -27%                            |
| Maine            | 993,722      | 1,125,043    | 1,227,928    | 1,274,923    | 1,328,361    | 1,362,359    | 25%                             | 37%                             |

Source: US Census, 1970-2020

The following table shows historical and projected population for Woodland and surrounding communities. Town population projections are calculated using two pieces of information:

- The recent historical growth of each town's share of its county's population and
- County population projections.

Town population projections should always be used with caution. While they provide a good building block and can point to future trends, they are based on assumptions and past trends that may or may not hold into the future. In some ways, these population projections represent what will happen under a business-as-usual scenario where all the pieces (including migration rates, life expectancies, and sprawl patterns) continue on their current trajectories. It should be noted that when projecting population numbers, even the smallest gain or loss in a small population can significantly impact statistical data.

All of the communities are projected to lose population over the next 10 years but the rate of decline is expected to slow. It should be noted that the region's efforts, including Woodland's, to attract

business and small-scale industry, the availability of agricultural lands, outdoor recreational opportunities, and its quality of life has the potential to slow or reverse this decline in population. This may be seen in the 2029 projection where the population is expected to increase back to 601. The region is an attractive area for people and families to live and changes in the regional economy help retain population.

### Projected Population

| Town        | 1980  | 1990  | 2000  | 2010  | 2020  | 2024  | 2029  | Percent Change 1980-2029 | Percent Change 2010-2029 |
|-------------|-------|-------|-------|-------|-------|-------|-------|--------------------------|--------------------------|
| Woodland    | 1,369 | 1,402 | 1,403 | 1,213 | 1,217 | 1,218 | 1,220 | -9                       | 0                        |
| Caribou     | 9,916 | 9,415 | 8,312 | 8,189 | 7,420 | 7,761 | 7,679 | -29.1                    | -6.6                     |
| New Sweden  | 737   | 715   | 621   | 602   | 466   | 598   | 601   | -22.6                    | -0.17                    |
| Perham      | 437   | 395   | 434   | 386   | 371   | 355   | 348   | -25.5                    | -10.9                    |
| Wade        | 285   | 243   | 250   | 283   | 229   | 201   | 197   | -31                      | -30                      |
| Washburn    | 2,028 | 1,880 | 1,627 | 1,667 | 1,460 | 1,433 | 1,320 | -10                      | 16                       |
| Westmanland | 53    | 72    | 71    | 62    | 79    | 80    | 85    | 7                        | 15                       |

Source: US Census 1990, 2000, 2010, 2020 and Office of Policy and Management Projections 2023

### Woodland's Historic Population

Woodland became a plantation in 1861, and Incorporated in 1880. The table on page 9 illustrates Woodland's population from 1880 to 2020. Woodland's peak population occurred in 2000, when the town's population reached 1,403. Though other surrounding communities declined in population possibly due to the loss of the growth of the railroads (Aroostook Valley and Bangor and Aroostook) came to Woodland and on to other local townships. Other time frames where population grew was 1970-1990 when Loring Air Force Base in Limestone was at its peak. Other industries/areas that grew rapidly during this time period by the presence of the railroad were agriculture, lumbering, and the development of several inventions. Woodland had also lost some significant industrial operations such as the Coby Starch Factory on the Goodwin Road, as well as the Close-Pin Factory on the Coby Road, Woodland had become the bedroom community to Presque Isle due to county living and the low tax rate.

Historically, a bus line from Caribou to Woodland provided transportation to businesses and farming, which supported laborers from Caribou to work in Woodland.

Unlike other surrounding communities, Woodland has always used the Caribou Post Office.

In 1936 Woodland's first Selectboard members was Ernest C. Mahoney, Austin Noland and Harold Howard. Woodland had lights, heat and power company called Coby Water Light and Power Co.



## Population and Demographics

### Introduction

Population trends and characteristics are a product of several factors. They include local and regional employment opportunities, the availability of housing in varying price ranges, the community's natural and social attributes, and family ties. By looking at population characteristics, trends and forecasts, Woodland can be prepared for population change, anticipated future demands for community services, and land use changes.

Since 1900, Woodland's population has fluctuated but overall increased from 1,096 to 1,217 in 2020. Woodland's largest population increase occurred in the 1920's when 188 new residents were gained. Conversely, the largest loss of population occurred between 2000 and 2010 when the town's population lost 190 individuals. While there was a mixture of growth and decline, on average, Woodland gained about 1 person per decade.

**Woodland Population 1880 to 2024**

| Year | Population | Percent Change | Year | Population | Percent Change |
|------|------------|----------------|------|------------|----------------|
| 1880 | 179        |                | 1960 | 1,372      | 9              |
| 1890 | 885        | 80             | 1970 | 1,218      | -13            |
| 1900 | 1,096      | 19             | 1980 | 1,369      | 11             |
| 1910 | 1,161      | 6              | 1990 | 1,402      | 2              |
| 1920 | 1,120      | -4             | 2000 | 1,403      | 0              |
| 1930 | 1,308      | 14             | 2010 | 1,213      | -16            |
| 1944 | 1,298      | -1             | 2020 | 1,217      | 0              |
| 1950 | 1,252      | -4             | 2024 | 1,218      | 0              |

Source: US Census and American Community Survey

Between 2010 and 2024, Woodland's population increased by 5 people. When compared to surrounding communities, it was the only community that showed a population increase between 2000 and 2020. Caribou and Presque Isle showed the largest decrease during the decade at -9.6 percent and -9.2 percent respectively. During the same timeframe, Aroostook County lost 6.6 percent of its population while Maine grew by 6.8 percent.

### Age Group Population

In 2020, the median age of Woodland was 45 years old, three (3) years younger than that of Aroostook County and the same as Maine. In 2000, Woodland's median age was 38.8 and rose to 46.1 in 2010. Overall, Woodlands' change in population distribution between 2000 and 2020 indicated an increase in 0–5-year-olds, school age children (5 to 17 years), and 85+ years old. The 45–64-year-old age group grew slightly between 2000 and 2020 and the 65–84-year-old group grew nearly 24 percent.

Woodland's population of children under the age of 5 increased by over 17 percent in the 20 year period. By comparison, the number of children under the age of 5 in Aroostook County declined by approximately 11 percent. Woodland's population of children in the 5-17 age group declined about 29 percent (2000 – 2020) but grew by 13.6 percent between 2010 – 2020 whereas at the county level, the 5-17 age group declined by a lower percentage at 16 percent. The 5-17 age group represents approximately 18 percent of the Woodland population.

Among the older age groups, in 2020, about 12 percent of the town's population was 35-44 years old, 34 percent was 45-64 years old, and approximately 14 percent was 65-84 years old. Between 2000 and 2020, the 45-64 age group has increased by slightly over 1 percent while the population of the 35–44-year-olds has declined by 37.5 percent. During this same period, the population of 65–84-year-olds increased by 24 percent and the population of individuals in the 85 years or older age bracket decreased by 16.6 percent. In 2000, the 45-64 age group represented the most dominant age group in Woodland with a 28 percent of all residents in this age bracket. In 2020, this number increased to 34 percent. In 2000, the 5-17 age group was the second most dominant age group in Woodland.

**Population by Age Group, 2010 to 2020**

| <b>Age Group</b>  | <b>2000</b> | <b>2010</b> | <b>2020</b> | <b>Percent Change<br/>2010-2020</b> |
|-------------------|-------------|-------------|-------------|-------------------------------------|
| Under 5 years     | 52          | 50          | 53          | 44.6                                |
| 5 to 17 years     | 290         | 185         | 200         | 13.7                                |
| 18 to 34 years    | 250         | 194         | 150         | -17.8                               |
| 35 to 44 years    | 243         | 154         | 140         | -13.2                               |
| 45 to 64 years    | 390         | 440         | 399         | -8.9                                |
| 65 to 84 years    | 134         | 175         | 161         | -4.5                                |
| 85 years and over | 23          | 16          | 20          | -16.6                               |

Source: US Census, 2010 and 2020

### **Population Projections**

Projections of future population are dependent upon a solid understanding of the historic growth trends in Woodland. The Maine Office of Policy and Management projected county-level population changes through 2036 using the widely-utilized cohort-component methods. This methodology uses births, deaths, and migrations to advance each age-sex cohort through the projection period. The county level population growth was then allocated to individual towns proportional to the town's current share of county population. Based on this model, Woodland is

projected to be better at maintaining and sustaining its population vs that of the surrounding communities.

Town population projections should always be used with caution. While they provide a good building block and can point to future trends, they are based on assumptions and past trends that may or may not hold into the future. It should be noted that these population projections were developed in 2018, before the 2020-2021 COVID-19 pandemic and appear overly pessimistic. The Maine Center for Business and Economic Research based at the University of Southern Maine projected population growth in the Aroostook – Washington Economic Development District (AWEDD) beginning in 2021, the first such gains in over two (2) decades. Town Officials should very closely monitor the American Community Survey which provides 5-year projections.

### **Median Age**

A major challenge facing Aroostook County and Woodland is that of an aging demographic. Aroostook County's population, like the rest of Maine, has continued to get older. Maine is now the oldest state in the nation, measured by median age at 44.5 in 2016, up from 37.6 in 2000. Although above the statewide median age, Aroostook County (47.5 in 2016) is not the oldest county in the state ranking 6th and is far from the oldest county in the country, although it does fall within the oldest 15 percent of the country's 3,100 counties.

In 2000, Woodland's median age was 38.8 years. By 2010, the median age had increased to 46.1, a change of 11 percent. The median age has shifted as a segment of the younger age population has increased as reflected in the 2020 US Census with Woodland's median age now at 44.6. This is due in part to a number of families moving into Woodland with younger children as reflected in the school age classes at the Woodland Consolidated School being here that the high school classes that proceeded them. Though there has been a decline in mechanization of the agricultural and the lumber industries, and out-migration, Woodland is still seen as a smaller community with scenic views, a strong school system to educate your children, and work available in local communities. In comparison with the other communities in the region, Woodland has the lowest Median age listed for 2020 as well as lower than that of the State of Maine. Woodland is slightly "older" than the US Median age by approximately 5.6 years. And, except for Westmanland, the median age of Woodland has been reduced by 1.5% where all other across the Maine and in the US has increased.

### **Median Age 2000-2020**

| <b>Town</b>     | <b>2000</b> | <b>2010</b> | <b>2020</b> | <b>Percent Change</b> |
|-----------------|-------------|-------------|-------------|-----------------------|
| <b>Woodland</b> | <b>38.8</b> | <b>46.1</b> | <b>44.6</b> | <b>-1.5</b>           |
| Caribou         | 40.8        | 44.0        | 52.1        | 8.1                   |
| New Sweden      | 43.5        | 48.3        | 54.1        | 5.8                   |
| Perham          | 40.4        | 45.3        | 54.9        | 9.6                   |
| Wade            | 42          | 47.4        | 50.3        | 2.9                   |

|                  |      |      |      |     |
|------------------|------|------|------|-----|
| Washburn         | 42   | 44.4 | 46.3 | 1.9 |
| Westmanland      | 71   | 62   | 57   | -5  |
| Aroostook County | 40.7 | 45.3 | 49.1 | 3.8 |
| Maine            | 38.6 | 42.7 | 45.1 | 2.4 |
| United States    | 35.3 | 37.2 | 39   | 1.8 |

Source: US Census 2000, 2010 and 2020

### Comparison of Households

As the graph shows below, Woodland has done well over the last ten years concerning the number of households and household size in comparison to the other surrounding communities, Aroostook County and in the State of Maine. The slight exception of household sizes in Caribou, New Sweden and Westmanland have increased more.

### Comparative Number and Size of Households

|                  | Number of Households |         |                  | Household Size |      |                  |
|------------------|----------------------|---------|------------------|----------------|------|------------------|
|                  |                      |         |                  |                |      |                  |
| Town             | 2010                 | 2020    | % Change 2010-20 | 2010           | 2020 | % Change 2010-20 |
| Woodland         | 508                  | 528     | 4%               | 2.39           | 2.39 | 0%               |
| Caribou          | 3,559                | 3,526   | -1%              | 2.26           | 2.5  | 11%              |
| New Sweden       | 255                  | 204     | -20%             | 2.36           | 2.5  | 6%               |
| Perham           | 151                  | 143     | -5%              | 2.56           | 2.3  | -10%             |
| Wade             | 112                  | 112     | 0%               | 2.97           | 2.58 | -13%             |
| Washburn         | 699                  | 398     | -43%             | 2              | 2.2  | 10%              |
| Westmanland      | 102                  | 43      | -58%             | 2              | 2.4  | 20%              |
| Aroostook County | 30,961               | 31,319  | 1%               | 2.26           | 2.2  | -3%              |
| Maine            | 557,219              | 739,072 | 33%              | 2.32           | 2.2  | -5%              |

Source: US Census, 2000 and 2010

### Gender Distribution

In 2010, Woodland's population was made up of 612 males (50.5%) and 601 females (49.5%). While this is not too dissimilar from comparable towns, it demonstrates the 50-50 split of gender in the community. Several of the surrounding communities are dissimilar to the region, as well as the County, in the males outnumber females. It is also noted that the gender distribution remains at a closer rate in 2020 of 50% for both male and female as the population remains consistent.

## Gender Distribution 2010 and 2020

|                  | 2010         |            |            | 2020         |            |            |
|------------------|--------------|------------|------------|--------------|------------|------------|
| Town             | Total        | Male       | Female     | Total        | Male       | Female     |
| <b>Woodland</b>  | <b>1,213</b> | <b>612</b> | <b>601</b> | <b>1,217</b> | <b>608</b> | <b>609</b> |
| Caribou          | 8,312        | 4,009      | 4,303      | 7,420        | 4,007      | 3,413      |
| New Sweden       | 621          | 314        | 307        | 466          | 228        | 238        |
| Perham           | 434          | 216        | 218        | 371          | 208        | 178        |
| Wade             | 283          |            |            | 269          | 156        | 113        |
| Washburn         | 1,687        | 818        | 869        | 1,592        | 780        | 812        |
| Westmanland      | 62           | 22         | 30         | 79           | 37         | 42         |
| Aroostook County | 71,870       | 35,387     | 36,483     | 67,351       | 33,002     | 34,349     |
| Maine            | 1,274,923    | 620,309    | 654,614    | 1,330,089    | 651,271    | 678,818    |

Source: US Census 2010 and 2020

## Educational Attainment

According to the 2020 US Census, 84.5 percent of Woodland's population aged 25 and older achieved a high school diploma or greater compared to 83.9 percent in Aroostook County, and 89.8 percent statewide. In 2000, 85.7 percent of New Sweden's population were high school graduates or greater. In 2010, 12.6 percent of the population over 25 years old had a Bachelor's Degree or higher compared to 16.2 percent in Aroostook County, and 26.5 percent in Maine. (It should be noted that because educational attainment in the 2010 Census was not an actual count, the margin of error in these statistics can be very high).

## Educational Attainment of Population Age 25+, 2010 to 2020

| Town     | Year | 25 Years or Older Population | Years of Education |         |         |              |            |            |             |
|----------|------|------------------------------|--------------------|---------|---------|--------------|------------|------------|-------------|
|          |      |                              | <9th               | 9 to 12 | HS Grad | Some College | Associates | Bachelor's | Grad Degree |
| Woodland | 2020 | 847                          | 0                  | 84      | 350     | 175          | 120        | 82         | 36          |
|          | 2010 | 763                          | 47                 | 83      | 325     | 146          | 58         | 90         | 14          |
| Perham   | 2020 |                              | 0                  | 17      | 139     | 50           | 33         | 25         | 20          |
|          | 2010 | 261                          | 6                  | 19      | 122     | 67           | 17         | 20         | 10          |
| Washburn | 2020 |                              | 0                  | 150     | 215     | 90           | 73         | 134        | 31          |
|          | 2010 | 175                          | 13                 | 24      | 39      | 52           | 16         | 9          | 22          |
| New      | 2020 |                              | 0                  | 9       | 125     | 65           | 51         | 91         | 28          |

|                  |      |         |        |        |         |         |         |         |         |
|------------------|------|---------|--------|--------|---------|---------|---------|---------|---------|
| Sweden           | 2010 | 420     | 31     | 34     | 192     | 96      | 14      | 31      | 22      |
| Caribou          | 2020 |         | 0      | 381    | 1,938   | 1,126   | 726     | 1,026   | 463     |
|                  | 2010 | 5,964   | 445    | 512    | 1,925   | 1,229   | 519     | 943     | 391     |
| Aroostook County | 2020 |         |        | 5,098  | 19,919  | 10,180  | 3,905   | 8,232   | 3,699   |
|                  | 2010 | 51,788  | 4,089  | 4,272  | 20,176  | 10,257  | 4,619   | 6,116   | 2,259   |
| State            | 2020 |         |        | 55,168 | 310,778 | 190,100 | 102,537 | 229,764 | 141,794 |
|                  | 2010 | 929,301 | 35,336 | 59,859 | 326,777 | 178,022 | 82,580  | 159,601 | 87,126  |

Source: US Census 2010 and 2020

## Demographic Analysis

Over the next 10 years, the total population of Woodland is projected to either slightly increase or remain the same. In the coming years as indicated by the very stable population remaining the same, the median age reducing by two years with an increase in the number of school aged children attending the Woodland Consolidated School. What is especially interesting to note is that the median age is lower than that of the State of Maine and slightly higher than that of the United States as a whole.

The Governor's Office always recommends that their data be used with caution. As stated above, the through conversations with local officials, the town was seen new residents moving into the community, especially during the pandemic. Town Officials should very carefully review data from the American Community Survey as it becomes available to see the trends concerning population changes.

If the population projections prove to be true, consistent and/or slightly increase in Woodland's populations mean more people to potentially spread the costs of municipal infrastructure and government, noting that the biggest increase is in the number of children which has an additional educational cost. Most municipal spending is supported through property tax revenues generated by residents. Generally speaking, taxpayers are paying more for municipal services, though it is difficult to assess strictly through changes in municipal property valuations, and adjustments to mil rates. Woodland's Mil rate is 20.02, established in August of 2024, which is an increase from the 2023 year of 19.6 mils, and is the same as the largest neighboring community of Caribou who has a full Police, fire, and ambulance service immediately available to them.

A second item is though the median age has been reduced, it is still highly likely that the implication of the aging population will be continued demand for in-town housing, including apartments, independent living, and assisted living facilities. Town officials will need to continue to monitor these trends and make appropriate policy decisions based on changes in the population.

The Town of Woodland should continue to seek strategies to maintain its current population and encourage growth. To seek out greater economic opportunities within the area that can support the

needs of the current population trends of modest growth with a younger population to advance its educational and recreational opportunities and the quality of life it can afford. The town needs to work on initiative that are designed to help population growth to keep younger families in the region.

In addition, the town must monitor the effects of an aging population on the public services which it offers. The larger youth segment combined with the aging population can have an effect on school, recreational, cultural, and other community programs, as well as the funding for them. An aging population will create a need to develop additional programs for the elderly such as walking programs, shopping excursions, recreation, and social activities.

## Policy and Strategy

**Local Goal:** Woodland will use complete and current information about their population when making administrative and policy decisions for the town that supports continued population growth.

| Policy   | Strategy   | Responsibility   | Timeframe              |
|--|--|--|------------------------|
| 1. Actively monitor the size, characteristics, and distribution of Woodland's population   | Seek assistance in the collection and maintenance of census data to ensure accuracy.   | Select Board and Planning Board                          | On-going and as needed |
| 2. Actively monitor what is making Woodland different from other communities that has supported and maintained the community population. | Seek support from Northern Maine Development to gain insights as to what is encouraging this growth and build goals from it. | Town Officials and Office staff who attend NMDC meetings | On-going               |
| 3. Actively seek other resources to support municipal and educational costs.   | Seek to develop industry in the Town of Woodland to diversify revenues within the town's budget.                             | Select Board, Planning Board and NMDC                    | On-going               |

## Existing and Future Land Use

Woodland is rural and supports a “country-living” life style. Resident responses in the Public Opinion survey conducted prior to the development of this Comprehensive Plan support the importance of keeping the area rural. Over 80 % of the survey responders expressed that they liked living in Woodland because of the privacy, peacefulness, and abundance of natural resources such as clean water and air, forests, wildlife and low light pollution. Preserving land use that supports these satisfaction drivers is foundational for this section of the Comprehensive Plan.

The land use section is one of the most important components of the comprehensive plan. The location and amount of land available and suitable for particular purposes can be determined by reviewing past and present land uses. The planning program inventoried agricultural and forest lands, soil types and characteristics, natural resources, transportation networks, housing needs, demographics, local and regional economy, and public facilities and services. These inventories are then analyzed and reflected in a Land Use Plan. Implementation of the land use plan is accomplished through the development of a set of land use regulations.

Since the comprehensive plan is a long-range guide for the growth and development of Woodland, it cannot be too specific or rigid. It has to be flexible and adapt to unforeseen changes and demands. An framework is provided to make intelligent and informed land use decisions and adjustments can be made to any inevitable changes.

Woodland is a single township located in the central Aroostook County area and comprises approximately twenty-two thousand five hundred ninety-two (22,592) acres or 35.3 square miles. Greater than ninety-five (95) percent of the land area is used for agriculture, forestry, or is vacant, while less than five (5) percent is dedicated to structural development. Relatively little development pressure has allowed the town to retain its rural character. There are two (2) traditional "village" areas in Woodland. These are the Carson Siding and Colby Siding villages. These village areas are traversed by Route 164 and the Colby Road respectively.

Most of Woodland's residents live in the center part of the town. Route 161 and Station Road serves both as a residential street and as a major collector. Because traffic on these roads moves quickly, the direct access from resident driveways can be dangerous. Enforcement of posted speeds will be important should population growth cause increased congestion on these State maintained highway and roads.

However, it is anticipated that interest in country living may spur purchase of land and houses in outlying areas on backroads. These roads are maintained by Woodland municipal services. Many of these roads are dirt/gravel. Enhanced attention to the development of roads that support easier maintenance adjacent to land that can support residential housing development, may afford the town the ability to influence this development in a cost-effective manner.

### **Woodland's Community Character**

The residents of Woodland are interested in conserving the rural quality of life and in preserving the local cultural heritage and history as well as supporting a level of excellence with the educational access. The land in Woodland is mostly hilly and wooded with numerous streams feeding into the Deadwater Brook that leads to Caribou Stream. The local roads provide a number of scenic views. Excellent recreation trails are available for snowmobiling, mountain biking, horseback riding, hiking, ATVing, and cross-country skiing.



Woodland has long recognized the community advantages of managing growth. A Planning Board was established and it's the citizens adopted the first Comprehensive Plan in 1997.

### **Early Land Use Patterns**

Woodland got its start in the 1860's and 1870's as land was cleared by the town's early settlers. Several of Woodland's early settlers made small (by today's standards) five-to-six-acre clearings in the vast forested wilderness known originally as Township 14 Range 3. These clearings, recorded by town historians as "chopping's" were first made in the northern part of the town by Swedes. Woodland's first settler was Frederic E. Lufkin of Caribou, who in 1858 made a chopping of six acres in the north part of the town. In 1859 Enoch Philbrick, Charles Washburn, B.F. Thomas and Moses Thomas from Oxford County came into the northern portion of the town to clear land. None of these men brought their families that year. After building log houses in these chopping's, these early settlers left and returned the following year with their families to begin eking out a living.

In 1860, Ephraim Barnum, became the first settler who brought his family to the town and remained. Mr. Barnum, who came from Ware, Massachusetts, took a lot in the southeastern part of the town. In 1872 all of the unoccupied land area in the northern portion of the town was surveyed and lotted into one-hundred-acre parcels and granted to the Swedes who could not be allotted land in New Sweden. Woodland was incorporated as a town on March 5, 1880. The naming of the township as Woodland was done at a regular town meeting by Mrs. J.G. Thayer and her daughter, Percees. Prior to 1860 there were no roads anywhere in the Township of Woodland, there was only a logging road that led from Caribou to the eastern edge of the township. In 1860 a road was laid out by the County Commissioners running from east to west from Caribou through Woodland and into Perham. This road was never constructed any farther than the town of Perham's westerly boundary line due to opposition from owners of the wild lands in T14 R5 and T14 R6. This road is known today as the Woodland Center Road (Route 228). Some of the other roads constructed early in the town's settlement were the Tabor, Deadwater, and Randall Roads.

In 1911, towns people raised \$7,000 to finance the laying of rail lines for the Aroostook Valley Electric Railroad (AVR). With the construction of these AVR rail lines, the settlement known as Colby Siding experienced significant development. Stores were built or expanded and, in 1918, a grist mill was constructed by Carl Johnson for grinding grain grown by farmers in the township and surrounding communities. In 1920, Colby Siding became the location of the first light and power plant in Woodland which helped to spur the development of a saw mill and planing mill built by C. H. Carlson in the 1920's. Several decades later, in 1937, the Colby Cooperative Starch Factory was built on the Colby Road adjacent to the Caribou Stream. The original starch factory could process about 200 barrels of potatoes per day and played an integral role in the agricultural development of the town, as farmers didn't have to haul their excess or cull potatoes all the way into Caribou or Washburn for processing. The original Colby Starch Factory was closed in 1968 with the company's operations continuing on for several more decades at the Caribou Plant that was constructed in 1950.

Education has always been an important facet of the town. The first school in Woodland was taught by E.A. Cunningham in his home in 1863. In 1864 a log school house was constructed in the township and Miss Maria Adams from Caribou was the teacher. Other log school houses were later constructed and located on the Woodland Center Road (near the Caribou town line), on the Carson Road, on the Davis Road and on the Skidgel Road. These early schools in Woodland had district numbers before they were given names. From 1881 until 1935 there were a total of 13 schools that were located in 11 Districts scattered throughout the township. Some of these older school house buildings such as the Snowman School House are still standing. In 1951 the Woodland Consolidated School was constructed and classes for grades 1 through 8 were consolidated into this one building. Some of the old school houses that had served the early settlers of the community were sold, some were moved and many became residential dwellings.

## **Land Use Regulations**

### **Shoreland Zoning**

The town of Woodland adopted a new Shoreland Zoning Ordinance in March of 1992. The ordinance identified streams, brooks, and non-forested wetlands (> 10 acres in size) where the shoreline was to be regulated. Most reaches of the Caribou Stream, Deadwater Brook and their associated tributaries are in the Stream Protection District. The Caribou Stream, below its confluence with the outlet of the Caribou Pond meets the DEP definition of a river. In addition, the majority of this river segment is located within the 100-year flood zone and therefore has been placed in the Resource Protection District. There are two mapped Fresh-Water Wetlands located along Sealander Brook and the Caribou Pond outlet stream that have also been placed in the Resource Protection District.

The Resource Protection District designated waterbodies and wetlands have a 250-foot regulated zone around them. Streams Protection District wetlands and streams have a 75-foot regulated zone adjacent to their defined high-water marks. Streams are defined as a channel between defined banks including the flood way and associated flood plain wetlands where the channel is created by the action of the surface water and characterized by the lack of upland vegetation or presence of aquatic vegetation and by the presence of a bed devoid of topsoil containing water borne deposit on exposed soil, parent material or bedrock. A copy of the Shoreland Zoning Ordinance and Map is on file at the Town Office.

### **Hazard Areas**

There are two types of hazard areas found in Woodland, the floodplain areas and the areas of steep slopes. Flood plains are scattered throughout the town along most of the major streams. The major flood hazard areas in Woodland are, according to data supplied by the National Flood Insurance Administration, along the Caribou Stream, and its major tributaries: the South Branch, Sealander Brook, and Factory Brook. In addition, the Federal Emergency Management Agency (FEMA) has identified several Flood Zone A designations along Deadwater Brook. Most of the lands within

Woodland that lie within a flood hazard area designated Zone A by FEMA are bogs, mapped wetlands, forested lowlands, and marshes that have little development associated with them.

There are several areas within the township where these flood plain zones are traversed by roads. Most of these road crossing flood prone areas are located in the Caribou Stream Watershed and are between 200 feet to over 800 feet in width at the point where the road traverses the flood plain zone. Several of these stream road crossings (Langley Road, Rabbit Ridge Road, and Goodwin Road) have been identified in the Transportation Section as having annual flooding or wash-out problems due to close proximity to these designated flood plain zones. The town should evaluate road re-construction methods (e.g. culvert sizing, bridge re-design, base grade work, raising road elevations, or other construction techniques that would alleviate these annual flood related road maintenance costs. Woodland adopted a Floodplain Management Ordinance in March, 1987 to mitigate potential future property damage related to flooding. In September 1995, the town's Floodplain Management Ordinance was reviewed by officials from Maine's Floodplain Management Program (FMP). After reviewing Woodland's Ordinance, FMP officials recommended that Woodland update it's current Floodplain Management Ordinance in order to keep the town in compliance with the regulations of the National Flood Insurance Program (NFIP).

In addition, FMP officials recommended that Woodland amend its existing Building Permit Application to add a question to the application pertaining to whether or not the development being permitted is located in the floodplain. This simple amendment would serve as a constant reminder that the property must be checked to see if it is in a flood hazard area. Municipal officials should work with officials from the FMP to ensure that these recommended changes to the town's Floodplain Management Ordinance and Building Permit Application process are addressed as soon as possible. Municipal officials should be cognizant of these flood prone areas when developing land use policies. The town's flood prone areas should have development restricted to ensure that flooding damage to personal property, dwellings, businesses, and the surrounding area is reduced to the maximum extent possible.

Areas of steep slopes are referred to as hazard areas for a number of different reasons. Generally, the steeper the slope the more potential hazards exist. Steep slopes generally have a high surface run-off rate and accelerated erosion. Development on steep slopes requires sound engineering and more sophisticated sediment and erosion control planning. The cost of developing roads, buildings, and other structures tends to be significantly greater because of the increased hazards. Also, the operation of machinery can be extremely hazardous on slopes 15 percent or greater.

There are no major expanses of steep slopes in Woodland. Several of the flanks associated with cleared ridges and forested stream valleys have several areas of slopes greater than 25 percent as terrain runs down into these valleys in which the Caribou Stream, Deadwater Brook and their associated tributaries flow. The remaining portion of the township is characterized as gently rolling terrain, although there are some areas with slopes greater than 15 percent scattered throughout Woodland.

## Woodland's Existing Land Uses

The following definitions illustrate the existing land uses in Woodland. Where there were multiple land uses on a particular lot, all land uses were tabulated. **Therefore, there will be more total land uses than there are total lots** (e.g., store with and upstairs apartment, residence with a farm or woodlot, etc.). The land use categories are:

- Residential -** The residential category includes all areas in use for residential purposes. This includes single-family, two-family, multi-family, and mobile homes.
- Commercial -** The commercial category includes retail businesses and services.
- Industrial -** The industrial category includes land devoted to railroads, warehouses, shipping facilities, and food processing.
- Public -** The public category includes churches, parks, recreation areas, cemeteries, and public buildings.
- Agricultural -** Land used for production of food and fiber (e.g., potatoes, oats, peas, broccoli, hay, etc.) or for the pasturing / feeding of livestock.
- Woodland -** Land that is wooded with harvestable trees for saw logs, wood pulp, chip board or biofuels.
- Vacant -** This category is comprised of: cropland reverting back to scrub growth, meadows, marshes, and wetlands. (Some of these are covered in greater detail in the Natural Resources section of this Plan).

There are no provisions in the current Land Use Ordinance that delineate these land areas in and no enforcement or restrictions on such designations. Current real estate ownership maps of lots and housing development thereupon are maintained in the Town Office. These are the maps that are the basis for taxation, the town's major municipal revenue source.

The Comprehensive Plan describes the importance of Woodland's Agricultural Resources. Maps are produced by Maine's Municipal Planning Assistance Program, Department of Agriculture, Conservation and Forestry (DACF.) The map is included for general information and future reference and use should zoning be deemed necessary to protect prime farmland acres from nonagricultural development.

## Woodland's Proposed Land Use

The following is the proposed Woodland Land Use Plan and describes an action plan for land use decisions that should be accomplished over the next 5-10 years. It is in this narrative that many of the implementation measures relating to land use in town will be discussed. These measures will be specific. The steps will also demonstrate the means by which most of the future development in Woodland will be directed into the designated growth area(s), and away from the designated rural areas.

## **Growth and Rural Areas**

The process of designating growth and rural areas, and indeed of creating a proposed land use plan, is a step toward a minimum zoning ordinance. Some rural communities do not yet have townwide zoning and may continue to resist zoning, even if it is based on a thoughtful comprehensive plan. There is no hard-and-fast rule about what percentage of the community's development should be directed into growth areas over the next 10 years. A reasonable objective would be for 70 percent to 80 percent of new development to occur within the designated growth areas. This would be consistent with the village-and-countryside pattern of development in Maine right into the 1960's and 1970's, until a sprawling pattern took firm hold in many Maine communities, including many in Northern Maine.

The growth area(s) designated to accommodate development typically are a small part of the town's total acreage. The actual amount will vary from town to town, depending on how much development is projected. A typical town in Northern Maine contains perhaps 35 to 40 square miles, or 22,000 to 26,000 acres. Present development (including commercial activity) probably does not consume more than 5 percent to 10 percent of the acreage.

Sufficient land needs to be included in the growth area(s) to provide future lot and home buyers with a choice and to allow the housing market to function. How much land should be in the growth area should be the planning committee's and the townspeople's decision. It should represent a relatively small percentage of the town's total acreage and be configured in a way that discourages sprawl. For example, a growth area that is "stripped" along the length of the town's major roadways would be unacceptable because it could not accomplish anything.

With these guidelines for designating rural and growth area(s) in mind, consider the characteristics of each area. Is the growth area an area to which the town should direct much of its development over the next 10 years? Does the growth area have the ability to absorb new development? Is the growth area generally free of severe environmental constraints? Conversely, are the characteristics of the growth area such that development should be directed away from it?

There are different kinds of growth areas (residential, commercial, and industrial), and different kinds of rural areas (agricultural and forest). Among growth areas, town officials may designate (for example) one or more types of residential growth areas, one or more types of commercial or industrial growth areas, traditional village areas, other mixed-use areas, and/or seasonal resort areas.

There also may be different shades of rural areas. In addition to resource protection areas (as in Shoreland zoning), for example, there may be areas with special natural or cultural features (e.g., the unique plant and animal habitat of the Woodland Bog, the old AVR abandoned railbed multi

use trail corridor, or scenic vistas), or areas with multiple environmental constraints (as shown on the development constraints map in the comprehensive plan), or with especially important farm or forest land. These may not merit the stringency of resource protection, but nevertheless warrant a level of conservation that can be achieved only if little development is allowed. Also, there may be rural areas that are not so constrained by environmental concerns, but, due to distance from public services, are best earmarked for low density residential activity, provided rural character can be maintained. There also may be areas that are not actually "rural" but that the municipal officials do not want subject to growth, for example, a historic building or site.

#### Growth Areas:

1. Have, or can efficiently obtain, public facilities and services.
2. Have natural characteristics suitable for development.
3. Are large enough to accommodate the expected growth over the next 10 years.
4. Are large enough to accommodate a variety of housing types.
5. Must be limited to a size and configuration that encourages compact rather than sprawling development.

#### Rural Areas:

1. Include important agricultural and forest lands.
2. Include large areas of contiguous, undeveloped land used by wildlife, for resource protection, and for outdoor recreation.
3. Include important natural resources and scenic open spaces.
4. May have very low densities of development interspersed among fields and woodlands.
5. May not include areas in which a significant portion of the community's development is planned to occur.

### **Woodland Proposed Land Use Plan**

The best land use plan will speak for itself. It will allow natural systems to perform their functions for the community. It will allow for the potential to gain a livelihood from the land. It will provide room for homes and jobs to grow within reach of town services. It will respect established neighborhoods and village centers and allow new ones to evolve. It will build in a variety of methods of transportation, with a pattern of development that makes the different choices viable. It will offer opportunities for residents to interact in places of commerce, culture, and recreation. It will provide places of solitude and natural beauty.

A map of the current land use has been included within this plan. (See Addendum #1). The Planning Board and the Select Board of Woodland would use this document to support any proposed "Growth and Rural" areas for Woodland. This narrative is not a zoning ordinance. Planning boards should recognize that the process of actually writing a zoning ordinance and preparing a zoning map requires flexibility. The proposed land use plan will be the foundation for revised or new ordinances. It will also be the part of the comprehensive plan that receives the most public

attention. Therefore, the planning board's intentions, while allowing flexibility in the final boundary lines and standards, should be stated and presented as clearly as possible.

On the proposed land use description, boundaries and details of the growth and rural areas are refined as necessary. Certain other physical features may also be displayed: for example, proposed new roadways or road extensions (if any), the location of a proposed commercial business or industrial park, major public open spaces, or major proposed town facilities.

The Town of Woodland should consider supporting the development of ordinance(s) similar to that of the Town of New Sweden that contains standards for: Site Design Review, Subdivision Review, Access Management, Off-Road Parking and Loading, Road Design and Construction, Aquifer Protection, Automobile Graveyards, Automobile Recycling Operation, and Junkyards, Building Code, Confined Animal Feeding Operations (CAFOs), Nutrient Management Plans, Financial Capacity, Financial Assurance, and Technical Capacity, Mineral Exploration and Extraction, Mobile Homes, Performance Guarantees, Signs, Wireless Telecommunication Facilities Siting, Cable Television, and Dogs, Kennels and Veterinary. There is a one (1) acre minimum lot size for residential and two (2) acre minimum lot size for commercial buildings. Various lot size requirements and setback requirements based on commercial, industrial, or agricultural uses and where they are locating within the community. Access to acreage that does not require the 150 foot road frontage to allow back lots to be developed. Access and roadways must meet all Maine Department of Transportation Access Management rules as well as adequate snow removal.

### **Woodland's Proposed Growth Use**

The Woodland Proposed Land Use delineated previously two distinctive areas called the "Growth" and "Rural" areas of town, as outline below. It should be noted that these areas are fluid and could expand and contract based upon growth pressure and the intent of the zoning ordinance.

- a. The "Growth" area in Woodland is defined as the area inside the "Colby Village Area" delineated on the proposed land use map (Colby Village area). Within this designated growth area are to be Village (V) zoning districts, with a mixture of residential and commercial business uses, and Shoreland zoning district(s).
- b. The "Rural" area is defined as that area outside of the Growth area and includes the Rural Residential- Farming District (RF), and the Resource Management (RM) districts.

The proposed land use plan today seeks to not have different designated area and sees the Town of Woodland with potential growth throughout the community. It is the one part of the comprehensive plan that residents will be sure to look at. It is important that it be legible and that its intentions be clear. Many residents will judge the comprehensive plan by this section of the plan alone.

As mentioned previously, the majority of the town's land area is rural, yet all areas may be viewed as growth areas. The principal use of this large land area should be for agriculture, forestry, rural type residence, and associated uses. Land use ordinances developed for rural areas (e.g., RF) by

municipal officials should limit the number of, size of, and type of commercial businesses allowed in these rural areas. Other specific purposes of this area should include conservation of natural resources, reduction of soil erosion, and the encouragement of appropriate recreational land use.

The development of land use regulations will go a long way towards helping townspeople shape the pattern of growth that occurs within the town over the next two decade. Through these regulations the quality of life, health, safety, environment, natural resources, community character, public services, and economic climate of Woodland can be protected for years to come.

### **Ordinance Preparation**

#### **Zoning Ordinance**

Based upon the previous Comprehensive Plan, Planning Board members sought to move forward in March of 2013 to bring forth to community residence the development of a community zoning ordinance for Woodland to support its growth and development with parameters that would attend to the maintaining of the land use principals outlined in the Comprehensive Plan. The Planning Board members were not successful in convincing residences that this was in the “best interest” of the town. Instead, fear associated with urban areas with significant zoning requirements created a level of fear and anxiety for residence that Woodland would go the way of over restricted use of landowners. Thus, the measure did not pass.

Based upon the Community Survey completed in May 2024, (See Addendum 2), that outlines the Survey questions and results, it is clear that the community’s feelings associated with having a zoning ordinance has changed to the point of reconsidering having this brought forth again to the Town of Woodland residence for consideration. Specifically, illegal dumping was viewed as a significant issue within the community having it place as 2<sup>nd</sup> on the listing of 8 items that community residence do not like about living in Woodland. It is also noted that no zoning is far less of an issue based upon survey results landing 7<sup>th</sup> out of 8 items for what residence like least about living in Woodland.

It is recommended that the Town of Woodland will develop a zoning ordinance, along with other land use regulations and the town's spending programs, will help to put the comprehensive plan into action. As part of the plan, inventories have been done that help to paint a picture of the internal and external forces that help to facilitate change in the town. Shaping that change into orderly, planned, and healthy growth is the purpose of the zoning ordinance.

State planning and enabling laws authorize the use of zoning on the local level and zoning is the most common means of regulating land use in the United States. The major purpose of zoning is to ensure that new development in a community meets consistent local quality standards and involves separating the town into land use zones or districts. In each district certain land uses are permitted outright or as special exceptions, and others may be prohibited. For instance, in a residential area an industry would not be permitted.

### **Woodland's Proposed Land Use Districts**



- Village District - (V)
- Rural Residential - Farming District - (RF)
- Trails Overlay District - (TD)
- Resource Management District - (RM)
- Historic - Cultural Overlay District (HC)

The new zoning ordinance should consist of two parts: a text and a map. The text explains the different land uses and districts, including permitted and conditional uses, minimum lot requirements, general development standards, and how the zoning process is to be administered. Each zoning district should have a brief paragraph that provides guidance on the purpose for which the district was established. The map reflects the land uses and shows the location of the districts for different types of land uses, such as agricultural, residential, resource protection, commercial, and industrial.

Woodland should draft a zoning ordinance to encourage development in the growth area of town on lots that are environmentally suitable, and discourage development in areas that are unsuitable for development due to poor soil or other environmental constraints whenever possible.

### **Site Design Review Ordinance**

As part of developing a town wide zoning the town should develop a Site Design Review Ordinance. A Site Design Review Ordinance is designed and intended for use by the town to review development projects that do not meet the legal definition of subdivisions. Projects may include convenience stores, industrial buildings, office buildings, motels, shopping centers, and so on.

Site design review serves two purposes,

- 1) to ensure compliance with local standards **prior** to a building permit, and
- 2) to anticipate development problems in order to negotiate solutions.

Procedurally, the process resembles subdivision review. Traditionally, the Planning Board is the natural choice for the review process. The participation of the Code Enforcement Officer (CEO) is also required in the review process.

Industrial and commercial development can have a significant impact on the public facilities and natural resources of the town. Title 30-A MRSA 4401-4407, (State Subdivision Guidelines) Review of Subdivisions, fails to provide sufficient authority to regulate potentially harmful development. It is the intent of a site design review ordinance to adequately regulate these forms of development within the town so that such developments will be designed and located in a manner that will have a minimal adverse impact on the natural environment; the town character; the tranquility, comfort, and contentment of the people; and at the same time protect the health, safety, and general welfare of the people. In addition, the ordinance seeks to conserve the town's natural beauty and visual and rural character by ensuring that structures, signs, and other

improvements, are sited and developed with due regard to the aesthetic qualities of the natural terrain and that proper attention is given to exterior appearances of proposed structures, signs, and other improvements.

### **Subdivision Ordinance**

Subdivision is the legal process of dividing land into smaller units. The creation of the smaller lots can have a major impact on a neighborhood's appearance and on the town's ability to provide services, such as education, fire, police, and sewers. The town's traffic patterns, utilities, natural resources, and tax base are also effected. A subdivision ordinance will help to assure that new buildings are properly placed on lots; existing traffic patterns are not hampered; there is adequate water supply and quality; on-site septic systems can be constructed; there is no undue erosion and sedimentation; storm water can be managed adequately; there will be no undue water or air pollution; there will not be an unreasonable burden on the town's solid waste management system; there will not be an adverse effect on natural, cultural, or aesthetic values; wetlands, rivers, streams, and brooks are protected; and that there are no spaghetti lots (greater than 5:1 lot ration of depth to width) created along shore frontage of great ponds, rivers, streams, and brooks.

The ordinance could established standards for the division of the lots and explains what services and amenities the subdivider must provide before any lots can be sold or constructed upon. A subdivision ordinance works hand in hand with the zoning ordinance and comprehensive plan to ensure that development occurs in an orderly and efficient manner. The zoning ordinance sets the desired density within particular zones and a subdivision ordinance sets the standards for developing the lots.

### **Application and Permits**

Prior to erecting or modifying a building, and before any roadway is constructed, the owner must file for a building permit. The Building Permit Application may be found in the Town Office at 843 Woodland Center Road. This application must include a scaled drawing of the site plan. The landowner must also file a Certification of Use and Occupancy specifying.

The Code Enforcement Officer is responsible for reviewing these documents. Permit review will include general considerations about soil suitability, prevention of erosion, maintenance of buffer zones, clustering of development sites, and safe exiting from and entering onto public roadways. The Ordinance also addresses preservation of scenic vistas, and archeological and historical sites.

The Ordinance prohibits development of any land designated as "shoreland" and defines a specific Shoreland Zone as follows:

- land area located within two hundred and fifty (250) feet, horizontal distance, of the normal high-water line of any great pond or river;
- land area within 250 feet, horizontal distance, of the upland edge of a freshwater wetland;
- land area within 75 feet, horizontal distance, of the normal high-water line of a stream or tributary stream.

#### Permits over the last 5-year period

| Year | Total number of permits |
|------|-------------------------|
| 2020 | 17                      |
| 2021 | 24                      |
| 2022 | 23                      |
| 2023 | 7                       |
| 2024 | 14                      |

No permit will be issued for construction of any kind in an area that is in a flood plain. The Town of Woodland maintains a map of all flood plain areas subject to restricted use.

Any Certification of Use and Occupancy Application that requests a use that is unlawful under Federal or State Law, or local ordinance will not be approved and the building permit will be rejected.

Prior to Occupancy, the Code Enforcement Officer will inspect the property and building, and issue the Certification, if appropriate. A temporary Occupancy permit may be approved in some situations, otherwise no occupancy will be permitted if construction is deemed in violation of the provisions of the Ordinance or Codes.

#### **Non-Residential Development Considerations**

Use of land for agriculture must comply with applicable laws, rules and standards including the Right to Farm Law and the Maine Nonpoint Source Control Program. Considerations include minimizing soil erosion, run off of nutrient enriched water, spreading and storage of manure. State agricultural standards for animal housing and units are incorporated by reference into the Ordinance.

The development of the Ordinance will include specific requirements for **Mineral Exploration and Extraction**. These provisions specify a minimum size of disturbance of ground surface area for exploration, a set back from adjacent roads for excavation, restrictions of disturbance of water sources, reclamation, etc., as specified in MRSA Title 38, ¶ 490-B.

**Housing development and multiple family dwellings** are addressed in the Ordinance. Development of a housing project must have two parking spaces per dwelling. There must be residential open space suitable for recreational use, and preservation of large trees, native plants and wildlife cover.

Plans for any **New Roadways** must be submitted to the Town Selectboard for approval. The Ordinance will require that a plan be drawn to specific scale and dimensions; and address curbs, storm drainage, width, subsurface, top layer, etc. The review process for approval includes considerations of the sizing and installation of new stream crossing

structures to ensure that they are not undersized or have hanging culverts that would fragment aquatic habitats by making species passage difficult or impossible. The review process will propose crossing structures using StreamSmart standards to safeguard Woodland's fisheries with future growth and development. Other specific requirements can be found in Chapter II Section V.C. of the Town's Shoreland Ordinance.

### **Mobile Homes and Recreational Vehicles**

A camper/RV may be parked on any lot as long as it is not used as living space, and may be occupied as living space for up to 3 weeks as long as adequate arrangements are made for waste disposal. If the Camper/RV is being lived in for a longer period there must be a permanent approval for subsurface waste water disposal system on site.

As part of the Ordinance development, it would include the Town of Woodland addressing the development of **Mobile Home and Seasonal Trailer Parks, and Campgrounds and/or Recreational Vehicle Parks**. This would support the town's review an application for the use of land as a park be submitted prior to such use, as well as for Mobile Home Park to conform to the provisions specified. Once a State license is obtained, and a review of the park's development plans by the Planning Board, it must then be approved by both the Code Enforcement Officer and the Town Selectboard, before the builder may move forward.

### **Wind Energy Systems**

The erection of a Wind Energy Conversion System of any size requires a building permit whether for new development or as an addition to already owned land or structure. The Ordinance will contain a review process, including the need for the Town Selectboard to hold a public hearing on these systems prior to approval. Design, aesthetics, safety, noise and compliance with setback provision considerations are paramount to approval.

### **Timber Harvesting**

A permit to harvest wood for sale requires a separate permit. Details regarding restrictions for clear cutting, maintaining buffers next to a boundary lines or public roads, construction of temporary skid trails and disposal of slash are included with the Timber Harvest application.

### **Residential Application Fees and Administration**

A fee is charged for applications for a residential Building Permit and Certification of Use and Occupancy. If the application contemplates an on-site subsurface disposal of sewage, the application must be accompanied with evidence of satisfactory subsurface soil conditions for drainage. It is the landowner's responsibility to arrange for and pay for a plumbing permit is available at the Town Office. The Code Enforcement Officer will

approve or deny the application within 14 days of receiving it. Failure to approve or deny within 14 days will constitute denial of the request.

If a building permit is being denied, the Code Enforcement Officer will notify the owner by certified mail of the reason for denial and specific violations of Ordinance, building code or laws; and tell the landowner of actions necessary to correct any violations. An appeal of the Code Enforcement Officer's determination may be submitted in writing to the Town Selectboard.

### **Non-Residential Land Use Applications**

If a person, firm, or developer is applying for a non-residential use, the application may require a pre-application conference with the Town's Planning Board. The meeting with the Planning Board must be accompanied with a written description of the scope of the project and other details as outlined in Chapter III, Section III of the Ordinance. An official Application For Preliminary Plan can be obtained from the Town Office. A request for Final Plan Approval must be submitted within 12 months of the initial Preliminary Plan Review. Approval, conditional approval or denial of the Final Plan will be issued within 45 days after application for a proposed development has been submitted. An addendum to the Ordinance provides a sample list of potential land uses which would require the Planning Board approval process noted in this paragraph.

An appeal from any order, relief, or denial of the Planning Board may be taken by any party to the Town's Board of Appeals (where applicable) or to Superior Court in accordance with the Maine Rules of Civil Procedure, Rule 80 B. The hearing before Superior Court will be a trial **de novo** without jury.

### **Land Use Analysis**

Woodland has an attractive future as a place to work, for the rural quality of life it has to offer, and for recreation and leisure-time activities. The town contains one distinct village area and two smaller clusters of residential and commercial development. The larger outlying areas have retained much of their rural character, despite some growing residential development pressure. The maps of current land use in Woodland and the information about development pressures will allow the municipality to effectively maintain existing land uses and prepare and plan for future land uses by prioritizing those areas of the community which are best suited for residential, commercial, industrial, agricultural, and public uses. The town should also identify other areas where little or no growth should be encouraged, such as areas unserved and unserviceable by internet/media, prime forest lands, prime agricultural lands, wetlands, areas of endangered natural resources, aquifers, etc. The present land use ordinance attempts to direct development in those areas in which it is suitable, and will be updated following the release of the Plan to more closely promote those newly identified town goals.

A majority of Woodland's open (undeveloped) land lies along the westerly edge of the town bordering Perham and in the northwesterly corner bordering New Sweden. This land is predominantly active farmland and abandoned farmland reverting to meadows, and forestlands. Many of the forestlands throughout this area and the township as a whole are associated with natural development constraints (e.g., wetlands, stream frontage, steep slopes, poorly drained soils, etc.,) that made these lands unprofitable to clear for farmland when Woodland and the region was expanding its agricultural base during the 1950's and '60's. Much of the open land in and around Woodland's "Village" areas and adjacent to developed segments of roads is comprised of farmland, meadows, or forestlands associated with the Caribou Stream and Deadwater Brook Watersheds.

The Land Use ordinance(s) is one means of implementing the comprehensive plan and is a legal tool which enables the town to exercise land use controls. The comprehensive plan provides the foundation for the Land Use ordinance(s). Specifically, the land use policies established in the comprehensive plan should be converted into land use regulations that will protect the residents and natural resources. A Land Use ordinance(s) is a dynamic document responding to the current conditions in Woodland with a plan for the future. It should not be so rigid that some changes cannot be made to benefit the town. Municipal officials should review the land use ordinances of neighboring communities to ensure they develop land use ordinances that are compatible with land areas that abut another town. The Land Use ordinance(s) is a powerful tool which can have a significant impact on the future of the town. What this impact will be can best be visualized by comparing the current conditions to how the town and its surroundings might look if developed under the Land Use ordinance(s). If the outlook for the town is not good, changes can be made.

Woodland's lack of townwide land use ordinances have left municipal officials with little ability to coordinate or direct the growth that has occurred within the township over the past decade. The result has been a rather spread out, random pattern of residential and commercial development that has sprung up along the town's major collector and arterial routes. Woodland's Building Ordinance has enabled municipal officials to gain some degree of control over building standards, minimum lot size, and frontage requirements. However, this building ordinance doesn't establish different dimensional requirements or standards to enable municipal officials to manage (or direct) growth in a manner that promotes cost effective delivery of public services and facilities. Local demographic information shows an increasing population in Woodland (6.6%) and municipal officials after reviewing the town's pattern of development and requirements of its building ordinance have indicated an interest in the development of some minimum land use zoning ordinances that fit the needs of this growing community only an arm's length from the economic hub of the County (Caribou-Presque Isle LMA). In addition, municipal officials have indicated a desire to develop subdivision and site design performance standards and regulations that are consistent with the goals, policies and strategies of this Plan.

Any improvement in regional economic conditions could have a ripple effect on residential growth and commercial land use expansion in Woodland. This growth would certainly be important to the town's future. However, having no control over where and what type of

development can occur could undermine the town's future. For instance, would a person be willing to make a major investment in a home not knowing that its value will be protected? Incompatible land uses can wreak havoc on residential property values or create potential nuisance conditions for commercial farming operations. These are some reasons for the need to consider some form of townwide land use regulation.

Town officials have an excellent opportunity to plan for the future. Residents must decide what they want the town to look like in the next 10 to 20 years. A wise and thoughtful approach to land use regulation can improve both the residential and commercial property values in the town and help maintain the town's rural character that residents so highly value. Woodland should consider revising its building ordinance in order to ensure that it is consistent with any proposed land use ordinances and to ensure safe and compatible housing for its residents. A set of flexible land use ordinances and an associated building permit system could raise resale values within the town, especially when new home buyers know that a dwelling meets a building code, is safe, and the adjacent land uses are reasonably compatible.

This plan does not provide detailed solutions for all of the community's land use problems and issues. It provides a starting point with the identification of many of the basic resource facts and local concerns so that the town's leaders, along with the residents, can have better information within one printed document for future decision making on some of the most pressing matters and issues. The use of this planning document can contribute to an improved quality of life for the residents of the town. Remember that help is available from many local and outside sources to assist with carrying out detailed actions to solve specific problems, such as, the Northern Maine Development Commission, the Natural Resource Conservation Service and the Maine Departments of Environmental Protection and Transportation. Finally, it is important to remember that this Plan is a dynamic document that should be flexible and be able to adjust to the forces of change that will shape development in Woodland and the surrounding region.

Whenever possible, Woodland leaders will make use of local and regional resources such as the Northern Maine Development Commission, the Natural Resource Conservation Service, and the Maine Departments of Environmental Protection and Transportation. Should a specific development opportunity arise, assistance in funding through State or Federal aid/grants, and cooperative resource pooling with surrounding towns will be sought.

## **Landowner Rights and Responsibilities**

The vast majority of the land in Woodland is in private ownership and will continue as such. The individual decisions of these landowners will play an important role in shaping the future of the Town. Public regulations such as a land use ordinance, subdivision regulation, and/or other land use criteria can accomplish some of the Town's goals. A cooperative effort

balancing the rights and interests of the individual landowners with those of the Town should be encouraged.

**Landowner Goal:** To assure that landowner property rights are respected, while at the same time encouraging these owners to work cooperatively with the Town to achieve the goals of the Plan.

| Policy | Strategy | Lead | Time frame |
|--------|----------|------|------------|
|--------|----------|------|------------|



|   |   |   |                        |
|---|---|---|------------------------|
| 1. Encourage landowners to view their ownership of the land as a form of stewardship in which they play a very important role in influencing the future of the land and the Town.                     | <p>Develop a report on the rights, interests and responsibilities of landowners for general distribution to include:</p> <ul style="list-style-type: none"> <li>a. The role landowners play in influencing the Town and land use decisions.</li> <li>b. A review of the Town's land use regulations and their impacts on landowners.</li> <li>c. Encouragement for landowners to seek information about planning from the Town, state and federal agencies, and organizations relating to how planning will impact their land.</li> <li>d. Language to create awareness of the residents as to the role landowners play in assuring the rural character of the Town.</li> <li>e. A formal statement on the role of agriculture and forestry in Woodland.</li> <li>f. The rights and responsibilities of landowners and land users in the proper use, maintenance and policing of private land.</li> </ul> | Planning Board and Select Board                             | On-going and as needed |
| 2. Assure that the Town's land use regulations do not impose burdens on the owners of large parcels for agricultural and/or forestry pursuit, except as may be required by state or federal mandates. | Develop a plan for the widespread distribution of the report to the current and new landowners.   | Select Board, Planning Board, Inland Fisheries and Wildlife | Mid-term               |
| 3. Encourage landowners to seek   | Attend to the develop a plan for the wide-spread  | Select Board, Planning                                      | Mid-term               |

|   |   |                                      |     |
|---|---|--------------------------------------|-----|
| assistance in planning for uses of their land in order to develop ways that will minimize negative impacts on the property.   | distribution of the report to the current and new landowners.   | Board, Inland Fisheries and Wildlife |     |
| 4. Encourage residents to join organized clubs and groups, such as the Nordic Lakers Club in Woodland, Caribou Snowmobile Club and Washburn Trailrunners Snowmobile Club regional Washburn ATV Club, Aroostook Valley ATV Club and the Caribou ATV Clubs, in order to assist in the proper use and maintenance of trails crossing private land. Landowners who experience problems should contact these groups for assistance in policing any problems. | Support the creation of a Recreation Committee to attend to details and plans for the Board to consider | Select Board                         | TBD |

## Existing and Future Land Use

The use of the land in Town is one of the most important components of the Plan. From past and present land uses, the location and the amount of land available for particular purposes can be determined. Since the Plan and its policies are a long-range guide for the growth and development of Woodland, it has to be flexible and able to adapt to unforeseen changes and demands. The Woodland planning program inventoried forest lands, soil types and characteristics, natural resources, transportation networks, housing needs, demographics, the local and regional economy, and public facilities and services. These inventories were then analyzed as they relate to the various land uses and put into a Land Use Plan. Implementation of the Land Use Plan is accomplished through the policies and strategies.

The following is an overall framework of policies and strategies to make intelligent and informed decisions within which adjustments can be made to the inevitable changes.

**Future Land Use Goal:** To have orderly growth by ensuring that adequate land, services and regulations are available and wisely used. As well as the development of policy and/or ordinance to allow for back lot development throughout Woodland.

| Policy | Strategy | Responsibility | Time frame |
|--------|----------|----------------|------------|
|--------|----------|----------------|------------|

|   |  |   |            |
|---|--|---|------------|
| 1. Strive to maintain and protect the traditional character (both urban and rural) of the Town of Woodland. | 1. Development of Land Use Ordinance(s) to include sections on installation of solar panels and incentives for new building growth in the village (near the B & A Trail at Station Road) and the four-corners areas. | Planning Board and Code Enforcement Officer   | On-going   |
|   | 2. Streamline and digitize forms required by the ordinance(s) to apply for and require land use permits.   | Planning Board and Town Clerk   | Short term |
|   | 3. Review and update, as needed, the Shoreland Zoning and Subdivision Ordinances.  | Planning Board and Code Enforcement Officer   | Short term |
|   | 4. Work to develop a policy or ordinance that supports easy access to back lot properties for residential use.   | Planning Board and Select Board   | On-going   |
|   | 5. Work to control the type, scale, location, character and arrangement of new development projects as a means of influencing impacts and types of growth.   | Planning Board, Select Board, Code Enforcement Officer and Environmental Protection Agency (MDEP) | Short term |
|   | 6. Maintain an open dialogue with the surrounding communities concerning regional land use and environmental issues (such as surface waters and aquifer protection).   | Select Board  | Midterm    |

|  |   |   |            |
|--|---|---|------------|
|  | 7. Inventory all available property that is publicly owned in the village area (or throughout the Town) and explore the potential reuses of these parcels.  | Select Board, Planning Board and Code Enforcement Officer | On-going   |
|  | 8. Inventory and update maps of the Town's land use as Residential, Commercial, Industrial, Public, Agricultural, Forest/Wood Lots, and Vacant (as defined in the Land Use Plan section of the Comprehensive Plan), to provide guidance in planning grow areas and updating the Land Use Ordinance. | Planning Board and Select Board                           | On-going   |
|  | 9. Review and update the Land Use Ordinance as needed.  | Planning Board and Select Board                           | On-going   |
|  | 10. Review and update, as needed, the subdivision ordinance.  | Planning Board and Select Board                           | On-going   |
|  | 11. Review standards in land use regulations to ensure that they protect the desired character of Town. Amend ordinances as needed.   | Planning Board and Select Board                           | On-going   |
|  | 12. Review the need for a system of impact fees for new development that would require developers to "pay their own way," in part or in full, for infrastructure such as roads, traffic control devices, and/or sewerage.   | Planning Board and Select Board                           | On-going   |
|  | 13. Recognize the importance of multiseason multi use trails when reviewing subdivision applications. Ensure that the impact of new development on the trail system is minimal.   | Planning Board and Select Board                           | Short term |
|  | 14. Town officials will track new residential development in Woodland during the next five years.   | Planning Board and Select Board                           | On-        |

|  |   |  |       |
|--|---|--|-------|
|  | Development will be mapped on a lot line base map in order to determine where growth is occurring. If the |  | going |
|--|---|--|-------|

|  |   |               |               |
|--|---|---------------|---------------|
|  | <p>development is occurring in a small portion of the community, or if there are significantly changed conditions beyond the original projections, the planning board will review all ordinances and policies and make recommendations for changes to strengthen these items. These changes may include but not be limited to the designation of a growth area and the creation of a zoning ordinance as opposed to a land use ordinance. Changes will be submitted to the Selectboard and the Town's Legislative Body for their approval</p> |               |               |
| <p>2. Reinforce rural areas by accommodating growth in a manner that enhances the environment and the site, upgrades the physical condition of structures and public improvements and protects the natural and cultural resources.</p> | Same as above   | Same as above | Same as above |
| <p>4. Ensure compact growth in areas by trying to avoid continuous "strip" development.</p>  | Same as above   | Same as above | Same as above |

|   |   |   |               |
|---|---|---|---------------|
| 5. Encourage growth while ensuring that adequate services and land use regulations are in place.  | Same as above   | Same as above                               | Same as above |
| 6. Work to guide growth into those areas where it can best accommodate and serve while discouraging growth in areas not well suited for development.                | Same as above   | Same as above                               | Same as above |
| 6. Work to develop a means of purchasing back lot land and have access to it that is not limited by the requirements of the State of Maine regulations of land use. | Work to develop a policy or ordinance that supports easy access to back lot properties for residential use. | Planning Board and Code Enforcement Officer | Short term    |

## Transportation

Transportation networks tie a community together and link the town to the surrounding region. Local roads should provide safe, reliable access to work, schools, shopping and residences. The livelihood of the town depends on how goods and services are imported and exported. In addition, the location and size of the town affects the modes of transportation available for traveling long distances.



Transportation networks are also important to the economic growth of the community in providing needed access to goods and services not found in the town. Roads into and out of the town are the main mode of transportation in nearly all rural areas and the condition of these roads is very important. Lately, the state government has realized the great expense needed to improve our interstate highways. If the condition of any state highway or bridge is not adequate, then it is up to the community to make its needs known to the state highway department and state representatives. The information provided in this section will assist Woodland in assessing those needs.

A safe, efficient transportation system is essential to the smooth functioning of the community. The location and quality of the local street system will have a major impact on where future growth is likely to occur. Transportation links to the outside world greatly influence the potential for economic growth, in as much as, the costs of transportation are an important factor for new businesses in searching for a location.

### **Historical Overview**

(From: 115 years in Woodland by the Woodland Historical Society)

Previous to 1860 there was no roads anywhere in the Township of Woodland, and there was only a logging road leading from Caribou to the east line of the Town. When the first clearing was made in Woodland, both Perham and New Sweden were wilderness townships and had not even been lotted for settlement. In 1859 after the town was surveyed by Lore Alford, Fred Lufkin, Ximenes Philbrick, Benjamin and Moses Thomas, and Edward Washburn arrived; but the first settler to bring his family and remain was Ephriam Barnum. In 1860 a road was laid out by the County Commissioners running from Caribou through Woodland and Perham and away on through the wilderness until it struck the road leading from Ashland to Fort Kent in Township 14 Range 6. The road was built through the two towns of Woodland and Perham, but was never continued farther than the west line of Perham owing to the opposition of the proprietors of the wild lands in T14 R5 and T14 R6. This road runs nearly through the center of Woodland and is known as Woodland Center Road.

The northern part of Woodland, as late as 1870, was nearly all wilderness with only a few hardy settlers scattered through the forest. William Cochran, William Forman and Obadiah Skidgel were some of the first to build cabins and clear land. In an Historical Oration given by Hon. W.W. Thomas, founder of New Sweden, at its 10th celebration, we are told that George F. Turner came from Augusta in 1861. He took up lot No. 7 in Woodland and lived there for 7 years. But there were no roads and the isolation forced him and his wife to abandon their clearing. His rough woods track was the only way for the Swedish settlers to travel when they came to settle in New Sweden. His old tote road running down from Lot 7 to Philbrick's Corner is the present New Sweden Road.

On the south side of town the first settlers came over what is now called the Tabor Road from Washburn. They traveled through the "Deadwater" Road to join the Woodland Center

Road in order to get out of Caribou. The road from Caribou to Washburn was started as early as 1850, and a branch road toward Perham leading through Woodland was laid out in the 1870's. John Guiggey settled on the lot that is now the Stanley Cloney farm and the Tabor Road was his only way out to civilization. Ruel Philbrook and W. Everett and a Smith family took up lots west of Guiggey, and logging roads were soon opened up.

The early settlers often received their lots in return for road building. They also worked off part of their taxes by doing road work. The township was organized as a Plantation in 1861, but the outbreak of the Civil War put a check to immigration. So town planning and road work were slowed down. By 1875 records were kept of town affairs and nine road commissioners were appointed and a Surveyor of Highways, as follows, "Charles Carlton, surveyor of Highways; Road Commissioners George Ross, Leslie Bearce, Christopher Orr, William Everett, Andrew Wiren, Charles E. Washburn, Elisha Brown, and Obadiah Skidgel."

The early roads were built by laying logs across the road bed in swampy places, but by 1912 the townspeople voted to tear up the "corduroy" and replace it with rocks and gravel on the Deadwater and Randall roads. Highway taxes were worked at the rate of 20 cents per hour (in 1876) per man and also for a yoke of oxen; 30 cents per hour was paid for a pair of horses. "Winter Breaking" was another road expense. Teams of horses plowed the snow and in the 1920's and 30's "rollers" packed down the snow, providing a firm road for sleds and sleighs. By 1942 all the roads were plowed for automobile travel.

As far back as 1876 the inhabitants of Woodland were thinking of railroads, but they were not ready to spend any money on projects proposed. They voted down an article to raise funds for the Aroostook River Rail Road and again in 1887 they voted down a proposal to raise \$2000.00 for *the aid of the Northern Maine Railroad, and in 1895 the Bangor and Aroostook Railroad Company.*

Many small towns voted to assume financial obligation through County money; and the B&A proved to be so successful that it took off the hands of the people of Aroostook the entire burden of indebtedness within a very short time. Soon lumber and potatoes were rolling out of Woodland to many markets, and passenger service was started. In the records of the First Baptist Church of Woodland at an Organizational Meeting, there is mention made of an announcement that there was to be a flag-station on the Ogren Road Siding of the B&A. That was in 1910; by 1911 plans were underway to extend the Aroostook Valley Electric Railroad through Woodland. The townspeople voted to buy \$7,000.00 worth of stock of the company and the railroad was laid! Many of the young people then traveled by electric trolley to high school.

The passenger and freight train ran down from New Sweden to Colby Siding, thence to Carson Siding where passengers for Caribou had to change cars, for the direct line went through to Washburn and Presque Isle.

After the arrival of the A.V.R., Colby Siding began to grow. Carl Johnson in 1910 built the first store which is now Verner Peterson's. In 1917 Albert Carlson built a store across the tracks. It later became Albert Anderson's Store; until it burned. There was a grist mill built in 1918, also by Carl Johnson; but the big undertaking was a light and power plant built in 1920. Six men, C.H. Carlson, Carl Johnson, Frank Anderson, Colby Buzzell (for whom the siding had been named) Albert Anderson and John Carlson provided the finances and from then on the Colby people had electric lights and power. The first Colby saw mill was built by C.H. Carlson in 1920; it later burned. He also ran a planing mill. In 1928 Frank and Albert Anderson, Colby and Ralph Buzzell, and C.H. Carlson took over the grist mill. As the years have rolled by, grist mills have become a thing of the past.

The bringing of the A.V.R. to Woodland was a great step forward. Many citizens worked hard to get it put through and some of the sidings were named after them, as Margison, Colby, Sands, Caron and Fox.

### **Woodland's Roadways**

The public roads in Maine are classified into three categories based on the needs served by those roads. They are arterial, collector, and local. In total, Woodland has 52.20 miles of roadway. With routine maintenance, the scraping back of the shoulder build-up, and the cleaning of the ditches, the life of the roadway surface can be prolonged and will save money.

Woodland has only 3.94 miles of arterial roads (Route 161). Arterial roads are the most important travel routes in the state. They carry high-speed long-distance traffic and attract a significant amount of federal funding. They usually carry interstate or US Route traffic and are more likely to be well maintained for the public's use.

There are 15.95 miles of collector roads (Rt. 164 and Rt. 228 make up 6.54 miles, with the Colby Siding Road, Perham Road and Tangle Ridge Road making up 9.41). Collector roads, sometimes called "feeder roads", are major roads that collect or "feed" traffic to the arterial roads and are maintained by the State. The exception is in 2020, the State of Maine transferred the Cody Siding Road to the Town of Woodland to maintain. They serve places of lower population densities and are somewhat removed from main travel routes.

There are 36.57 miles of local roads. Local roads or town roads include all public roads not within the arterial or collector category. These roads are maintained by Woodland for local service use and provide service to adjacent land areas and usually carry low volumes of traffic. Since the last Comprehensive Plan completed in 1997, the gravel roads have changed in the Town of Woodland from a total of 7.05 miles. The Skidgel Road, Rabbitt Ridge Road, Monson Road, Luftkin Road and the Coby Street, to 9.25 miles of gravel roads which include the past Skidgel Road, Rabbitt Ridge Road, the Luftkin Roads. Other roads with gravel are the Bondeson Road, Fowler Road, Russel Road and the majority of the Langley Road. The impact is even greater when it is recognized that the Monson Road and Colby Street no longer exist. The difference in total miles now gravel in the Town of Woodland has grown

by 2.68 miles on highly populated local roads. This has created a great deal of concern within the community that is seeking to minimally maintain its population growth, but to expand it in adding more livable residential capacity within the community.

### Woodland's Road Mileage Inventory, 2020

| Road Name  | Arterial    | Collector    | Local        | Total        |
|--|-------------|--------------|--------------|--------------|
| Route 161 (New Sweden Road)                          | 3.94        |              | 3.94         | 3.94         |
| Route 164 (Washburn/ Caribou Road)                   |             | 0.60         |              | 0.60         |
| Route 228 (Woodland Center Road)                     |             | 5.94         |              | 5.94         |
| Bondeson Road – gravel .66                           |             |              | 0.67         | 0.67         |
| Davis Road   |             |              | 2.43         | 2.43         |
| Skidgel Road (gravel)                                |             |              | 1.26         | 1.26         |
| Morse Road   |             |              | 1.35         | 1.35         |
| Beckstrom Road                                       |             |              | 1.48         | 0.42         |
| Thomas Road  |             |              | 2.03         | 2.03         |
| Brown Road   |             |              | 2.27         | 2.27         |
| Pratt Road   |             |              | 1.44         | 1.17         |
| Colby Siding Road                                    |             | 3.30         |              | 3.30         |
| Rabbitt Ridge Road (One mile gravel) / McIntyre Road |             |              | 2.90         | 2.90         |
| Fowler Road (gravel)                                 |             | 2.08         |              | 2.08         |
| Thibodeau Road                                       |             |              | 2.27         | 2.27         |
| Tabor Road   |             |              | 0.41         | 0.41         |
| Langley Road (gravel 2.42 miles)                     |             | 3.42         |              | 3.42         |
| Church Street  |             |              | 0.36         | 0.36         |
| Sealand Road   |             |              | 1.24         | 1.24         |
| Margison Road  |             |              | 3.05         | 3.05         |
| Tangle Ridge Road                                    |             | 0.84         |              | 0.84         |
| Luftkin Road (gravel)                                |             |              | 1.26         | 1.26         |
| Lantz Road   |             |              | 1.10         | 1.10         |
| Goodwin Road   |             |              | 0.69         | 0.69         |
| Perham Road  |             | 5.27         |              | 5.27         |
| Everett Road   |             |              | 0.62         | 0.62         |
| Russel Road (gravel)                                 |             |              | 0.57         | 0.57         |
| <b>Total by Class</b>                                | <b>3.94</b> | <b>21.45</b> | <b>31.34</b> | <b>52.52</b> |
| <b>Total</b>   |             |              | <b>52.52</b> |              |

Sources: Maine Department of Transportation and Town of Woodland 2020

### Problem Areas

The following areas have been observed and identified as potential trouble spots and should be reviewed in the context of this comprehensive plan's strategies. Limited sight distances, improperly designed intersections, drainage problem areas, and other problem areas have been identified. Through the drafting of policies and the application of strategies, these potential problem areas could be addressed. These problem areas include:

1. Areas with travel problems:

- The now gravel roads of the Fowler and Langley roads that connect the community between Rt 228 and the Carson Siding Road
  - Tires, ball joints and dust
- Davis Road far too many pot holes
- Tabor Road
- Russel Road is mostly gravel

2. Areas with drainage problems:

- Morse Road the ditches are not done
- Woodland Center Road

3. Areas with snow drifting problems:

- A. Morse Road
- B. Davis Road
- C. Carson Road by the Everette Road

Trees could be planted in areas around the Town with excessive roadway drifting. Most of the problem areas are usually along farmland with the remaining along inactive open space. A buffer strip of staggered trees could act as a snow fence and help prevent drifting (and add to the aesthetics of the area).

4. Other issues:

- A) Route 228 in front of the Woodland School and Town Office due to its location at the bottom of the hills as well as the tenancy of traffic picking up children after school lining up by the side of the road since the school driveway cannot accommodate them.
- B) Lack of a break down lane or edge on high traffic roads such as Route 228, especially where the Town Office and the Woodland Elementary School.

### **Traffic Accident Reports 2020-2023**

Accident data for the intersections and the roadways in Woodland are maintained by the Maine Department of Transportation. The information supplied by the Department is extremely detailed and comprehensive. The following is a summary of the accident data from January 2020 to December 2023. The full data report will be available at the town office for a more in depth review.

## Route 161

High accident data for the years reflects there were no locations on Route 161 with critical rate factor indexes of 1.00 or greater. Critical rate factors (CRFs) are computed for each accident location. The CRF is a comparison of the actual accident rate to the expected accident rate based on road type, vehicle miles traveled, and statewide average accident ratio. A CRF of 1.00 or greater indicates an accident rate higher than should be expected at that location based on statewide data. Route 161 extends 3.94 miles through Woodland running South to North in the northeastern portion of the town from the Caribou city line to the New Sweden townline. There have been twenty-three (23) reported accidents during the study period in which one person was incapacitated, 4 were non-incapacitated, 3 had possible injuries, and 15 involved property damage. All of the accidents can be attributed to human or vehicle factors. The accidents were:

### Route 161 Accidents, 2021

| Location                             | Accidents | Critical Rate Factor |
|--------------------------------------|-----------|----------------------|
| At Intersection:                     |           |                      |
| Margison Rd and New Sweden Road      | 1         | 1.10                 |
| Bechstron Road and New Sweden Road   | 1         | 0.00                 |
| Goodwin Road and New Sweden Road     | 1         | 0.00                 |
| Thomas Road and New Sweden Road      | 1         | 0.00                 |
| Coby Siding Road and New Sweden Road | 1         | 1.47                 |
| Sealander Road and New Sweden Road   | 1         | 0.00                 |
| Brown Road and the New Sweden Road   | 1         | 0.00                 |
| Between Road Segments:               |           |                      |
| Woodland and New Sweden Town line    | 2         | 1.58                 |
| Woodland and Caribou Town Line       | 2         | 0.00                 |
| Total                                | 11        |                      |

Source: Maine Department of Transportation

| Month     | 2020 | 2021 | 2022 | 2023 | Total |
|-----------|------|------|------|------|-------|
| January   | 1    | 1    | 0    | 0    | 2     |
| February  | 1    | 1    | 1    | 1    | 4     |
| March     | 0    | 2    | 0    | 0    | 2     |
| April     | 0    | 0    | 0    | 0    | 0     |
| May       | 2    | 1    | 0    | 1    | 4     |
| June      | 0    | 0    | 0    | 0    | 0     |
| July      | 0    | 0    | 1    | 0    | 1     |
| August    | 0    | 0    | 0    | 0    | 0     |
| September | 0    | 2    | 2    | 1    | 5     |
| October   | 1    | 0    | 1    | 1    | 3     |
| November  | 1    | 4    | 0    | 0    | 5     |
| December  | 0    | 0    | 2    | 0    | 2     |
| Total     | 6    | 11   | 7    | 4    | 28    |

Source: Maine Department of Transportation

### Route 164

High accident data for the years 2020 through 2023 reflects there were no locations on Route 164 with critical rate factor indexes of 1.00 or greater. Critical rate factors (CRFs) are computed for each accident location. Route 164 extends 0.60 miles through Woodland running North to South in the southeastern portion of the town from the Caribou cityline to the Washburn townline. There have been three (3) reported accidents during the study period in which one person was non-incapacitated and 2 involved property damage. All of the accidents can be attributed to human factors. The accidents were:

### Route 164 Accidents, 2021-2022

| Location                         | Accidents | Critical Rate Factor |
|----------------------------------|-----------|----------------------|
| At Intersection:                 |           |                      |
| Thibodeau Road and Washburn Road | 1         | 1.73                 |
| Washburn Road                    | 1         | 0.00                 |
| Between Road Segments:           |           |                      |
| Caribou and Woodland town line   | 1         |                      |
|                                  | <hr/>     | 0.00                 |
| Total                            | 3         |                      |

Source: Maine Department of Transportation

| Month     | 2020 | 2021 | 2022 | 2023 | Total |
|-----------|------|------|------|------|-------|
| January   | 1    | 0    | 1    | 0    | 2     |
| February  | 0    | 0    | 0    | 1    | 1     |
| March     | 1    | 0    | 0    | 0    | 1     |
| April     | 0    | 0    | 0    | 0    | 0     |
| May       | 1    | 0    | 0    | 0    | 1     |
| June      | 0    | 1    | 1    | 0    | 2     |
| July      | 1    | 0    | 0    | 0    | 1     |
| August    | 0    | 0    | 0    | 0    | 0     |
| September | 0    | 0    | 0    | 0    | 0     |
| October   | 0    | 0    | 0    | 0    | 0     |
| November  | 0    | 0    | 0    | 0    | 0     |
| December  | 0    | 0    | 0    | 0    | 0     |
| Total     | 4    | 1    | 2    | 1    | 8     |

### Route 228

High accident data for the years 2020 through 2023 reflects there were six locations on Route 228 with critical rate factor indexes of 1.00 or greater. Critical rate factors (CRFs) are computed for each accident location. There are six locations along Route 228 with critical rate factors greater than 1.00. Further study by the Town and the MDOT may be warranted at these locations to determine whether the design or condition of the road had an impact on these accidents. Route 228 extends 5.94 miles through Woodland running East to West in the central portion of the town from the Caribou city line to the Perham town line. There have been twenty (20) reported accidents during the study period in which five people were non-incapacitated, 2 had possible injuries, and 13 involved property damage. All of the accidents can be attributed to human or vehicle factors. The accidents were:

### Route 228 Accidents, 2023

| Location                               | Accidents | Critical Rate Factor |
|--|-----------|----------------------|
| Intersection                           |           |                      |
| Woodland Center Rd and Brown Road      | 1         | 0.00                 |
| Woodland Center Road and McIntyre Road | 1         | 1.93                 |
| Report Description                     |           |                      |
| Woodland Town line with Caribou        | 2         | 0.00                 |



|                             |   |      |
|-----------------------------|---|------|
| Perham / Woodland town line | 1 | 0.00 |
| Total                       | 4 |      |

Source: Maine Department of Transportation

| Month     | 2020 | 2021 | 2022 | 2023 | Total |
|-----------|------|------|------|------|-------|
| January   | 1    | 1    | 0    | 0    | 2     |
| February  | 1    | 1    | 1    | 1    | 4     |
| March     | 0    | 2    | 0    | 0    | 2     |
| April     | 0    | 0    | 0    | 0    | 0     |
| May       | 2    | 1    | 0    | 1    | 4     |
| June      | 0    | 0    | 0    | 0    | 0     |
| July      | 0    | 0    | 1    | 0    | 1     |
| August    | 0    | 0    | 0    | 0    | 0     |
| September | 0    | 2    | 2    | 1    | 5     |
| October   | 1    | 0    | 1    | 1    | 3     |
| November  | 1    | 4    | 0    | 0    | 5     |
| December  | 0    | 0    | 2    | 0    | 2     |
| Total     | 6    | 11   | 7    | 4    | 28    |

### Selected Roads

High accident data for the years 2020 through 2023 reflects there were five (5) locations on selected roadways with critical rate factor indexes of 1.00 or greater. Critical rate factors (CRFs) are computed for each accident location. The CRF is a comparison of the actual accident rate to the expected accident rate based on road type, vehicle miles traveled, and statewide average accident ratio. A CRF of 1.00 or greater indicates an accident rate higher than should be expected at that location based on statewide data. There are five locations along the selected roads with critical rate factors greater than 1.00. Further study by the Town and the MDOT may be warranted at these locations to determine whether the design or condition of the road had an impact on these them). The following is a summary of the accident data from January 1, 2019 to March

2024. accidents. The selected roads are the other roads than traverse Woodland of Rt 161, Rt 164 and Rt 228, show a total of that from 2020 to 2023, these three main arteries within the Town of Woodland maintained by the Maine DOT has 64 accidents. Accident data for Woodland is provided by the Maine Department of Transportation.

### Bridges

There are 351 bridges in the northern Maine area, two (2) of which are located in Woodland. Both bridges in Woodland are owned by the Maine Department of Transportation

(MaineDOT) who is responsible for their maintenance. Bridges are generally in very good condition and the location of bridges in Woodland are as follows:

### Bridge Inventory, 2020

| No.                     | Bridge Name   | Location           | Length |       |
|-------------------------|---|--------------------|--------|-------|
| <b>Maintained/Owned</b> |   |                    |        |       |
| 0118                    | Nadeau Crossing (2-6' culverts), S. Branch Caribou Stream | McIntyre Road      | 12'    | Town  |
| 0119                    | Caribou Stream #2 (2-6' culverts)                         | Thibodeau Road     | 12'    | Town  |
| 0120                    | Thibodeau, S. Branch Caribou Stream (2-14' culverts)      | Thibodeau Road     | 17'    | Town  |
| 2162                    | Colby Road, Caribou Stream                                | Colby Road         | 35'    | Town  |
| 3826                    | Deadwater Brook   | Perham Road        | 24'    | State |
| 3705                    | Eddy, Caribou Stream                                      | Woodland Ctr. Road | 30'    | State |
| 3704                    | Factory Brook (1-6' culvert)                              | Woodland Ctr. Road | 18'    | State |
| 0160                    | Sealander Brook #2  | Goodwin Road       | 25.3'  | Town  |
| 6363                    | Fowler Road (2-14' culverts), S. Branch Caribou Stream    | Fowler Road        | 12'    | Town  |
| 6382                    | South Branch Caribou Stream                               | Langley Road       | 21'    | Town  |

There are also 10 railroad bridges as part of the AVR system and one bridge associated with the Bangor and Aroostook Railway at Ben Thomas Siding.

### Culverts

Maine Department of Transportation (DOT) has identified one (1) large culvert in town. MaineDOT defines a large culvert as a pipe or other structure that has a clear span between 5 and 10 feet, or multiple pipes or structures with a combined opening between 19 and 80 square feet in area. They were formally known as a “strut.” One large culvert are located on Route 161, .06 of a mile northeast of the Goodwin Road intersection and rated in Poor condition. This culvert was replaced by MaineDOT beginning in 2019 and completed in 2022.

### Environmental Concerns

Habitat fragmentation can result from roads and other transportation facilities and is likely occurring in Woodland. Poorly maintained culverts and water crossing structures can physically block fish passage and/or result in increased flow velocities that cause excessive channel scouring, bank slumping and flows that limit fish and aquatic invertebrate passage in streams and which can lead to local extinctions of fish species. Current practice calls for a doubling in the size of culverts when they are replaced to allow for fish passage and allowance for flooding clearance.

Maine Department of Inland Fisheries and Wildlife (IF&W) recommends, when repairing and replacing culverts, to do so with structures with a span of 1.2 times the bank’s full width to comply with the Army Corps of Engineers category 1 permit requirement. In addition, IF&W recommends using bridges, three-sided box culverts and open bottom arch culverts

instead of pipe style culverts because they utilize the brook's natural stream bottom and provide fish spawning and nursery habitat. The Town should implement these recommendations where feasible.

Nineteen (19) culverts were surveyed in Woodland of which seven (7) (or 37%) were considered to be blocking fish habitat. These culverts are located throughout the community (both state and local road) and town officials should consider utilizing this data to upgrade and increase the size of culverts to improve stream flow and fish passage as part of their normal culvert replacement program. Town officials should prioritize stream crossings that have been identified as barriers to fish and wildlife passage, and apply for grant funding to help offset the cost of replace these crossings.

### **Traffic Flow and Counts**

The MaineDOT's Traffic Engineering Division and Traffic Monitoring Section is responsible for the collection of all types of traffic data and maintenance of a statewide traffic volume database.

The following tables show traffic counts for Woodland between 2009 and 2024. MaineDOT completed counts on three (3) different roads in town. Route 161 has the highest traffic counts in Woodland, which isn't surprising as it is a major north-south route in Aroostook County. Route 161, at the Woodland townline, had the highest Average Annual Daily Traffic (AADT) count with 3,198 in 2024 as compared to 2,190 in 2009.

It is noted that even some of the State covered roads in Woodland are not being well maintained or using the tools normally used for traffic counts, specifically Rt. 228 which is not been counted for several years. The Carson Road has also had no count for several years, though the road has been well maintained by the DOT.

Other smaller road has no count at all for over 20 years plus. This suggests that there is not a good communication between the MaineDOT and the Road Commissioner for the Town of Woodland to outline what the data needs are for the town.

#### **Town of Woodland Road Count Report 2015-2024**

| <b>Road</b>   | <b>Location</b>   | <b>2009</b> | <b>2023 -2024</b> |
|---------------|---|-------------|-------------------|
| Rt. 161       | New Sweden Road   | 2,190       | 3,198             |
| Rt. 164       | Washburn / Caribou Road   | 1,859       | 1,660             |
| Rt. 228       | Woodland Center Road  | 1,040       | Not Available     |
|               |   | <b>2009</b> | <b>2012</b>       |
| Bondeson Road | Off of the Margison Road,<br>connects Woodland to New<br>Sweden | 111         | 99                |

|                                   |   |                   |                      |
|-----------------------------------|---|-------------------|----------------------|
| Beckstrom Road                    | Off of Rt. 161, North of Margison Road                                  | No Data           | No Data              |
| Brown Road                        | Between Rt. 161 and Rt. 228, west of Caribou Town line.                 | No Data           | No Data              |
| Carson Road                       | From Rt. 164 toward Perham  | No data           | No data              |
| Church Street                     | By the 4-Corners of the Carson and Tabor Roads.                         | 56                | <b>In 2018</b><br>47 |
| Coby Siding Road                  | Off of Rt. 161  | 210               | 530                  |
| Davis Road                        | Between Rt. 228 and the Carson Road, west of the Langley Road           | No Data           | No Data              |
| Everett Road                      | West of the Tabor Road  | No Data           | No Data              |
| Fowler Road                       | Between Rt 228 and Carson Road, West of the Thibodeau Road              | 133               | 90                   |
| Goodwin Road                      | Connector between the Coby Siding Road and Rt. 161.                     | 266               | 254                  |
| Langley Road                      | Between 228 and Carson Road, west of the Fowler Road                    | 140               | 130                  |
| Luftkin Road                      | Connector between Rt 228 and the David Road                             | No Data           | No Data              |
| Margison Road                     | Off of Rt. 161, North of the Pratt Road.                                | 135               | 154                  |
| Morse Road                        | Off of the Margison Road, north of the Skidgel Road                     | No Data           | No Data              |
| Perham Road                       | Connector between Coby Siding Road and Erickson Road                    | No Data           | No data              |
| Pratt Road                        | Off of Rt. 228, connects with Coby Siding Road, west of the Brown Road. | No Data           | 159                  |
| Rabbit Ridge Road / McIntyre Road | Office of Rt 228  | No data           | 76                   |
| Russel Road                       | Dead end road off of the Carson Road                                    | No data           | No data              |
| Sealander Road                    | Office Rt. 161  | No data           | No data              |
| Skidgel Road                      | Connect Coby Siding Road to Margison Road                               | 2012 only –<br>56 | No data              |
| Tabor Road                        | West of Washburn Road   | 206               | 184                  |
| Tangle Ridge Road                 | Connection between the Pratt Road and Erikson Road in New Sweden        | 78                | No data              |
| Thibodeau Road                    | Between Rt 228 and Carson Road, west of Caribou                         | 128               | <b>2015 – 119</b>    |

|             |  |         |         |
|-------------|--|---------|---------|
| Thomas Road | Connects Coby Siding Road to the East Road, North of the Brown Road. | No data | No data |
|-------------|--|---------|---------|

*Maine Department of Transportation 2024*

### **Speed Limits**

High speed traffic, although important in getting goods to market quickly and efficiently, also detracts from the rural character of a town. It is not unusual to see speed limits in excess of 50 MPH through some more populated residential areas. The exception is in front of the Woodland Consolidated school during school admission and release time to 15 MPH.

### **Traffic Lights**

There are no traffic lights in Woodland, and none are planned for the next 10 years.

### **Parking**

In many cases, small lot sizes and the location of buildings to roads leave insufficient parking or loading space for residential, public, and commercial uses. Consequently, parking may occur on road shoulders, or on the roadway itself, creating congestion and a potential hazardous situation.

Parking in Woodland does not appear to be a problem. There is adequate parking available at the public buildings and the small commercial establishments. For example, there are 40 parking spots at the Woodland Consolidated School and a very large town garage driveway lot for parking for the Town Office and the Office of the Superintendent of Schools. However, if larger commercial and industrial developments were to take place in the future, the location, kind, dimensions, and quantity of the parking on those lots should be reviewed.

There are no marked handicapped parking spaces located in town. However, the Town should review this situation with respect to the public buildings (i.e. town office, school,...)

### **Sidewalks and Crosswalks**

There are no sidewalks or crosswalks located in Woodland. If pedestrian traffic increases over the next 10 years due to changes in development, population growth or recreational use, the Town should move to reassess the need for sidewalks and crosswalks. This would especially be true between the Elementary school and the Town office. As well as any recreational space that may be created by the town in the next ten years.

There are specific parking for handicapped individuals at both the Town Office and the school parking lots.

### **Break down lane and Shoulders on Roadways**

The Town of Woodland's roads do not have "break down" lanes or shoulders on both town and state operated roads. This has normally not be a real issue for the town until more recently with the concern raised with the number of vehicles that park along the side of Rt. 228, the Woodland Center Road, in front of the school. This is especially true when students are being released from school. Due to the valley aspect of where the school is located and the lack of visibility for traffic traveling this road, it places the children and parents / care givers who are picking children up at risk. Having a full 2<sup>nd</sup> lane to support those vehicles to park until students can be picked up would allow for a much stronger safety approach to this issue.

Higher traffic areas would benefit with the development of shoulders in designated areas.

### **Capital Work Plan**

The Maine Department of Transportation's (MaineDOT) Three-Year Work Plan (2023-2024) supports the Department's mission: "To responsibly provide our customers with the safest, most reliable transportation system possible, given available resources." The Work Plan contains projections of transportation resources (federal, state, other) and MaineDOT's strategy to apply them to the planning, engineering, construction, operation and maintenance of transportation infrastructure of all modes throughout Maine. The Work Plan emphasizes focusing scarce transportation resources on existing critical infrastructure needs, primarily roads and bridges, to the greatest extent possible.

Woodland historically has provided input to MaineDOT regarding projects listed in the Work Plan. Every two years, municipalities are asked to submit prioritized lists of projects for potential inclusion in the Plan. There are only two (2) projects listed in the 2023-2024 Work Plan for Woodland. The cost listed are the total cost of these projects. When asked, Woodland Town Officials should continue to submit projects for inclusion in the Plan.

### **Planned Capital and Maintenance Work 2023**

| <b>Work Plan Year</b> | <b>Asset(s)</b> | <b>Description</b>   | <b>Community(ies)</b> | <b>Estimated Funding</b> |
|-----------------------|-----------------|--|-----------------------|--------------------------|
| 2023                  | Route 161       | Highway safety sport improvements.<br>Sholder improvements.  | Woodland              | \$999,000                |
| 2023/2024             | Route 228       | Rural Highway Rehabilitation. Beginning .05 of a mile east of Davis Road and extending east .20 of a mile. | Woodland              | \$100,000                |

Source: MaineDOT Three-Year Work Plan 2023 Edition

See Addendum #3 for the updated State of Maine Department of Transportation Work Plan for 2025 – 2027.

## **Airports**

There are no airports located in Woodland. The closest airport is Caribou Municipal Airport. Presque Isle International Airport is the only regional airport offering passenger air service. Caribou Municipal Airport

The City of Caribou owns the Caribou Municipal Airport. The airport currently has two asphalt paved runways: one is 4,000 feet long and 100 feet wide; and the other is 3,000 feet long and 75 feet wide. Both runways have pilot-controlled lighting.

Caribou Municipal Airport is a general aviation airport supporting flying activities conducted by private and business interests. The airport is designated as an Airport of Entry (AOE) by the US Customs Service due to its proximity to the Canadian border. Permission to land from the US Customs Service is not necessary, but one-hour advance notice is required. It is designed to serve small aircraft (12,500 lbs. or less).

There are two instrument approaches available in poor weather conditions, which provide lateral guidance only. The first is a straight in Global Positioning Satellite approach to Runway 19. It has ceiling and visibility minimums of 600 feet and one mile. The second is a circling approach using the Presque Isle Very High Frequency Omni-Directional Range (VOR) or GPS. Ceiling and visibility minimums for this approach are 700 feet and one mile. The Fixed Base Operator (FBO) terminal is located in the eastern portion of the airport property. A 7,300 square foot hangar was constructed in 2000. Aircraft charter, maintenance, rental and flight training is available. Aircraft fuel (100 LL avgas) and oil is available. The terminal is open during daylight hours and after dark by appointment only.

### Presque Isle International Airport

The Presque Isle International Airport, formally the Northern Maine Regional Airport, located in Presque Isle, is one of only three certificated airports in the State and has two large, paved runways measuring 7,440' x 150' and 5,994' x 150'. As of 2024, the airport has been granted additional funding to remodel the airport building and runway access within the next 5 years. The airport has been designated an economic development airport and provides Aroostook County with daily regional jet service to Boston Airport through the current carrier of "Jet Blue", as well as scheduled flights, operated by a number of overnight freight companies. Principle facilities include an air terminal building, a general aviation terminal and hangar facility, a crash rescue and maintenance building, and an office and hangar complex. The airport offers a full line of aviation services including air charter, aircraft maintenance, flight instruction, fuel services, aircraft deicing, and on-call customs and agricultural clearance services. The facility offers a full instrument landing system (ILS) and a variety of additional current technology navigational aids.

## **Railroads**

There are no rail lines in Woodland.

## **Public Transportation**

### Aroostook Regional Transportation System (ARTS)

There are no true public transit services in Aroostook County. The Aroostook Regional Transportation System (ARTS) provides general public transportation throughout Region 1 which includes Woodland. Services are provided from each town in the County at least once a week to the nearest commercial center. Services are available to all members of the general public from the outlying towns to the commercial center and pick-up services are available in-town to the elderly and handicapped only. Fares are charged to members of the general public and half fare is charged to the elderly and handicapped. No fare is charged to Medicaid clients going to Medicaid covered services or to the elderly and handicapped going to a medical appointment. Services are provided to individuals with special needs who attend daily work or rehabilitation programs. These daily runs are also available to the general public, but no deviation from the special runs can take place due to time limitations.

The general public is theoretically free to schedule rides with ARTS, although less than five percent of the current ridership is unsubsidized fare-paying customers. The average worker cannot use ARTS as a commuter service, because:

- a. General-public riders are taken on a space-available basis only, so even a ride scheduled well in advance will be bumped if the transit vehicle is at capacity with contracted clients;
- b. Demand-response systems serve some rural communities just one day a week, with fluctuating departure and arrival times.

The sporadic nature of demand-response service eliminates public transit as an option for rural workers with inflexible hours, shift workers, and those with on-call or overtime work responsibilities.

### Cyr Bus Lines

There is currently no bus stop serving the town of Woodland. Cyr Bus Lines provides regional bus service from northern Maine to Bangor and points south with connections to the major national bus lines. The northern most pick-up point for the bus line is in Caribou.

### Taxi Service

There are a few taxi services in Aroostook County. Angel Taxi, City Cab, and Town Taxi all serve the Woodland area.



## Trails

Old logging roads, railroad rights-of-way, and trails serve as cross-country skiing, snow shoeing, and snowmobile trails in the winter; hiking and nature trails during the non-winter months; and access for fire control year round. The continued maintenance of these trails for recreation and transportation pursuits will enhance recreational and transportation programs and economic development in the area. As noted previously, there are approximately 8.5 miles of abandoned AVR right-of-way in Woodland. The longest piece running north-south from Washburn to New Sweden and the other a spur traveling east-west from Carson Siding continuing into Washburn. The right-of-way was purchased by the Land for Maine's Future Board to be used as a year-round trail. During the summer of 1994, workers reconstructed the trail and built supporting infrastructure. There is a need to draft a plan for the disposition of the many railroad ties that were displaced and collected as the trail system was developed. The Bangor and Aroostook railway once operated approximately 2.25 miles of track in town. This portion is also abandoned and used as a year-round trail. Woodland, because of its location, could benefit from the year-round use of the trails as recreational and transportation resources. In addition, with proper and compatible trail development and tourism promotion, small scale economic development could be realized. Issues which should be reviewed by this plan include, among others; compatible use of the trails; alternative trails for incompatible uses; need for additional trails or connectors; trail maintenance; private property rights.

Woodland's does not have a Snowmobile Club (Club), but Caribou Recreation Department maintains 18 miles of groomed snowmobile trails which are all part of the 2200 miles of trails that crisscross Aroostook County. The Club is responsible for a portion of Trail 105, as well as Trail 81, commonly known as the "Swede's" Trail. Total trail maintenance, including grooming, is approximately \$8,000 per year which is partially reimbursed through a grant from Maine Department of Conservation. Issues which effect grooming, maintenance, and trail retention include increased snowmobile traffic, trespass, and landowner relations. The Club owns a groomer which was purchased used and is reaching end of life usage. The Club is continually researching funding options to assist with the purchase of replacement grooming equipment. In recent years, the Town has allocated 100% of snowmobile registration reimbursements to the Club. Caribou Parks and Recreation are responsible for maintaining Interconnected Trail System (ITS) 83 throughout New Sweden.

The Aroostook Valley ATV Club maintains approximately 25 miles of local trails that connect directly with 79.5 miles of old railbed trails, as well as, other local trail systems. Funding is provided through a grant from the Maine Department of Conservation at \$2,500 per year. There are numerous issues with ATV use; the two primary ones are early season disruption of trail surfacing and lack of sufficient funding to maintain trails. A better system of funding the ATV trail maintenance program is required and local clubs are working with the Maine Department of Conservation to explore options. A recent growth in the number and size of ATVs purchased both locally and statewide has placed a significant amount of pressure on ATV organizations statewide to increase and improve current infrastructure.

## **Federally Designated Bicycle Route**

NMDC, in conjunction with the Maine Department of Transportation, worked to establish a permanent federally designated bicycle route in Penobscot and Aroostook Counties. The bicycle route designation complements and connects to the existing US Bicycle Route 1 located in southern and Downeast Maine. In late 2019, the Federal Highway Administration designated US Bicycle Route 501 which utilizes existing state and local roads and/or existing bike and pedestrian trails in the region. It should be noted that there is no cost to the community for this designation nor are there any additional maintenance requirements for the route. US Bicycle Route 501 connects to the existing US Bicycle Route 1 in Bangor and terminates approximately 344 miles north at the Dickey Bridge in Allagash.

US Bicycle Route 501 is part of the United States Bicycle Route System (USBRS), which is the national cycling route network of the United States. It will be part of the interstate long-distance cycling routes and will utilize multiple types of bicycling infrastructure, including existing off-road trails, bicycle lanes, and low-traffic roads. The Route highlights the region's cultural resources including, but not limited to, the Swedish Colony, Amish communities, Acadian heritage, the University System, and highlight the importance of agriculture and forestry to the regional economy. Roads designated in Woodland include Route 161. MaineDOT have installed signage since 2021.

## **Transportation Analysis**

The following areas have been observed as potential trouble spots or issues and should be reviewed in the context of this comprehensive plan. Improperly designed intersections, drainage problems, and/or snow drifting issues have been identified and through the drafting of policies and the application of strategies these potential problem areas could be eliminated. These areas include:

1. Road ditching to support water run off to avoid potential road cracking and separation of the hot top. As new hot top is applied to roads in Woodland, the need to assess and attend to effective road ditching is critical for maintenance and durability of the road surface.
2. Snow Drifting - General comment has been raised as to the need for trees to be planted in areas around the town with excessive roadway drifting. About 1/3 of the problem areas are along active farmland with the remaining 2/3 along inactive open space. It has been suggested a 30' buffer strip of staggered trees, 20-50' from the roadway would act as a snow fence and help prevent drifting (and add to the aesthetics of the area).
3. Winter Sanding of Roads - "There is not a bare roads policy in Woodland, but it seems to be what the people expect." In addition, there is limited space in the sand/salt shed and either more space will need to be found or a switch to liquid calcium chloride will have to be made.

4. Drainage/Flooding - There are several locations at stream crossings that annually flood out or are washed away, thereby causing unsafe conditions. These problems are especially noticeable on Langley Road where the S. Branch of Caribou Stream and Deadwater Brook cross under at two (2) locations, the Nadeau Crossing on the Rabbit Ridge Road and the bridge on Goodwin Road at Caribou Stream.
5. Roadway Striping - It was felt that along the roadways that are currently centerline striped that additional striping be done along the right hand shoulder. Many people follow the shoulder stripes in bad weather, in particular the numerous foggy days. Shoulder striping in these cases is a safety issue.
7. Route 161 and Colby Siding Road Intersection - The intersection of Route 161 (New Sweden Road) and Colby Road has been designed and constructed at an unsafe angle. In addition, traffic on and off at the intersection is susceptible to poor sight distances (north), a "yield" sign instead of a "stop" sign, as well as unsafe speed and slope to enter.
8. Establishing a 2<sup>nd</sup> lane in front of the school to support parked traffic who are seeking to drop off or pick up children at the beginning and end of the school day.
9. Capital Reserve Account - The Town may want to consider the development of a Capital Reserve Account to set aside surplus monies from the annual highway budget that could be used for future road improvement projects. Such a reserve account would provide greater flexibility to municipal officers in fixing roads as needed and could replace fairly inflexible methods currently being used such as the pre-paid "tar accounts".

Unrestricted access to an arterial or collector roadway, in particular Routes 228, 161, and 164, ultimately results in traffic congestion and safety problems. As growth does occur, the cumulative effect of numerous driveways on the roadways causes "side friction" that impedes the flow through traffic. Good access management--the careful planning of land uses, driveways, and intersections, can reduce accidents and prolong the useful life of the roadway.

Regulations which control or manage access to a highway or main road are designed to avoid or resolve conflicts arising from the use of those properties abutting the roadway, and the function of the roadway to swiftly and safely move vehicular traffic. How this will be accomplished will depend upon existing land use patterns, policies developed under this growth management program, land use plans, and the priority given to the arterial function over other functions, such as providing access to local businesses, and serving the needs of the town where the roadway also serves as the main street. Controlling accesses and land uses adjacent to roadways can be addressed through the development of the Town's land use ordinances.

The roads in Woodland are for the most part in fair condition. However, should the Highway Department budget be unable to attend to the higher costs of road maintenance, there is the

potential for the roads to deteriorate at a faster pace, therefore costing more to improve in the future if only minimal care was applied at this time. The town should consider a management plan, such as the Road Surface Management System (RSMS), for the local roads to improve and maintain the roadways at no less than a minimal level of repair.

It is cheaper to encourage development along existing roads in town than along new roads in the more rural portions. Woodland may want to review and consider whether to discontinue any of the backroads. Discontinuance means the town is no longer responsible for the road's upkeep and ownership reverts to the landowners on either side of the road. The town may retain easements allowing access over the discontinued way to interior lands and water bodies and for public utilities. Alternatively, all public rights may be discontinued, although the town would be liable for damages if a parcel became landlocked as a result of such an action. Woodland may discontinue a road for winter maintenance. This would allow for regular use of the road in the summer and fall while relieving the town of plowing responsibility even if houses were built on the road.

Some Maine communities have enacted road classification, construction, and design ordinances that prohibit development on selected roads unless they are brought up to certain design and construction standards. These standards may include in some cases adequate pavement and drainage. The cost of these improvements would fall either on the developer or the landowners served by the road. This discourages development on back roads and reduces the cost of the development that does take place. Woodland may want to consider such standards to relieve the burden on the taxpayers.

Unrestricted access to an arterial or collector roadway, in particular Route 161, ultimately results in traffic congestion and safety problems. Most growth in Woodland occurs with single lot development along the collector/local roads and Route 161, Route 228 and Route 164. The cumulative effect of numerous driveways onto Route 161 and the collectors causes "side friction" that impedes traffic flow and has proven to be a safety issue. Good access management such as the careful planning of land uses, driveways, and intersections, can reduce accidents and prolong the useful life of the roadway. Regulations which control or manage access to a highway or main road are designed to avoid or resolve conflicts arising from the use of those properties abutting the roadway, and the function of the roadway to swiftly and safely move vehicular traffic. How this will be accomplished will depend upon existing land use patterns, policies developed under this growth management program, land use plans, and the priority given to the arterial and collector function over other functions, such as providing access to local businesses, and serving the needs of the Town where the roadway also serves as the main street. Controlling accesses and land uses adjacent to roadways can be addressed through the development of the Town's Land Use Ordinances.

Some Maine communities have enacted road classification, construction, and design regulations which prohibit development on selected roads unless the roads are brought up to certain design and construction standards. These standards may include, in some cases, adequate pavement and drainage. The cost of these improvements would fall either on the developer or the landowners served by the road. This discourages development on

backroads and reduces the cost of the development that does take place. The Town of Woodland may want to consider such standards to relieve the burden on the taxpayers and balance that with the desire to keep the town growing.

**Transportation Goal:** To provide, maintain, and improve a safe, affordable, efficient, environmentally sound, and seamless transportation network that promotes economic development and maintains a rural quality of life.

| Policy                           | Strategy  | Responsibility | Timeframe |
|----------------------------------|---|----------------|-----------|
| 1. Identify, assess and preserve | 1. In order to maintain, improve and provide for a safe and efficient |                |           |



|  |  |  |          |
|--|--|--|----------|
|  |  |  | On-going |
|--|--|--|----------|

|   |  |                                     |            |
|---|--|-------------------------------------|------------|
|   | 2. Provide funding for the continued education and training of public works maintenance and construction crews on proper environmental practices, including SmartStream guidelines, use of alternative materials and techniques in construction, maintenance projects, winter treatment of roads, etc. to reduce life cycle costs. |                                     | Short term |
| 2. Develop and maintain a Road Plan that is inclusive of consultation with Maine DOT that support statemaintained roads with Woodland maintained roads. | Same as above  | Highway Department and Select Board | Short term |
| 3. Develop an option for parents / care givers to safely drop off and pick up students from the school.   | 1. The town of Woodland to work with the Maine DOT to review options that are available to the town to support a full review of this safety concern.<br>2. Develop a plan that is supported by Maine DOT concerning areas of improvement.<br>3. Seek support from Maine DOT to fund any projects based upon the need and review.   | Highway Department and Select Board | Mid-term   |



|   |   |   |            |
|---|---|---|------------|
| 4. Identify and assess and, when feasible, preserve, protect and promote the development and maintenance of alternative modes of transportation (such as snowmobiles,                 | <ol style="list-style-type: none"> <li>1. Support efforts to maintain, improve and provide regional and local transportation services, and improve local and regional scheduled passenger services.</li> <li>2. Continue to submit transportation improvements to the MaineDOT for inclusion in the Capital Work Plan.</li> <li>3. Encourage the creation of safe, local bicycle routes.</li> </ol> | Select Board, to be developed Recreation Committee and Highway department | Mid term   |
| ATVs, and bicycles) and public transportation.  |   |   |            |
| 5. Encourage programs that will minimize air and water pollution and promote safety for transportation systems.   | Utilize the standards in the local ordinances for control of erosion and sedimentation, and stormwater management along roadways.   | Select Board, Planning Board and Highway department                       | Short term |
| 6. Support the deployment of universal highspeed internet access throughout the Town limits to encourage growth of “work-fromhome” jobs, thereby reducing requirements for commuting. | Encourage and support development of reliable and universal high-speed internet access to enhance “working from home” telecommunications as an alternative to commuting on local roads in collaboration with surrounding communities.   | Highway Department  | On-going   |

## Public Facilities and Services

The Public Facilities and Services section of the Comprehensive Plan includes an assessment of capital facilities and public services necessary to support future growth and development, to protect the environment, health, safety and welfare of the people of Woodland, and to explore the costs of these facilities and services.

The inventory of public facilities and services examines the facilities and services provided by the Town of Woodland. The inventory includes information describing the facility and geographical service area, the condition, usage, and capacity of the facility. In addition, if the facility or service is provided outside the town limits, it will be included in this inventory. The inventory includes the following: water supply; sewage facilities; solid waste facilities; public safety; energy facilities; communications; health care; culture; education; recreation; cemeteries; and the general municipal administration and services. Where appropriate, links to online services and resources of information about public facilities and services are provided.

### Municipal Administration and Services

The administration of governmental affairs is more complicated today and time consuming than in the past. The administrators of local government affairs must be well informed regarding the wishes of the majority of townspeople for the town. They must also be well informed about the details of numerous regional-state-federal assistance and regulatory programs, and have the time for necessary communication and follow through with program agency staffs. Woodland's town affairs are handled through a Selectboard with a Town Clerk to oversee the day-to-day operations of the town.

### Municipal Administration

The Town of Woodland maintains the following positions that provide services to the residents:

| Position    | Elected (E) or Appointed (A) | Number Serving | Term of Office (years) | Responsibilities          |
|-------------|------------------------------|----------------|------------------------|---------------------------|
| Selectboard | E                            | 3              | 3                      | Legislative Body of Town. |

| Town Clerk                | A                            | 1              | Indefinite             | Posting official notices and advertisements, the maintenance and preparation of official documents; the issuance of licenses and permits (such as hunting, fishing, marriage, and dog); recording various documents (death, births, marriage, burials); Registrar of Voters; supervision of the collection of excise tax; and the preparation of reports. |
|---------------------------|------------------------------|----------------|------------------------|---|
| Tax Collector / Treasurer | A                            | 1              | Indefinite             | Tax collecting, accounting and reporting for taxes received, placing liens, and billing.  |
| Position                  | Elected (E) or Appointed (A) | Number Serving | Term of Office (years) | Responsibilities  |
| Health Officer            | A                            | 1              | 3                      | Assessing, planning and providing needed services, investigating complaints of health-related problems, coordinating investigations with appropriate town officials, and maintaining records.   |
| Code Enforcement Officer  | A                            | 1              | 1                      | Enforcement of municipal codes and other applicable state and federal ordinances; enforcement of rules and regulations and initiating legal action in relation to town codes and ordinances; analysis of town codes and ordinances and making revision suggestions to the Planning Board.   |
| Planning Board            | A                            | 5              | 3                      | Facilitating and interpreting land use ordinances, preparation of comprehensive plan, and reviewing subdivision applications.   |
| Board of Appeals          | A                            | 3              | 3                      | Hear appeals of the Town's ordinances.  |
| Tax Assessor              | A                            | 1              | Indefinite             | Inspection, preparation, and valuation of all personal and real property for tax billing each year.   |

|                        |                                      |   |            |  |
|------------------------|--------------------------------------|---|------------|--|
| Road Commissioner      | Duties assumed by Board of Selectman |   | Indefinite | Directing and coordinating the activities of the highway crew which includes maintaining roads, planning and funding current and long term road construction projects, culvert replacement, major road ditching, and winter sand and salt preparation.   |
| School Committee       | E                                    | 3 | 3          | Overseeing the educational programs of School Union 122.   |
| Recreation Committee   | A                                    | 4 | Indefinite | Development, implementation, and administering the Town's recreational program.  |
| Plumbing Inspector     | A                                    | 1 | 1          | Reviewing plumbing plans and inspecting buildings and other structures for compliance to the State plumbing code, issuing permits, and investigating possible violations   |
| Animal Control Officer | A                                    | 1 | 1          | Responsible for the enforcement of town and state ordinances relating to the regulation and control of dogs and other animals. Other duties include the constant and varied contact with the public and potentially dangerous animals, maintaining records and reports, and monitoring licensure and incident reports. |

Woodland, like many communities in Maine, is heavily dependent on the large amount of time volunteered by residents for local government.

The product of the tremendous time commitment of all town volunteer boards and paid positions is a plan for and delivery of:

- The efficient delivery of public services,
- An efficient and well-maintained transportation network,
- Compatible land use patterns of development that maintain or improve property values while conserving valuable prime farm and forestlands and other important natural resources,
- Potential economic development strategies to grow the local economy,
- Conservation of unique cultural and historical features/qualities that make the community special.
- Safe and affordable housing for its citizens, and • Stability in property taxes.
- Safety of the environment in which public services are offered.

## **Municipal Services**

### **Municipal Building**

The Woodland Municipal Building located at 843 Woodland Center Road, suite 1, Woodland. The building houses three different services;

1. The Town Office
2. The superintendent of schools for SAD 122
3. Town Garage

### ***Town Office***

The town office and superintendent's offices are 832 square feet, and was built in 1982 of wood and steel and has vinyl siding, and is in good condition. The Town Office contains one office for private meetings associated with requests for Public Assistance and a large room for the two-office staff desk, working counter and open conference room table. The Town Office also has a cellar space with an additional 832 square feet which is currently not used for other than storage since there is only one exit up the stairway and it is a fire hazard to have scheduled meetings there as was held in the past. The first floor is handicapped accessible. Office hours are Monday through Friday from 8:30 to 4:30 PM.

The water quality of the building that houses both the Town Office as well as the Superintendent's office has extensive issue due to two primary factors; 1) the salt shed being too close to the building as well as the shed deteriorating, and 2) the recent decision of a local farmer whose land borders closely to the building to pile cow manure as close as possible to the building refusing to spread it out in his field. Due to these issues, both offices report that they have not been able to drink the water in this building for many years. The Department of Environmental Protection (DEP) has been informed about these issues.

### **School Union 122 - Superintendent Office**

The Superintendent and staff for School Union 122, is inclusive of New Sweden, Westmanland and Woodland communities, has designated space in the Woodland Municipal building. The Superintendent's office has two (2) offices, a conference room, storage room, and a front lobby. Office staff include Union #122 Superintendent, Office Manager and an administrative support staff.

The primary purpose of this space is for support of the educational service leadership for SAD #122. The building is not adequate for current uses. It does not allow for any civic group or town committee to meet effectively on the needs of the community. The building is fully handicapped accessible on the first floor. The Superintendent's office has applied for a State Grant to support the renovation of the Woodland Consolidated Elementary school to include their office space as well as additional renovations for a new gymnasium. This

application was made in the summer of 2024 and the office will not know the results until 2025.

Though the other communities share in the cost associated with the renting of this space, the Town of Woodland would benefit from a review on how well the space is being currently utilized as well as how the towns could share in accessing the conference room within this space that would allow for committee and Executive Board meetings to occur with a level of privacy and technical support needed to function well.

The Town has no ownership in a large community building suitable for hosting an indoor event or large gathering. Though the Woodland Elementary School can be used for social functions for the community, it appears to be rarely done. The facility could be able to function as a temporary emergency shelter that could be needed by residents subsequent to a natural disaster such as a tornado, earthquake, ice/snow storm or forest fire. It would be prudent for Woodland's Board of Selectboard to conduct an assessment of the need or such a facility and the potential to partner with surrounding towns to provide an emergency management building.

#### ***Woodland Town Garage***

Built in 1971, the Woodland Town Garage of 6,000 square feet houses a large multi-bay garage for town equipment such as plows, graders, dump trucks and utility trailer, as well as an office for the Road Commissioner who oversees two (2) full time road staff for the Town of Woodland.

#### **Woodland Public Works Inventory, 2024**

| Equipment         | Purchased | Condition | Value     |
|-------------------|-----------|-----------|-----------|
| Grader            | 2021      | Excellent | \$167,000 |
| Loader            | 2019      | Very Good | \$96,000  |
| Steamer           |           | Fair      | \$9,000   |
| JBC Backhoe       | 2015      | Good      | \$45,000  |
| Inter. Dump Truck | 1996      | Good      |           |
| Inter. Dump Truck | 2004      | Very Good |           |
| Inter. Dump Truck | 2005      | Good      |           |
| Inter. Dump Truck | 2009      | Good      |           |
| Patch Wagon       | Old       |           |           |
| Utility Trailer   | 1996      | Fair      |           |
| Power Broom       | Old       | Fair      |           |
| Ryno Mower        | 1990      | Fair      |           |

|                               |      |           |          |
|-------------------------------|------|-----------|----------|
| New Holland Utility Trailer   | 2020 | Excellent | \$48,000 |
| Pick Up Truck 4x4             | 1978 | Very Good |          |
| Leeboy Paver 850 Series       | 1992 | Good      |          |
| Caterpillar Roller            | 1990 | Good      |          |
| Snowblower                    | 2020 | Good      |          |
| 2 Tumbers (one big one small) | 1990 | Good      |          |
| Hay Multer                    | 1990 | Very Good |          |

Source: Town of Woodland, 2024

The Public Works Department's last major equipment purchase was a \$167,000, a Grader purchased in February 2021. Some of Woodland's equipment is in need of repair or replacement. Though the Town of Woodland did vote at the 2023 Town Meeting to support obtaining a load for \$250,000 to replace one of the older dump trucks, the current Board does not see this as a necessity and believe the town could save money by refurbishing it or buying a used model that is in good condition. Woodland needs to replace the following equipment:

#### **Woodland Public Works Department Needs, 2024**

| Equipment                  | # Needed | When Needed   | Estimated Cost |
|----------------------------|----------|---------------|----------------|
| New Dump Truck             | 1        | 2020 or newer | \$280,000      |
| Used Stone Spreader        | 1        | 2025          | \$15,000       |
| Furnace -Town office       | 1        | 2025          | \$30,000       |
| Centerline Painting Equip. | 1        | 2026          | \$10,000       |
| Salt Shed                  | 1        | 2025          | \$35,000       |
| Flat Body for Dump Truck   | 1        | 2024          | \$30,000       |

Source: Town of Woodland, 2024

The town garage area is now being used for the town elections for all community voting activities as well as the Selectboard meetings whenever the Woodland Elementary School gymnasium is not available, which currently is all of the summer months. This has created some hardships on the community when a Town Meeting has been delayed to later in the year and the school is unavailable.

#### **Education**

Education comprises a large portion of the Woodland's municipal budget. This is typical of many small towns. Woodland, like many other Maine communities, has experienced an increase in per pupil expenditures. This increase is partly due to higher heating and busing costs, as well as compliance with federal and state program guidelines. It appears that education costs will increase at a slightly higher rate in the future as the state budget concerns and costs increase. Woodland appropriated \$674,191.33 to education in 2024, 32% of the town's budget.

Woodland has a proud heritage in education. The K through 8 students attend the Woodland Consolidated School in town and then go to high school in Caribou. Over the years, Woodland's students have done well in Caribou High School and at institutions of higher education.

The Woodland Consolidated School, containing grades K-8th, is located in one building. Nine-12th grade students are bused to Caribou High School in Caribou. There are 167 students enrolled in the Woodland Consolidated School in the school year of 2023-2024. The school building is also utilized by non-profit groups, residents, recreational groups, public meetings, and Town Meetings. The school grounds contain a playground, basketball court, baseball field, play field and a cross-country ski trail.

School Union 122 has a five members school board that are voted in positions. Parents are active in the school system and devote a large amount of time to such projects as PTA, arts and crafts, the founding and supporting the library / music room, classroom help, coaching of sports, and field trips.

Lack of transportation availability for extracurricular activities has also been expressed as a problem for some students. The distance from the area of Woodland to the schools in Caribou is on average approximately 7 miles. Efforts to rearrange the bus run schedules serving Woodland's students should be reviewed once again. Also, the provisions for a special late bus run for students involved in extracurricular activities should be considered. Therefore, busing for the town's students should be more convenient and less time consuming.

Another area that needs continual review is the water quality of the school. Though regular testing of the water has shown that it is safe, concerns remain about the water shed's impact near the school due to farming practices as well as the salt shed that needs to be relocated and rebuilt.

Nearby higher educational training is readily available through the facilities and faculties of the University of Maine at Fort Kent and Presque Isle, Northern Maine Technical College in Presque Isle, and Husson College and Pierre School of Beauty in Caribou.

#### Woodland Consolidated School



Woodland Consolidated School, constructed in 1951 and completely rehabilitated in 1973, contains grades PreK-8 and is located on the Woodland Center Road. There are fourteen (14) full time educators (FTE), with one part-time educator, two (2) full-time administrators with one (1) part-time administrator, one (1) full-time with one (1) part-time speech therapist, one (1) part-time administrator (special education instructor), one (1) social worker, one (1) nurse, six (6) teacher aides and eleven (11) part time teacher aids. The school's overall condition is very good and includes: a cafeteria, eleven (11) classrooms, a gym/ cafeteria combination, a large kitchen, two (2) locker rooms, breakroom, tutorial section, resource room, four (4) restrooms, one (1) secretary office, one (1) principal office and a library/ music room combination. The school is adequate for current and planned uses and is handicapped accessible. The Superintendent of Union 122 reports that the school has applied for a State Grant in August of 2024 to support the building of a new gymnasium for the school that would better meets it's needs as well as moving the Superintendent offices to the school. The application also supports the repaving of the parking lot. It is noted that the 10-year Capital Improvement Plan that the School Board adopted has been very successful with updating an older building for current use.

An analysis of the enrollment data indicates that school enrollment has remained fairly consistent through 2024. Children born in 2019-2020 will be entering the school system as Pre-kindergarten students in 2024-2025 school year. Any large-scale business that may be interested in locating in Woodland could increase the enrollment at the elementary school. Likewise, if there were a decrease of population, school enrollment would show a corresponding drop. This latter aspect seems to not be indicated based upon the stable community population and the stability of the entry level classes.

***Woodland Consolidated School Enrollment, 2019 - 2024***

| Grade | 2019-2020 |    | 2020-2021 |    | 2021-2022 | 2022-2023 | 2023-2024 |
|-------|-----------|----|-----------|----|-----------|-----------|-----------|
| Pre K | 15        |    | 18        |    | 18        | 9         | 18        |
| K     | 19        |    | 15        |    | 18        | 23        | 14        |
| 1     | 17        | 18 | 13        | 22 | 15        |           |           |
| 2     | 7         | 20 | 17        | 12 | 22        |           |           |
| 3     | 11        | 8  | 16        | 18 | 25        |           |           |
| 4     | 16        | 9  | 9         | 16 | 15        |           |           |
| 5     | 14        | 16 | 12        | 12 | 19        |           |           |
| 6     | 16        | 13 | 13        | 9  | 16        |           |           |
| 7     | 18        | 19 | 14        | 11 | 9         |           |           |
| 8     | 22        | 19 | 18        | 14 | 14        |           |           |

|       |     |     |     |     |     |
|-------|-----|-----|-----|-----|-----|
| Total | 156 | 152 | 148 | 146 | 167 |
|-------|-----|-----|-----|-----|-----|

Source: Woodland Town Office Reports

### Caribou High School

Caribou High School has a school population of 470 in grades 9 through 12 in school year 2023-2024. Woodland has a total of 64 students who attend the Caribou High School.

The High School was constructed in 1966 with the addition of the Vocational School in 1975 and the Performing Arts Center in 1987. In 2015 the creation of the new soccer and tennis courts behind the high school. In 2022 a new track and field course that the communities use. The Caribou High School website lists the following outstanding programs and highlights:

- “Transitions Center” providing tutoring for students of all ability levels
- AP classes in Calculus, English Literature, English Composition, French, History, Physics and Psychology
- An average of 90% of seniors go on to Post-Secondary Education
- Students highly successful in Post-Secondary Education as reported by University of Maine at Orono
- Attached Vocational Technical Center
- Low dropout rate
- Above average attendance
- At or above state average on SATs and State Assessments
- Over 40 clubs, activities, or teams
- Exceptional Band and Chorus programs
- 48 Sportsmanship Banners

- 38 Eastern Maine and 16 State championship sports teams
- 55 Individual State Champions in sports

There are sporting fields, lighted cross-county ski trails, and the school is home to the Caribou Performing Arts Center.

The Caribou High School students may enroll in advance technical training with the Caribou Technology Center. The Caribou Technology Center offers career and technical instruction in the following Maine Approved CTE programs:

- Criminal Justice
- Marketing
- Food Services
- Agriculture
- Commercial Driver's License (CDL)
- Large Equipment Maintenance
- Auto Mechanics
- Auto Body
- Welding
- Residential Construction
- Culinary Arts

These vocational programs are linked with business and organizations throughout the region to provide hands-on applications and work experiences.

## Recreation

Woodland's recreational opportunities are somewhat limited due to the small size of the town and the expense of operating a Recreation Department. In a public opinion survey sponsored by the Woodland Planning Board and the Northern Maine Development Commission, 95% of the persons felt that recreational opportunities sponsored by the town should be expanded. The Board of Selectboard is supporting the development of a Recreation committee to research means of supporting increasing the visibility of what is available in the Woodland as well as seek funding support to expand recreational activities within the community.

### Woodland's Recreational Facilities, 2020

| Name of Area          | Size<br>(acres) | Parking<br>(no. spaces) | Comments |
|-----------------------|-----------------|-------------------------|----------|
| Woodland Bog Preserve | 55              | 0                       |          |

|                              |    |    |  |
|------------------------------|----|----|--|
| Woodland Consolidated School | 17 | 40 | Baseball field, soccer field, Cross county running trains, ski trains, walking path, basketball court, gymnasium, playground including swing sets, merry-go-round, and jungle gym. |
|------------------------------|----|----|--|

Source: Department of Conservation, Bureau of Parks and Recreation, 1994

Woodland's natural resources are its major recreational asset. There is ample land for hunting and many ponds and streams for fishing. Old logging roads and trails serve as cross country skiing and snowmobile trails in the winter. Woodland Consolidated Elementary School located on Woodland Center Road, is available for use by the town's residents but must pay a janitorial fee at each use. The school building serves as a central meeting place for many town functions. The town might wish to explore the development of a plan to utilize the school more in the winter for such programs as walking, hiking, skiing, cross county running, baseball, soccer, basketball, or volleyball.

In addition to the facilities indicated above, there are 14.11 miles of snowmobile trails in Woodland (maintained by local snowmobile clubs through the ITS and NEST system). These trails utilize the abandoned Aroostook Valley Railroad (AVR) right-of-way. It is possible to travel from Woodland north to Van Buren and south to Houlton on these trails.

Future recreational/transportation development of the Aroostook Valley Railroad right-ofway could enhance recreational programs and economic development in the area. The regional Rails to Trails program is one way in which a municipality can obtain funding and manpower to convert old rail beds to a trail system. This trail system is presently maintained by local snowmobile clubs in the winter and is heavily used by snowmobilers.

Planning for and implementing recreational facilities and programs are important in the overall development of the community. Recreational opportunities provide for better use of the people's leisure time and help to create a more desirable place to live.

Woodland may wish to consider several things to improve local recreational opportunities without expending any considerable amount of money. Townspeople interested in local recreation opportunities should become involved with a recreation committee to develop a town recreation plan to meet the needs based on the people's desires. Winter snowmobile trails should be maintained and utilized for hikers, etc., during the summer months, through the regional Rails to Trails program. Scenic spots and vistas could be preserved and provided with picnic tables, etc. The town may wish to investigate methods to extend the uses of the school building for indoor recreation and group functions.

Although town monies for recreational uses are limited, it is well to recognize now the importance of planning for future recreation at this time, to pick the desirable sites for future development, and acquire them for future recreational uses while available and undeveloped.

### **The Northern Maine Development Commission**

The Northern Maine Development Commission (NMDC) provides numerous services to the communities of northern Maine including, technical assistance with state contracts for local and regional planning, technical assistance to communities in applying for Community Development Block Grants (CDBG), the development of Comprehensive Plans, serving as a regional clearing house for the review of proposed projects and programs that may have a significant impact on both the town and the region, and many other planning related programs. State funding has also been provided to prepare region wide Tourism Development, Solid Waste Management, Water Quality, and Growth Management programs.

The Commission provides member municipalities with access to professional planning, financial counseling with respect to their local businesses, and design services offered on a non-profit contract basis for performance of work that cannot normally be accomplished within the scope of local, state, and/or federally subsidized programs. This enables the smaller communities of northern Maine to compete on a more equal footing with larger metropolitan areas that have the financial capacity to maintain full-time, in-house planners, developers, designers, and other professionals.

### **Solid Waste and Recycling Facilities**

Solid waste from Woodland is disposed of at the Tri-Community Landfill, a division of Aroostook Waste Solutions, in Fort Fairfield. Tri-Community Landfill is a regional association that provides municipal solid waste disposal and recycling services to its member municipalities. The facility located in Fort Fairfield is owned by the Towns of Fort Fairfield, Limestone, and the City of Caribou.

For an annual fee, residents may elect to register with Aroostook Waste Solutions and obtain a use permit. Disposal “tipping fees” apply. Additional per item fees are assessed for the disposal of electronic equipment, appliances, etc. There is no fee to dispose of corrugated box material or glass in recycle bins at the landfill site. Tri-Community also maintains dropoff igloos provided at satellite areas including igloos in Woodland’s located at the Town Office parking lot. The igloos accept newspaper, magazines, steel cans, colored #2 plastics, and natural #2 plastics and are serviced by Tri-Community staff. The cost of both disposal and recycling are included in the yearly membership assessment with Tri-Community. The generators of both bulky waste and municipal solid waste are responsible for the cost of transporting the waste to the landfill. This is accomplished primarily through commercial haulers, except that bulky waste is more likely to be directly hauled to the facility by

residents. Residents may contract with a local trash hauler for “curb-side” weekly pick up of their household waste.

Through the public opinion survey conducted in conjunction with preparation of this comprehensive plan, several residents expressed dissatisfaction with the cost and inconvenience of solid waste disposal in Woodland. Presently, there is no feasible alternative to current arrangements for waste management.

### Police

Woodland is served by the Maine State Police and the Aroostook County Sheriff’s Department. The Sheriff’s Department handles most of the calls to Woodland, with the exception of homicide. The Sheriff’s Department also performs several vital tasks including: investigation of cases of class B crimes, serving civil summons and warrants, and many public service and assistance programs.

For future municipal police protection services, the community should maintain the existing relationships regarding policy and program changes with the Maine State Police and the Aroostook County Sheriff Department. The community will benefit from maintaining a close liaison with the state police and sheriff and deputies regarding criminal incidents and patrol services requirements. The cooperative police protection arrangement gives the Town easy access to special law enforcement services.

### Fire and Ambulance Services

On behalf of its residents, Woodland has contracted with Caribou Fire and Ambulance Services. Contractual costs for these services are paid for through real estate and personal property tax collection. Paid firemen and volunteer fire fighters are trained within the Caribou Fire Department and hold certificates ranging from Fire Fighter I, II and Paramedic. Duties of the department include hazardous materials response, cold water rescue, confined space rescue, weapons of mass destruction response, and homeland security. As Stockholm and Northern Lakes may be called to assist the Caribou Fire Department with fire services under mutual assistant agreements, town officials may wish to work with the Stockholm and Northern Lakes Volunteer Fire Department to increase the number of their volunteers.

### Public Works

The Woodland Public Works Department maintains 34.81 miles of town roads, and associated infrastructure and buildings. The department is equipped with modern wellmaintained equipment necessary for keeping the roads and streets in good repair, as well as open for traffic during the winter months.

The Public Works garage is located at Station Road was constructed in 1974 (50’x100’) and the building itself is in good condition. The Road Commission has informed the Board of

Selectmen of the need to minimally repair, but should replace the heating system within the building which composes of two oil boilers which as not currently fully functional. The Road Commissioner is reviewing options and costs with the Board of replacement of the current system or changing the system out for a gas system. The building contains offices and vehicle maintenance bays. The facility is large enough to house all of the highway equipment. The town leases two school buses which are stored outside. An additional equipment storage building (28'x60') was acquired in 1999 from the Loring Development Authority. The building is in fair condition and stores equipment and maintenance vehicles. A salt shed is located near the garage and is in poor condition and the Road Commissioner has updated the Board about the need for its replacement as soon as possible. The Board of Selectboard fulfill the duties of the Road Commissioner and oversee two (2) employees in the Public Works Department.

#### Water Supply

The Town of Woodland relies exclusively on ground water resources for its drinking water. According to the Maine Department of Environmental Protection, there are no superfund sites in Town at the present time or active clean-up projects.

#### Sewage Disposal

All sewage in the Town of Woodland is disposed of through on-site disposal systems. There are currently no known septic systems impacting water quality within the town. Should any water supplies in the Town be found to be contaminated, then the Town would be obligated to see that actions are taken to remedy such conditions. Soils vary in their suitability for such systems and individual septic sewage disposal systems in Maine must comply with the State Plumbing Code which allows several alternative systems to meet acceptable disposal standards.

#### Public Library

There are no public libraries in Woodland. Residents can become members of Caribou's Public Library at a nominal annual fee.

#### Cemeteries

The Town of Woodland owns the Woodland Cemetery located on Woodland Center Road. The cemetery has available lots for public use. The cost per site is \$600 and the overall condition of the cemetery is good to fair. There is adequate space based upon the 2024 expansion, an increase of 1200 sites, that now allows for 2592 individual sites, which supports no concerns with the possible growing population space in the next 10-20 years. The cemetery is maintained by the Woodland Cemetery Association.

## **Public Services**

### **Television**

Woodland is served by WAGM-TV and WWPI-TV services which carry local news, weather and sports. There are an estimated 31,100 homes in the service area.

### **Cable Television**

Cable services to the Woodland area are provided by Spectrum to some residents. However, not all residents are able to obtain Spectrum cable services because the service is limited to areas meeting population density criteria. Satellite services such as Dish Network are available throughout the area.

### **Radio**

There is no radio station located in Woodland. Access to AM and FM signals from Maine and Canadian stations are readily available and include public broadcasting, and country and pop/rock music.

### **Telephone/Telecommunications**

The status of telephone/telecommunications throughout the Town varies widely. Consolidated Communications provides land lines to all homes regardless of location. They also provide internet access through DSL and WiFi connection. Spectrum provides cablebased phone services and high-speed internet access to the same homes who have access to cable television.

Cell phone services are available from a variety of service providers including AT&T, Spectrum, US Cellular, Verizon, Consumer Cellular and others. At this time, the reception to towers in Woodland varies by service provider and are less dependable in the northernmost region and in lower lying areas. There is pressure from citizens (principally those who have no cell phone access to 911) to expand reliable cell phone services. Woodland officials may be able to expedite the movement towards high-speed internet access for all residents by joining our forces with those of regional and state champions of this cause.

### **Newspapers**

Woodland is serviced directly by the Aroostook Republican, a weekly paper with news from the central Aroostook area; one daily paper, The Bangor Daily News; and one weekend newspaper, The Bangor Daily News, Weekend Edition. Online access to newspapers is available for the Aroostook Republican and Bangor Daily News. Other weekly newspapers include The Star Herald and St. John Valley Times.



## Electricity

Due to the deregulation of the energy industry, residents of the Town have options to purchase electricity from various suppliers. Woodland residents can select an environmentally friendly (i.e., “green”) supply source. The standard service supplier in Woodland is New Brunswick Power Generation Corporation. Versant (formerly EMERA) is responsible for the maintenance of all delivery of electrical services.

## Health Care Services

While there are no healthcare facilities geographically located within the Woodland boundaries, residents have access to abundant health care services in the immediate region. Within a 40-mile radius, there are three accredited, full-service hospitals; Cary Medical Center in Caribou, Northern Light A.R. Gould Hospital in Presque Isle and Northern Maine Medical Center in Fort Kent. Each facility offers emergency room, inpatient care, operating room, same day surgery, radiological and laboratory services. Details of services offered, as well as listings of affiliated or employed physicians and specialists, can be found at websites maintained by each provider.

Outpatient and urgent care services are provided throughout the county through clinic sites affiliated with these providers.

The Aroostook County Action Program (ACAP) maintains an online listing of health care services and providers throughout the state. Residents can search the website under “Pathfinders” to locate services including child-development, long-term care, rehabilitation, hospice and home care, substance abuse, domestic violence, etc. More than 1,800 services are listed along with contact information on ACAP Pathfinders. The ACAP office located in Presque Isle has staff available to counsel and assist county residents in finding the services that best meet their needs.

Like other rural (and most urban) communities, Woodland residents have limited access to mental health services. The County is not immune to the problems caused by our national shortage of psychiatrists, Alzheimer treatment centers and detox centers. The State of Maine does offer services to assist in dealing with substance abuse and suicide prevention through their 211 Maine, access 24-7 by calling “211.”

Advances in use of interactive counseling and follow-up care through teleconferencing with care providers offers additional opportunities to our rural community for expanded services.

The demography analysis of the Town reveals that ours is an aging population. This suggests that our health care providers should be increasingly focused on services for the elderly. The range of needs include help with alterations to homes for those focused on “aging in place” such as installation of ramps, stairs lifts, bathroom handrails/bars, etc. There is a recognized

need for affordable semi-skilled and unskilled assistance with common tasks such as housecleaning, laundry, grocery shopping, transportation to medical appointments, snow removal, etc. for those who are aging and have no family support. Woodland's leaders should be engaged in ascertaining specific needs and vocalizing them as appropriate to health services leaders. The Public Opinion Survey showed residents generally support the expansion of assisted living facility for the elderly and housing rehabilitation for those "aging in place."

There are several challenges facing rural hospitals in America. These include the recruitment and retention of qualified physicians, nurses and other health care professional staff. As the nation addresses health care issues, Woodland's leaders should encourage residents' support for changes that will enhance services to critical health care service. Many of these services will only be provided through a regional collaborative effort.

### **Maine Veterans' Home and Services**

Maine Veterans' Home-Caribou (MVH-C) is located in a beautiful country setting adjacent to Cary Medical Center in Aroostook County. Services available at MVH-C include: skilled care, respite care, comfort care, Alzheimer's care, speech-language therapy, occupational therapy, physical therapy, and respiratory therapy.

MVH-C has a medical team including a Medical Director, 24 hour RN coverage, and therapists. The medical and therapy's team approach is to return the patient to their home. Staff develops an individualized plan of care for each patient that integrates nursing care with a rehabilitation program.

Veterans also have easy access to the assistance with health care access through the Caribou Bureau of Veterans, Services Office, located just 1 to 8 miles east of Woodland in Caribou.

### **Public Facilities and Services Analysis**

Overall, the Town and residents expressed satisfaction in the function of the current municipal services, administration, town garage services and especially the effectiveness of the Woodland Consolidated school. As listed in the community survey, the town has been very concerned about the lack of municipal leadership in the past few years and the ability to sustain qualified staff for the town positions. Though the residences shared their concerns about this as well as: the increase in taxes, poor road conditions, and public dumping, the greatest concern was about the town's leadership and considered moving to an Unorganized Territory status to attend to the huge conflicts that have arisen. Town members identified a true appreciation and support of the Elementary School, its staff and what it offers the community of Woodland. This matches nicely with the fact that Woodland's population has several families with young children who are just starting school and would benefit from strong educational, social, and recreational activities to be locally based within the community that they can easily access and participate in.

Based upon the concerns raised by the community, the Selectboard created a Steering Committee who work on an ordinance to support the governing of the town as well as improve job descriptions and recruitment practices.

The regional access to health care services, cultural activities, recreational facilities, the secondary educational facilities in Washburn and Caribou are recognized as high quality options for youth. The police protection offered by the Sherrif’s Department current meets the needs of residents and public services are otherwise adequate. There is recognition that the expansion of high-speed internet access in several areas of the Town has improved and could continue to improve in the near future.

A key area of growth and development would be the potential expansion of the Town Office space if the Superintendent is successful in moving their offices to the school. This would allow the building to be considered for renovations that could better meet the social, recreational and service needs of the community, especially the aging population that would benefit from access to service delivery from the Aroostook Area Agency on Aging, (AAAA), and the Aroostook County Action Program, (ACAP), that offer classes on access medical and social services, fuel assistance and funding for housing as needed.

**Public Facilities and Services Goal:** To ensure that the existing public facilities and services are well maintained and function efficiently and to plan carefully for essential new and/or expanded facilities and services. Strategize with State Officials concerning access funding to attend the testing and supporting the water quality in public facilities. Implement findings from the Steering Committee concerning town operations and staff recruitment and retention. Work to develop a committee concerning the feasibility of establishing a recreational site that would support community gatherings to support social activities such as educational events through the Area Agency on Aging for the elderly in the community, social events such as BINGO and social dinners, medical screenings and voting.

| Policy | Strategy | Responsible | Time<br>fram<br>e |
|--------|----------|-------------|-------------------|
|--------|----------|-------------|-------------------|

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|--|---|---|----------|
| 1. Develop a plan with support from the DEP quality water source for public building | <ol style="list-style-type: none"> <li>1. Work with State of Maine entities such as the MDEP concerning the water quality of the public facilities in Woodland.</li> <li>2. Plan for continued and evolving needs for environmentally safe solid waste management.</li> <li>3. Work with surrounding communities to examine and review the need for regional services and facilities.</li> <li>4. Implement those services and facilities that are mutually beneficial to the communities.</li> </ol> | Select Board, Planning Board both working with the Maine Department of Environmental Protection | On-going |
|--|---|---|----------|

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|   | <ol style="list-style-type: none"> <li>5. Ensure that any regional coordination is initiated and administered at the local level.</li> </ol>  |   |          |
| 2. Plan for continued and evolving needs for environmentally safe solid waste management. | <ol style="list-style-type: none"> <li>1. Work with surrounding communities to examine and review the need for regional services and facilities. Implement those services and facilities that are mutually beneficial to the communities.</li> <li>2. Ensure that any regional coordination is initiated and administered at the local level.</li> <li>3. Work with State of Maine entities such as the MDEP concerning the water quality of the public facilities in Woodland.</li> <li>4. Work with Code Enforcement concerning any State of Maine updates.</li> <li>5. Adhere to any Policy or Ordinance(s) approved by the Board or the Town of Woodland residences.</li> <li>6.</li> </ol> | Select Board, Planning Board both working with the Maine Department of Environmental Protection | On-going |

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| <p>3. Promote and support an educational system that allows all age groups to excel in their chosen fields of interest.</p> | <ol style="list-style-type: none"> <li>1. Continue to support and provide facilities for local and regional events.</li> <li>2. Support open dialogue with School Union 122 into funding and program options through semiannual joint meetings; investigate student community service volunteer programs.</li> <li>3. Continue to support a regional educational system (including online remote learning) which allows both young people and adults to excel in their chosen areas of interest through a school system that emphasizes educational achievement for the entire community.</li> <li>4. Continue to support existing and the expansion of cultural and</li> </ol> | <p>Superintendent of Union 122 &amp; Woodland School Board</p> <p>Select Board &amp; Planning Board</p> <p>Superintendent of Union 122 &amp; Woodland School Board</p> <p>Superintendent of Union 122</p> | <p>On-going</p> |
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|  | <p>recreational opportunities for all ages, such as festivals, parades and programs.</p> <p>Expand volunteer efforts to beautify the Town, to make necessary repairs to Town owned buildings and facilities, and to staff for community-sponsored events and programs.</p> <p>Sponsor a meeting with past and present Town officials and the adjoining cities and towns to identify and reinforce shared programs, opportunities for cooperation and explore joint purchasing and resolutions.</p> <p>Continue planning efforts based on input from the Town's residents, department heads, employees and administration.</p> <p>Continue to support and publicize annual events and festivals.</p> | <p>&amp; Woodland School Board</p> <p>Superintendent of Union 122, Woodland School Board, Planning Board and Select Board</p> <p>Select Board</p> <p>Superintendent of Union 122, Woodland School Board, Planning Board and Select Board</p> |  |
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|  |  | & office staff  |          |
| 4. Plan for continued and support community committee work from the Steering Committee and the proposed Recreation Committee to support town government leadership, staff retention and community development. | <ol style="list-style-type: none"> <li>1. Require the development of community committees and contact with the MMA to provide support, product and strategies to support town government and leadership.</li> <li>2. Enhance the Woodland's website and routinely submit meeting notices, post-meeting articles and lists of accomplishments to promote public interest and awareness.</li> <li>3. Continue to support existing and the expansion of cultural and recreational opportunities for all ages, such as festivals, parades and programs.</li> <li>4. Work with surrounding communities to examine and review the need for regional services and facilities. Implement those services and facilities that are mutually beneficial to the communities.</li> <li>9. Ensure that any regional coordination is initiated and administered at the local level.</li> </ol> | <p>Planning Board</p> <p>Town Office staff and School Board</p> <p>Woodland School Board</p> <p>Woodland School Board</p> <p>Select Board in coordination</p> | On-going |

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|  |   | with the<br>School Board  |          |
| 5. Development of Policy and/or ordinances that support the leadership of the Board.             | <ol style="list-style-type: none"> <li>1. Follow all requirements of Maine statutes associated with the development and implementation of town ordinances.</li> <li>2. Maintain contact with the MMA to provide support, product and strategies to support town government and leadership. Sponsor a meeting with past and present</li> <li>3. Town officials and the adjoining cities and towns to identify and reinforce shared programs, opportunities for cooperation and explore joint resolutions. Continue planning efforts based on input from the Town's residents,</li> <li>4. department heads, employees and administration.</li> </ol>   | <p>Select Board &amp; Planning Board</p> <p>Select Board &amp; Planning Board</p> <p>Select Board and Planning Board</p> <p>Select Board and Planning Board</p> | On-going |
| 6. Develop and maintain effective recruitment, trainings and sustaining plans of town employees. | <ol style="list-style-type: none"> <li>1. Follow all State of Maine statues and Maine State Labor laws.</li> <li>2. Enhance the Woodland's website and routinely submit meeting notices, post-meeting articles and lists of accomplishments to promote public interest and awareness. Work with surrounding communities to examine and review the need for regional services and facilities. Implement those services and facilities that are mutually beneficial to the communities. Ensure that any regional coordination is initiated and administered at the local level. Maintain Office Policy and Procedures concerning recruitment of staff.</li> <li>3.</li> <li>4.</li> <li>5.</li> <li>6.</li> </ol> | <p>Select Board</p> <p>Office staff and Select Board</p> <p>Office staff and Select Board</p> <p>Select Board</p> <p>Select Board</p> <p>Select Board</p>       | On-going |

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| 7. Plan for the development and continuance of adequate and | 1. For the Town office to track utilization of fire and ambulance services annually. | Town Office staff | On-going |
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| cost-effective public safety programs, facilities and services, including fire and ambulance. Identify emergency shelter areas and plans for natural disaster accommodations as may be necessary. | 2. Work with surrounding communities to examine and review the need for regional services and facilities. Implement those services and<br>3. facilities that are mutually beneficial to the communities. Ensure that any regional<br>4. coordination is initiated and administered at the local level. | Select Board & Planning Board | Mid Term |
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| <p>8. Encourage, plan and promote new affordable communication facilities and services. Pursue high speed internet and dependable mobile phone signal access throughout the Town limits.</p> | <ol style="list-style-type: none"> <li>1. Support open dialogue with School Union 122 into funding and program options through semiannual joint meetings; investigate student community service volunteer programs.</li> <li>2. Expand volunteer efforts to beautify the Town, to make necessary repairs to Town owned buildings and facilities, and to staff for community-sponsored events and programs.</li> <li>3. Sponsor a meeting with past and present Town officials and the adjoining cities and towns to identify and reinforce shared programs, opportunities for cooperation and explore joint purchasing and resolutions.</li> <li>4. Continue planning efforts based on input from the Town's residents, department heads, employees and administration.</li> <li>5. Enhance the Woodland's website and routinely submit meeting notices, post-meeting articles and lists of accomplishments to promote public interest and awareness.</li> <li>6. Continue to support and publicize annual events and festivals.</li> </ol> | <p>Select Board &amp; Recreation Committee</p> | <p>On-going</p> |
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|  | <ol style="list-style-type: none"> <li>7. Work with surrounding communities to examine and review the need for regional services and facilities.</li> <li>8. Implement those services and facilities that are mutually beneficial to the communities.</li> <li>9. Ensure that any regional coordination is initiated and administered at the local level.</li> </ol> |  |  |
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| 9. Encourage, plan and support affordable and well-maintained health care facilities and services especially pertinent to an aging population and rural geography. | 1. Coordinate services with the Area Agency on Aging to support residences accessing their services from the Town of Woodland.   | Select Board  | Midterm    |
|  | 2. Continue to support and provide facilities for local and regional events.   | Select Board  | On-going   |
|  | 3. Continue to support existing and the expansion of cultural and recreational opportunities for all ages, such as festivals, parades and programs.  | Recreation Committee                                | On-going   |
|  | 4. Sponsor a meeting with past and present Town officials and the adjoining cities and towns to identify and reinforce shared programs, opportunities for cooperation and explore joint purchasing and resolutions. Work with surrounding communities to examine and review the need for regional services and facilities. | Select Board  | Short term |
|  | 5. Implement those services and facilities that are mutually beneficial to the communities.  | Select Board  | On-going   |
|  | 6. Ensure that any regional coordination is initiated and administered at the local level.   | Select Board  |            |
|  | 7.   | Select Board  |            |
| 10. Encourage and promote a variety of community services and organizations.   | 1. Engage community resource organizations such as ACAP, AAA, and other health organizations to offer services in the Town of Woodland.  | Select Board, Planning Board & Recreation Committee | Midterm    |
|  | 2. Continue to support and provide   |   |            |



## Fiscal Capacity

In Woodland, as with most other Maine towns, the demand of providing services evolves from the federal and state levels to the municipal level. This ultimately places the burden of funding these services on a town's number one source of revenue, the property tax. As Woodland considers recommendations to make capital improvements and/or upgrade public services during the comprehensive planning process, the ability to finance improvements is a necessary consideration. This chapter will show the Town's financial history over recent years and analyze trends in revenues and expenditures.

### Woodland's Municipal Finances

#### Revenues

The largest source of income for the Town of Woodland is real estate and personal property taxes. Property tax revenues are based on the assessment of the taxable municipal valuation of land, building and person property, after deducting homestead allowances and business equipment tax exemptions. The following table shows that the municipal valuation has remained relatively constant over the past six (6) years. The calculate average percent variance is 1.44%.

#### Woodland's Property Tax Revenue Analysis

| Year            | Total Taxable<br>Municipal<br>Valuation | Municipal<br>Valuation<br>% Change<br>From Prior<br>Year | Property<br>Tax<br>Levy | Property<br>Tax<br>% Change<br>From Prior<br>Year | Full<br>Value<br>Tax Rate<br>Per<br>\$1,000 | Tax Rate<br>% Change<br>From Prior Year |
|-----------------|---|--|-------------------------|---|---|---|
| 2020            | 1,064,782                               |  | (\$175,950)             |   | 23.50                                       |   |
| 2021            | 1,184,028                               | 10%  | (\$80,478)              | 46%   | 23.85                                       | 0.35                                    |
| 2022            | 1,205,186                               | 2%   | (\$180,200)             | 223%  | 18.50                                       | -5.35                                   |
| 2023            | 1,394,614                               | 14%  | (\$46,000)              | -391%   | 19.6  | 1.1                                     |
| 2024            | 1,691,562                               | 18%  | (\$46,000)              | 0%  | 20.02                                       | 0.42                                    |
| 5 yr<br>Average | 1,308,034                               |  | (\$105,726)             |   | 21.09                                       | 1.44%                                   |

Source: Woodland Town Annual Reports Years 2020-2024 and Tax reports for the same years

In 2022, the Town of Woodland had a tax re-evaluation of property and personal property taxes which initially supported the reduction in the town mil rate from 23.85 in 2021 to 18.50 in 2022. The property value did increase and there is shown an increase in town building of individual personal residences in the community, the reduction in the mil rate did not last from one year to another with the current rate of 20.02. Though there appears some true municipal oversight concerning expense in the last fiscal year, there has been tremendous expenses increased over the last five (5) years which has cost the town a great deal in its budget.

The Property Tax Levy in the last five (5) yeas has experienced some very significant swings that is fairly difficult to calculate the impact. Over the last two (2) years, there seems to be some real stability with the Property Tax Levy of town expense of the property tax revenues. This demonstrated that the Town of Woodland has experienced some significant increase in Total Taxable Municipal Valuation over the last five (5) years which has supported the Town spending much more money on town municipal functioning.

In addition, the State provides subsidies in the form of homestead tax relief, tree growth and veterans tax relief, etc. Revenues from these State sources is approximately \$130,000 per year and has remained relatively constant. Current income from the State for education is discussed in detail below. In recent years the State’s educational subsidy has declined, with a reduction of \$152,930 from 2023 to the 2024 school year even though there has been an increase in the number of students from the Town of Woodland and New Sweden. Though the increase to Town of Woodland residents has only been \$54,718 over the last five year, it is expected to increase with the reduction of support from the State of Maine.

### **Surplus Reserves**

The town maintains several reserves as noted in audited financial statements. The reserve funds are categorized as “non-spendable,” “restricted,” “committed,” “assigned,” and “unassigned.” The “unassigned” fund balance has shown steady, albeit modest, growth from year to year. This account is frequently referred to as “Town’s surplus.” At the time of the most recent audited financial statement in 2022, the surplus was slightly greater than one year’s municipal expenses.

### **Tax Revenues Analysis**

Woodland has not been able to keep its tax rate competitive with those of the surrounding communities. The following table demonstrates how Woodland’s tax mil rates have historically compared with neighboring towns’ mil rates.

Using the most recent audited information on taxes collected and tax spending, and census projections for 2024, the following table compares Woodland’s tax levy and spending on a per capita basis. This analysis shows that Woodland’s per capita spending on par with that of Caribou and New Sweden

| <b>Municipality</b> | <b>Population<br/>2024</b> | <b>Total Taxable<br/>Municipal<br/>Valuation</b> | <b>Full Value<br/>Per Capita</b> | <b>Property<br/>Tax<br/>Levy</b> | <b>Property<br/>Tax Levy<br/>Per Capita</b> | <b>Full Value<br/>Tax Rate<br/>Per \$1,000</b> |
|---------------------|----------------------------|--|----------------------------------|----------------------------------|---|--|
| Woodland            | 1,218                      | \$71,353,820                                     | \$58,583                         | \$3,564,127                      | \$2,926.00                                  | 20.02  |
| New Sweden          | 598                        | \$36,011,138                                     | \$60,219                         | \$1,915,486                      | \$1,189.82                                  | 18.80  |
| Caribou             | 7,761                      | \$354,428,200                                    | \$45,678                         | \$8,701,212                      | \$1,145.95                                  | 24.55  |
| Perham              | 371                        | \$24,488,600                                     | \$66,007                         | \$1,288,874                      | \$3,473.00                                  | 19.00  |

|             |       |               |           |             |            |       |
|-------------|-------|---------------|-----------|-------------|------------|-------|
| Wade        | 229   | \$20,268,500  | \$88,509  | \$1,101,549 | \$4,810.00 | 18.40 |
| Washburn    | 1,592 | \$105,527,000 | \$66,289  | \$5,343,139 | \$3,356.24 | 19.75 |
| Westmanland | 79    | \$33,299,400  | \$421,511 | \$2,744,950 | \$5,893.69 | 12.00 |
|             |       |               |           |             |            |       |

Source: Maine Municipal Valuation Statistical Summaries and population estimates from 2020 U.S. Census Data

This analysis shows that there is some room for increasing the tax mil rate without resulting in Woodland's taxes becoming comparatively high, as there have been increases in the mil rate for the last two years during a property reevaluation process. In the Public Opinion Survey residents were asked "Are the Town's taxes too high?" Exactly 50 % of the respondents answered "No" and 50% said "Yes." An ongoing concern is that if tax rates become too high relative to the surrounding communities, it will deter potential sales of homes in the area and discourage new residential growth, with a potential concern for the long-term sustainability of revenue.

### Woodland-Regional Comparative Tax Information

| Town       | mil rates by year |       |       |       |       | 5 Year Average | 5 Year Average Variance Compared to Other Towns |
|------------|-------------------|-------|-------|-------|-------|----------------|---|
|            | 2022              | 2021  | 2020  | 2019  | 2018  |                |   |
| Woodland   | 18.59             | 17.84 | 18.64 | 17.86 | 17.51 | 76.432         | -0.29   |
| New Sweden | 15.61             | 16.96 | 18.39 | 18.14 | 19.92 | 73.084         | -3.638  |
| Wade       | 14.84             | 18.68 | 19.33 | 19.07 | 19.05 | 75.73          | -0.992  |
| Washburn   | 17.77             | 19.26 | 19.87 | 23.22 | 26.05 | 85.33          | 8.608   |
| Perham     | 16.5              | 17.16 | 17.30 | 18.59 | 17.42 | 73.034         | -3.688  |

Source: Maine Revenue Services Estimated Municipal Full Value Tax Rates

### Expenditures

There are three major categories of expenditure: municipal expenses, allocation for education, and county taxes paid to Aroostook County. The following table shows historical distributions by these major categories.

### Woodland Expenses/Appropriations by Categories

| Category  | FY 2020     | FY 2021     | FY 2022     | FY 2023      | FY 2024        |
|-----------|-------------|-------------|-------------|--------------|----------------|
| Municipal | \$850,028   | \$868,516   | \$1,085,414 | \$1,345,596  | \$1,328,842    |
| Education | \$620,000   | \$635,000   | \$671,004   | \$674,717.54 | \$674,717.54   |
| County    | \$87,000    | \$92,600    | \$98,900    | \$108,296    | \$111,564.30   |
| Total     | \$1,557,028 | \$1,596,116 | \$1,834,314 | \$2,131,262  | \$2,117,776.30 |

Source: Woodland's Annual Reports and tax records

### Municipal Expenses

Municipal expenses are noted below:

**Analysis of Municipal Expenses**

| <b>Year</b> | <b>Expenses</b> | <b>Change From Prior Year</b> |
|-------------|-----------------|-------------------------------|
| 2020        | \$1,557,028     |                               |
| 2021        | \$1,596,116     | \$39,088                      |
| 2022        | \$1,834,314     | \$238,198                     |
| 2023        | \$2,131,262     | \$296,948                     |
| 2024        | \$2,117,776.30  | (\$13,485.17)                 |
| Average     | \$1,847,299.26  | \$112,149.66                  |

Municipal expenses have increased substantially in 2022 and 2023 which far exceeds that of the previous years. Over the last five (5) years there has been a 22.43% even with the slight reduction listed in 2024. Though municipal revenues has exceeded expenditures through the heightening of the town mil rate and through the reassessment value recently completed the town is at high risk of continued increase in mil rates to cover the expenditures unless the town seeks to modify its spending.

The major expense categories are in highway maintenance and salaries. Increases in these expenditures reflect inflationary costs. Whenever necessary, the town appropriates funds from surplus for necessary purchases of capital equipment. The Town has been using a pay-as-you-go approach to capital outlays and never exceeds what it is able to budget within good fiscal guidelines.

Currently there is no municipal debt for any capital equipment or buildings.

**Education Expenses for students of Woodland, New Sweden and Westmanland**

Woodland's Elementary School supports both New Sweden and Westmanland. During the school year of 2023 – 2024, 36 students who attended Woodland Elementary School were from New Sweden and 2 were from Westmanland. The school Superintendent reports that the student numbers per year have gone up and down over the years. In the past five (5) years the number of students have increased and has been consistent each year.

There is a formula of state and town revenue sharing that is based upon the town valuation and the number of students enrolled in the Woodland Elementary School and Caribou High School, which essentially is considered elementary and secondary tuition. For the school year of 2023- 2024, Woodland's maximum collection of individual student expense is \$8,100 for elementary education and \$11,073 for secondary students. This does not include the cost of transporting students to school or the costs associated with Special Education, both of which are state mandates for elementary grade students. Details of the last six school years preceding this Comprehensive Plan update are noted in the following table:

| School Year                 | 2020-21      | 2021-22      | 2022-23      | 2023-24      | 2024-25      |
|-----------------------------|--------------|--------------|--------------|--------------|--------------|
| Expense                     | \$ 2,044,856 | \$ 2,025,800 | \$1,996,647  | \$ 2,256,098 | \$ 1,978,601 |
| State Subsidy               | \$ 1,055,904 | \$ 1,300,948 | \$1,271,682  | \$ 1,305,121 | \$ 1,152,191 |
| Woodland Allocation         | \$ 620,000   | \$ 635,000   | \$ 671,004   | \$ 674,718   | \$ 674,718   |
| Tuition                     | \$ 2,150     | \$ 276,367   | \$ 308,886   | \$ 338,851   | \$ 184,664   |
| Medicaid                    | \$ 4,850     | \$ 4,295     | \$ 4,873     | \$ 4,359     | \$ 4,826     |
| Fund Balance (Carried Over) | \$ 191,339   | \$ 80,067    | \$ 57,766    | \$ 417,663   | \$ 491,307   |
| <b>Total</b>                | \$1,874,243  | \$ 2,296,676 | \$ 2,414,212 | \$2,740,711  | \$2,507,707  |
| Enrollment                  |              |              | \$6,707.00   | \$ 7,021.00  | \$7,244.00   |
| (Form ED279)                | \$6,290.00   | \$6,590.00   |              |              |              |
| PreK Grade 8                | 152          | 148          | 146          | 168          | 167          |
| Grades 9 – 12               | 54           | 62           | 56           | 64           | 45           |

It is noted that there are substantial fund balances which have been accumulating each year. The school board noted during the 2024 Town Meeting that the school was successful in taking the increased financial resources that the State Subsidy provided under COVID funds to improve specific areas of infrastructure at the Woodland Elementary School. The Board was pleased to announce that the 10 Year Capital Improvement Plan beginning in 2019 to 2029, has been on track to successfully replace the building's roof in 2019, replacing existing windows in 2021-2022, replaced the old boiler in 2021, replaced water fountains with new models with bottle filters in 2021, replace many kitchen items in 2021, 2022, and then in 2024, updated staff restroom in 2022, the boys restroom in 2023 and then the girls restroom in 2024. They have also improved the schools sound system, camera system and alarm system throughout the building.

Caribou opened a new elementary school building in 2020. The Woodland Elementary School is a much older building. The Woodland District Superintendent has informed the Planning Board that families sending their children to Woodland Elementary have been polled regarding intentions to transfer to Caribou Elementary. This polling revealed that families with their children in the Woodland School prefer the smaller class sizes and will not be transferring their children. It is



believed that most of the children enrolling in Caribou Elementary have parents who may be working in Caribou or Presque Isle.

The Superintendent of SAD #122, reports that the families in Woodland have the option to attend either the Caribou High School or the Washburn High School. Each school has an excellent relationship with Woodland Elementary School and have seen the transition of students from one school system to another as “seamless”. Woodland School Board would be appropriate to assess the impact of more students transferring to Caribou or Washburn Secondary Schools over the next 10 years, as the tuition costs may increase. A long-range plan to address this potential impact would be prudent.

### **County Taxes**

The third and smallest category of expenditure is for County Taxes. These taxes have increased by 24% or approximately \$17 per person.

### **Per Capita Taxes and Spending**

Using the 2020 US Census data estimated population figure of 1,218 for 2024, and annual property tax data, it is estimated that the Property Tax Levy had an overall decrease between 2019 and 2024. For the same period, Municipal Expenses increased over the same time period by \$478,814, or by 74%. In addition, Educational Spending per capita experienced an increase of \$54,718 over the same time period or approximately a 11% increase. Thus, per capita, the residents of Woodland have had a tax increase of \$438 each over the last five years. Those revenue have also increased, this pattern of expense, especially of the Municipal Expenses needs to be assessed as to how to better manage these resources to benefit the town without increases taxes.

### **Fiscal Capacity Analysis**

Over the past five years. Woodland has experienced some significant changes concerning the Municipal government expenses increases with limited success in managing some of the key areas of concern for the town of roads, dumping of waste and reducing the tax burden on its citizens. Education is typically a town’s largest expenditure and Woodland is no exception. On average, the town spends approximately \$2,000,000 annually, with Woodland meeting more than it's share of the cost due to the limit of cost placed on the community for elementary school by the State of Maine Department of Education, Woodland residences are paying approximately \$300 per child that comes to the school that is not a Woodland resident. Though this may be seen as limited, it is still an additional cost that the residents of Woodland may not even be aware of. Thus, similar to many other communities in Maine, educational costs have increased in Woodland due to slight increase in students, but more so due to the maintenance and administrative costs of maintaining the school facilities and staffing pattern needed.

Woodland’s ability to generate tax revenue depends heavily on residential growth in Town. It is noted, that even with the recent tax reassessment completed in 2022, the town still increased its

mil rate by 1.43 mils in 2024 to meet the town budget needs. This current mil rate rivals that of much larger communities which is a huge change for Woodland who historically identified itself as the residential community of choice with a low mil rate. Without more infrastructure and significant increases of a trained, available workforce in the region, there can be limited expectation for commercial and industrial growth in the Town. Goals and strategies for the next 10 years will need to focus on sustaining or expanding residential growth. Investing in improvement of roads and universal access to high-speed internet is also much desired. Long range plans need to be developed around these concerns, with an eye to balance growth and natural resource preservation. The need for preparation of suitable locations for residential development should be prioritized.

## WOODLAND'S CAPITAL INVESTMENT PLAN

Woodland continues to meet its mandated obligations and maintains its services and infrastructure while preserving a strong commitment to building reserves in a surplus account. Town officials utilize two sources of funding to make capital purchases and upgrades to the community's infrastructure, namely its reserve accounts and grants.

Over the next 10 years, the Town plans to make purchases for highway maintenance and surface upgrades. The following table illustrates what equipment is earmarked for replacement/purchase and how the Town plans to pay for them.

**Town of Woodland Capital Improvement Plan for the Next 5-years**

| Item   | Cost  | Priority  | Monies to be secured from                 |
|--|---|---|---|
| Salt Shed  | \$500,000+                                      | High  | Town / State of Grants                    |
| 3 Plow truck   | \$250,000+ each                                 | Purchased one 4/2025<br>Moderate for the other two trucks   | Town funds                                |
| Internal doors within the garage and updates to Superintendents office | \$26,450  | High  | Town funds                                |
| Town office and garage building new water and sewer                    | \$10,000+                                       | High  | Town of state funds                       |
| Bridge replacement – Langley Road and McIntyre Road                    | Depending on design of replacement<br>\$250,000 | Depending on the condition of the bridges- High to moderate | Town and potential state funding supports |

The second table indicates the plans for upgrading and maintaining Town properties.

| Administration                    |         |           |          |
|-----------------------------------|---------|-----------|----------|
| Furnace upgrading to Public works | Cost    | Necessary | \$37,800 |
| Generator                         | Reserve | Necessary | \$30,000 |

## Fiscal Capacity Analysis

Town officials monitor the amount of funds in reserve accounts to ensure the surplus is sufficient to make the necessary purchases. When a capital improvement is to be funded, administration initially looks to federal and state assistance, and then to utilize reserve account funds as available. They borrow additional funds if necessary and, as a last resort, the Selectman raise taxes. The Town continues to have a significant balance in its reserve accounts with a moderate debt load due to the passing of a Bond for road improvement in 2022. Though road surface conditions remain a key area of concern for the town as well as the current mil rate that rivals the large municipalities of Caribou who has far more community resources accessible to them, the community appears to want to continue to build off of its strengths on a stable population and an ability to be seen as a favorable community to live in. Equipment and buildings are being maintained and appropriately replaced while taxes continue to be at an acceptable level.

## Fiscal Capacity

Woodland, like many other Maine communities, has been struggling to keep property taxes stable in the face of budget demands and constraints. The Town has not only survived these hard times, it is moving forward. There has been a steady decline in federal and state assistance to Woodland. The Federal Revenue Sharing Program at one time represented a federal-state-local partnership in which new policies were mandated and then largely funded by the federal government. The program became defunct in 1986--the many unfunded mandates are still in place, but the burden of funding them is now largely the responsibility of the Town. This section will show that through the policies and strategies, the Town can maintain its financial health while making some major improvements and meeting future needs through public expenditures and other fiscal policies.

**Fiscal Capacity Goal:** To manage and administer the Town's finances in a careful and fiscally responsible manner in order to maintain a low tax rate and low municipal expenses.

| Policy | Strategy | Responsibility | Timeframe |
|--------|----------|----------------|-----------|
|--------|----------|----------------|-----------|

|   |   |  |                                      |
|---|---|--|--------------------------------------|
| Identify trends in municipal revenues and expenditures and develop programs that increase revenues and stabilize, share and/or reduce expenditures. | 1. Coordinate planning for municipal building construction, repair and/or modifications through the CIP (Capital Improvement Plan).   | Select Board, Planning Board, Highway Department, Recreation Committee | Short-term                           |
|   | 2. Identify and assess trends in growth and development and create a fiscal plan to ensure the efficient and costeffective availability of required municipal facilities and services.  | PB, CEO, S   | On-going                             |
|   | 3. Ensure that municipal facilities, including the salt shed, be well maintained and fully functional, seeking support from MDEP and loan forgiveness programs to support rebuilding of the shed.   | S, HD, MDEP, PB  | On-going                             |
|   | 4. Ensure through periodic review and consultations that the Town's valuation keeps in step with the State valuation, since educational funding, revenue sharing and other programs are based on formulas involving State valuation figures. The program should include a periodic review of personal property tax valuations and review the desirability of TIFs (Tax Incentive Financing) as a tool to promote commercial and industrial development. | TA, S, HD  | On-going                             |
|   | 5. Support efforts to increase State aid to cities and towns.   | Select Board and School Union 122                                      | On-going                             |
|   | 6. Decrease Town reliance on the property tax as much as possible.  | TA, S, SU<br><br>Select board  | On-going<br><br>On-going & as needed |

|  |  |  |  |
|--|--|--|--|
|  | <p>7. Establish and maintain a tax rate consistent with maintaining the current and projected levels of service. Annually “zero base” the budget for municipal expenses. Review feasibility for funding depreciation expenses.</p> <p>8. Continue to apply for Community Development Block Grant (CDBG) and/or other monies for Capital Improvement Projects (CIPs).</p> | <p>Select Board and Tax Assessor</p> <p>Select Board / Office staff/ Highway department/ Superintendent and School Board</p> |  |
| Review current and projected taxes and develop a fiscal plan that will stabilize and/or reduce the tax burden. | Same as above  |  |  |

|   |   |                 |            |
|---|---|-----------------|------------|
| Identify and assess trends in growth and development and create a fiscal plan to ensure the efficient and costeffective availability of required municipal facilities and services. | 1. Coordinate planning for municipal building construction, repair and/or modifications through the CIP (Capital Improvement Plan).   | S, PB, HD, RC   | Short-term |
|   | 2. Identify and assess trends in growth and development and create a fiscal plan to ensure the efficient and costeffective availability of required municipal facilities and services.  | PB, CEO, S      | On-going   |
|   | 3. Work with the municipal staff to review capital expenditures, maintain good communications with the public and create and maintain a long-range plan for investments.  | Selectboard     | On-going   |
|   | 4. Ensure that municipal facilities, including the salt shed, be well maintained and fully functional, seeking support from MDEP and loan forgiveness programs to support rebuilding of the shed.   | S, HD, MDEP, PB | On-going   |
|   | 5. Ensure through periodic review and consultations that the Town's valuation keeps in step with the State valuation, since educational funding, revenue sharing and other programs are based on formulas involving State valuation figures. The program should include a periodic review of personal property tax valuations and | TA, S           | On-going   |
|   |   | S, SU           | On-going   |
|   |   | S, SU           | On-going   |

|    |   |  |                      |
|----|---|--|----------------------|
|    | <p>review the desirability of TIFs (Tax Incentive Financing) as a tool to promote commercial and industrial development.</p> <p>Support efforts to increase State aid to cities and towns.</p> <p>Decrease Town reliance on the property tax as much as possible.</p> | TA, S, SU  | On-going             |
|    |   | Select Board   | On-going & as needed |
| 6. | Establish and maintain a tax rate consistent with maintaining the current and projected levels of service. Annually “zero base” the budget for municipal expenses.  | Select Board & Planning Board  | On-going             |
| 7. | Review feasibility for funding depreciation expenses.   | Same as above  | On-going             |
| 8. | Continue to apply for Community Development Block Grant (CDBG) and/or other monies for Capital Improvement Projects (CIPs).   | Select Board / Office staff/ Highway department/ Superintendent and School Board | On-going             |
| 9. |   |  |                      |

|  |   |  |                      |
|--|---|--|----------------------|
| Determine and develop a plan for capital expenditures. | 1. Coordinate planning for municipal building construction, repair and/or modifications through the CIP (Capital Improvement Plan). Identify  | S, PB, HD, RC  | Short-term           |
|  | 2. and assess trends in growth and development and create a fiscal plan to ensure the efficient and costeffective availability of required municipal facilities and services.   | PB, CEO, S   | On-going             |
|  | 3. Work with the municipal staff to review capital expenditures, maintain good communications with the public and create and maintain a long-range plan for investments.  | Selectboard  | On-going             |
|  | 4. Decrease Town reliance on the property tax as much as possible.  | S, SU  | On-going             |
|  | 5. Establish and maintain a tax rate consistent with maintaining the current and projected levels of service. Annually “zero base” the budget for municipal expenses. Review feasibility for funding depreciation expenses. | TA, S, SU  | On-going             |
|  | 6. Continue to apply for Community Development Block Grant (CDBG) and/or other monies for Capital   | Select Board   | On-going & as needed |
|  |   | Select Board /<br>Office staff/<br>Highway department/ |                      |
|  | Improvement Projects (CIPs).  | Superintendent and School Board                        |                      |

## Housing

The following information summarizes existing data on housing in Woodland. This section attempts to address, as completely as possible, the current availability of housing and the costs associated with obtaining decent, safe, and sanitary dwelling units for those who wish to live in the Town. The main emphasis of the comprehensive planning process relating to housing is an assessment of the affordability of the housing within the community. An important component of the process is to identify the segment of the population most significantly affected by the costs of housing, their income ranges, what type of housing stock is needed (if any), and the geographical



areas which are a priority. Ultimately, the community should be able to project the future housing needs of the residents of the Town and base policy and strategy decisions upon the findings.

The housing inventory and analysis, utilizing 2020 US Census data, provides the informational framework for considering the actions to be taken by the community to ensure affordable housing for all Woodland residents. In particular, the needs of the elderly and the first-time home buyers. As an example, for many elderly homeowners, the accumulated equity in their home represents a long period of savings and investment which may be their primary source of retirement security. Determination of the role of the Town in assisting these homeowners to maintain the conditions, and therefore the value, of their homes through such time periods is addressed. The inventory and analysis, complemented by the input from the Comprehensive Planning Committee, Town Officials, and other interested parties, provides the informational framework for considering the actions to be taken by the community to ensure affordable housing for all the residents. This section on housing will examine various statistical housing data of Maine, Aroostook County, and Woodland.

The US Census defines a household as all the persons who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied as separate living quarters. The US Census defines family as a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption.

The following chart presents the 2020 US Census information for comparison of housing in Maine, Aroostook County, and Woodland.

#### **Housing Data, Maine, Aroostook County, and Woodland**

|                              | <b>Maine</b> | <b>Aroostook<br/>County</b> | <b>Woodland</b> | <b>Percent<br/>of Total</b> |
|------------------------------|--------------|-----------------------------|-----------------|-----------------------------|
| Total housing units          | 739,072      | 38,303                      | 577             |                             |
| Occupied housing units       | 605,338      | 28,784                      | 517             | 90%                         |
| Vacant housing units         | 133,734      | 8,519                       | 60              | 10%                         |
| <b>YEAR STRUCTURE BUILT*</b> |              |                             |                 |                             |
| 2020 or later                | 8,117        | 221                         | 2               | 0%                          |
| 2010 to 2019                 | 48,994       | 1,315                       | 23              | 4%                          |
| 2000 to 2009                 | 75,042       | 3,878                       | 54              | 9%                          |
| 1980 to 1999                 | 151,573      | 5,726                       | 133             | 23%                         |
| 1960 to 1979                 | 126,156      | 9,187                       | 133             | 23%                         |
| 1940 to 1959                 | 65,334       | 5,000                       | 38              | 7%                          |
| 1939 or earlier              | 130,122      | 5,992                       | 78              | 14%                         |
| Not listed in the 2020 data  | 133,734      | 6,984                       | 116             | 20%                         |

|  |         |        |     |      |
|--|---------|--------|-----|------|
| Total  | 605,338 | 31,319 | 461 | 100% |
|  |         |        |     |      |
| <b>BEDROOMS (in occupied housing units)*</b> |         |        |     |      |
| 1 room                                       | 68,346  | 3,601  | 0   | 0%   |
| 2 rooms                                      | 211,006 | 10,407 | 18  | 3%   |
| 3 rooms                                      | 200,470 | 10,450 | 169 | 29%  |
| 4 rooms                                      | 114,385 | 6,190  | 270 | 47%  |
| Total  | 594,207 | 30,648 | 457 |      |
|  |         |        |     |      |
| <b>SELECTED CHARACTERISTICS*</b>             |         |        |     |      |
| With complete plumbing facilities            | 602,024 | 30,951 | 453 | 79%  |
| With complete kitchen facilities             | 599,785 | 30,766 | 457 | 79%  |
|  |         |        |     |      |
| <b>HOUSE HEATING FUEL*</b>                   |         |        |     |      |
| Fuel oil, kerosene, etc.                     | 339,456 | 21,316 | 327 | 57%  |
| Utility gas                                  | 48,991  | 160    | 3   | 1%   |
| Other fuel                                   | 64,926  | 4,720  | 82  | 14%  |
| Electricity                                  | 63,901  | 3,340  | 24  | 4%   |
| Coal or coke                                 | 780     | 193    | 0   | 0%   |
| Bottled, tank, or LP gas                     | 84,304  | 1,365  | 21  | 4%   |
| Total  | 602,358 | 31,094 | 457 |      |
|  |         |        |     |      |

Source: 2020 US Census

\*Source: City-Data.com for 04762 based on US Census Bureau data and the American Community Survey 2022

5- year estimates

## 2010-2020 Housing Trends

The inventory of regional housing trends includes data from communities in the central Aroostook County area. The following chart indicates that housing units in all of the selected communities, Aroostook County, and the State increased between 2000 to 2020. Woodland showed the highest rate of increase with 10.2 percent of housing units, followed by Stockholm (8.8%). Statewide 23 percent more housing units were present in 2000 than in 2020. Comparisons between Woodland and Aroostook County shows that Woodland has had a higher increase in housing units. It is noted in the data from the US Census that the pandemic did increase the growth of the population in Maine as well as certain parts of Aroostook County and that housing units needed to keep pace with that population growth.

## Housing Units Comparison, 2000 - 2020

| Area             | 2000    | 2010    | 2020    | Percent Change<br>2000 - 2010 | Percent Change<br>2010-2020 | Percent Change<br>2000-2020 |
|------------------|---------|---------|---------|-------------------------------|-----------------------------|-----------------------------|
| Woodland         | 498     | 552     | 577     | 10%                           | 1.60%                       | 10.20%                      |
| New Sweden       | 317     | 319     | 323     | 8.60%                         | 1.30%                       | 1.90%                       |
| Caribou          | 4,089   | 3,831   | 3,914   | -6.30%                        | 2.20%                       | -4.20%                      |
| Stockholm        | 137     | 135     | 149     | -1.50%                        | 10.40%                      | 8.80%                       |
| Aroostook County | 38,421  | 38,719  | 39,529  | 0.80%                         | 2.10%                       | 2.90%                       |
| State of Maine   | 587,045 | 651,901 | 721,830 | 11%                           | 10.70%                      | 23.00%                      |
|                  |         |         |         |                               |                             |                             |

Source: 2010-2020 US Censuses

## Woodland Housing Trends

The 2020 US Census reflects 577 total housing units for Woodland, with 60 currently vacant. The median selected monthly owner cost for homeowners with a mortgage was \$2,500 per month. This figure included everything paid to the lender including principal and interest payments, real estate taxes, fire, hazard, and flood insurance payments, and mortgage insurance premiums. The median selected monthly owner cost for homeowners without a mortgage was \$1,019 per month. When these costs were stated as a percentage of household income for 2020, the median selected monthly owner cost of homeowners with a mortgage was 25 percent of the household income. The median selected monthly owner cost of homeowners without a mortgage was 18 percent of the household income. The median gross rent for the Town was \$700 with this rent representing between 2 percent of the total household income for 2020.

## Additional Housing Characteristics, 2022

| Characteristic         | Woodland | Percent of Total |
|------------------------|----------|------------------|
| <b>VALUE</b>           |          |                  |
| Less than \$50,000     | 45       | 23%              |
| \$50,000 to \$99,999   | 52       | 33%              |
| \$100,000 to \$299,999 | 78       | 42%              |
| \$300,000 to \$499,999 | 5        | 2%               |
| \$500,000 to \$749,999 | 0        |                  |
| \$750,000 to \$999,999 | 0        |                  |

|   |          |  |
|---|----------|--|
| \$1,000,000 and more                              | 0        |  |
| Median  | \$44,9   |  |
|   |          |  |
| <b>MORTGAGE STATUS</b>                            |          |  |
| Housing Units with a mortgage                     | 180      |  |
| Housing Units without a mortgage                  | 196      |  |
| Median monthly mortgage payment                   | \$2,500  |  |
|   |          |  |
| Estimated Median Monthly Household Income in 2022 | \$60,625 |  |
| Median monthly house owner costs                  | \$1,019  |  |
|   |          |  |
| <b>GROSS RENT</b>                                 |          |  |
| \$200-249   | 0        |  |
| \$250-299   | 0        |  |
| \$500-549   | 4        |  |
| \$600-649   | 8        |  |
| No cash rent                                      |          |  |

Source: American Community Survey 5-year estimates 2017 Source:\* US Census 2020

#### **Table of Household Income and Benefits for Woodland Householders**

| Estimate Household Income                        | Number Households | % of Total |
|--|-------------------|------------|
| Less than \$10,000                               | 0                 |            |
| \$10,000 to \$24,999                             | 27                | 15%        |
| \$25,000 to \$34,999                             | 10                | 5%         |
| \$35,000 to \$49,999                             | 21                | 11%        |
| \$50,000 to \$74,999                             | 33                | 18%        |
| \$75,000 to \$99,999                             | 11                | 6%         |
| \$100,000 to \$149,999                           | 73                | 40%        |
| \$150,000 or more                                | 5                 | 2%         |
| Total  |                   |            |
| Percentage of incomes below poverty level        | 37                | 20%        |
| Residents with income below 50% of poverty level | 21                | 11%        |
| Median Household Income                          | \$60,625          |            |
| Median Homeowner Cost                            | \$1,019           |            |

Source\* U.S. Census Date 2020

The Maine Housing Authority assesses the affordability of a house based on median income. The assessment makes an assumption that a homeowner should be spending no more than 30% of their income to pay for homeowner costs including principal and interest payments, real estate taxes, fire, hazard, and flood insurance payments, and mortgage insurance premiums. Because a large

number of homeowners in Woodland are not paying a mortgage on their home, it is estimated that only 7.5% are paying more than 30% of their income for their housing.

The most recent data shows that there are housing units in Woodland that are vacant. Of these, 38 are seasonal or not owned by permanent residents of the Town. It is believed that the other 30 vacant houses are being maintained by non-residents or are abandoned. Additional information regarding the actual number of available housing units available for purchase in Woodland will be forthcoming with the 2030 US Census Data.

### **Mobile Homes**

Mobile homes have become an increasingly popular form of housing in Maine. One reason for this is their initial price, which is especially low when compared to the cost and construction factors associated with newly constructed conventional houses. Equally important is that mobile homes are relatively inexpensive to heat and, due to their smaller size, are well-suited to the less spaceintensive needs of smaller families and retired couples. Woodland land use ordinance is fairly stringent concerning the design, placement, and safety of mobile homes and mobile home parks which the residents of Woodland outlined as a area of concern for them via the Community Survey completed in 2024.

There are currently two licensed mobile home parks in Woodland. One is located on the corner of the Woodland Center Road and the McIntyre Road. Though licensed as a mobile home park, it currently has not mobile homes on it and the owner had no current plans to develop one at this time. The second park is located on the Thibodeau Road. Without a specific zoning ordinance, building permit requests to establish a mobile home park could potentially have negative impact on prime agricultural or forested land in the Town.

### **Real Estate Agents Findings**

As part of the review of the housing section of this Comprehensive Plan, the Planning Board solicited feedback from several real estate agents who have had recent experience in selling houses in Woodland. Feedback from these agents indicated Woodland has less “amenities” than some of the surrounding communities. It was noted that there was no grocery store or restaurant in the Town. One agent indicated the taxes were too high, relative to the lack of amenities. Though rural areas in Maine are concerned about easy access to universal high-speed internet and reliable cell phone service, which was perceived as a major disincentive for home buyers, many of whom contemplate working from home, Woodland residents report that this is not a huge issue for them and most (136 responses or 63%) of Woodland residences who responded to the survey believe that they have good to very good coverage in their area of Woodland.

The agents did express that it would be a “big help” if the Town were to have remote access to their tax cards and lot maps, similar to Caribou and Presque Isle. This would expedite their ability to provide information to potential home buyers.

It was recognized by the real estate agents that Woodland does have houses on generous lot sizes, and easy access to amenities such as hospital services, ambulance and fire services and close proximity to regional recreation centers, cross-country skiing, bicycle routes, snowmobile and ATV trails, shopping, hunting, boating and fishing. Woodland would benefit from a welldeveloped website or social media presence puts the Town at a competitive disadvantage in attracting home buyers.

### **Federally Assisted Housing Units**

Assisted living and residential care facilities are available throughout Aroostook County to assist adult and youth who are mentally ill and developmentally delayed. There is a variety of assisted living housing are licensed by the State. The following are types of services and housing are available under this category.

1. **Adult Day Services:** A group program of care carried out on a regular basis for at least 2 hours per day for more than 2 adults.
2. **Adult Family Care Home:** A family-style home which provides personal care and other assisted living services for up to 5 elderly or disabled adults. Homes are equipped with life safety devices that allow residents to age in place. Home operators are trained by the Department of Human Services.
3. **Adult Foster Home (Level I Residential Care Facility):** A home caring for up to 6 residents. Homes provide a broad array of assisted living services, including 24-hour supervision.
4. **Boarding Home (Level II Residential Care Facility):** A home caring for more than 6 residents. Homes provide a broad array of assisted living services, including 24-hour supervision.
5. **Congregate Housing:** A comprehensive program of supportive services provided in individual apartments and includes a congregate meal program. Facilities must be licensed if they provide mediation administration and nursing services in addition to personal care services.

While there are no assisted living facilities located in Woodland, SeniorGuidance.org lists 42 assisted living facilities located in Aroostook County. The facilities provide housing and care services to elderly Maine senior citizens who require assisted living and help with daily living tasks. The website lists senior living communities, as well as memory care facilities in the county. SeniorGuidance.org also provides comprehensive resources information on various senior living options, including assisted living facilities, senior living communities, nursing homes, independent living communities, continuing care retirement communities (CCRC) and all other long term senior care options, including memory care such as Alzheimer's or dementia. An internet search of "senior apartments in Aroostook County, ME" provides a full list of both assisted and independent living options; "nursing homes in Aroostook County, ME" lists skilled nursing facilities; "memory care facilities in Aroostook County, ME" lists all dementia and Alzheimer's care housing and service options. Availability of openings in these facilities and prices vary considerably, however, these services appear to be adequate to cover the needs of Woodland residents.

## **Other Housing Facilities**

Since the Aroostook County Action Program (ACAP) began the policy of providing Section 8 vouchers to the low-to-moderate income individual and families, ACAP assists with locating single-family homes situated throughout the community.

Online resources through Maine Housing Authority (as well as through ACAP) assist low-income and elderly in finding information about grants and subsidies for purchasing and repairing a home, as well as finding subsidized rental properties.

The Maine State Housing Authority offers the Maine Housing's Home Accessibility and Repair Program and a sub-program relevant to seniors called the Elderly Hardship Grant. The objective of these programs is to help low-income homeowners maintain their homes in good repair and minimize safety risks associated with their homes. This program is relevant to seniors wishing to age in place and to families caring for loved ones at home. The grants can be used to make home modifications, not just for structural improvements, but also to improve disability access.

This program includes assistance for bathroom safety modifications to help aging in place. Home modifications include projects such as the addition of a wheelchair ramp to the home's exterior or widening of doorways and access points to allow wheelchair access in the home's interior, bathroom modifications such as the addition of a walk-in shower (with transfer bench), hand rails, modified toilet, etc. Stair-lifts, platform lifts and home elevators are possibilities for two-story homes or second story apartments in which staircases cannot be avoided.

Typically, individuals qualify should their income be equal or less than 80% of the median income for their area. For Aroostook County residents, the minimum threshold for eligibility is \$37,700 for an individual and \$53,850 for a family of four. Most Woodland Residents household incomes would qualify them for some of the grants and subsidies. Programs for the elderly are restricted to those 62 and older.

Federally funded Community Development Block Grants were established as part of the Housing and Community Development Act of 1974. It funds various community development activities for neighborhood revitalization, economic development, affordable housing, and better community facilities and services. Information on available resources can be found online at [www.localhousingsolutions.org/act/housing-policy-library](http://www.localhousingsolutions.org/act/housing-policy-library). The information regarding access to these resources should be maintained in the Town Office for both developers as well as residents.

## **Affordable Housing**

The Growth Management Law requires that Maine towns prepare a Comprehensive Plan that addresses the state goal of promoting affordable housing opportunities for all Maine citizens. In an effort to determine affordability, monthly mortgage payments have been computed based on

information in the list of assumptions provided below. The figures do not include points or legal fees associated with the loan.

### **Affordable Housing Comparison**

#### **List of Assumptions:**

- No down payment.
- Legal and other closing costs **not included** in monthly housing expense.
- Interest rate is 7% APR. (MSHA Home Ownership Program rate).
- 30-year mortgage.
- Amount financed is the selling price of the home.
- Amount financed is the assessed value of the home.
- Woodland's real estate mil rate of 23.5 (as of 2020).
- Insurance is 4 percent of financed amount. (FHA Loan)

### **Woodland, Affordable Housing Comparison**

A measure of housing affordability is based on the premise that a household's total monthly housing expenses should not exceed 30 percent of the household monthly income. Woodland's median household income in 2020, according to the U.S. Census, was \$60,758 or \$5,063 per month.

From 2010 to 2021, the median household income for Woodland town increased by \$3,543 (6.19%), as per the American Community Survey estimates. In comparison, median household income for the United States increased by \$4,559 (6.51%) between 2010 and 2021.

In Maine, among cities with populations of fewer than 5,000 residents, Woodland town ranks 173rd out of 364 for median household income. This rank indicates that it falls within the middle-income range of small cities within the state of Maine.

U.S. Census Bureau [American Community Survey \(ACS\)](#) 2017-2021 5-Year Estimates

The average home sold in Town in recent years shown in the following table:

#### **Property Sale Prices January 2022 – July 2024**

| Sale Price Range      | Number | Percent |
|-----------------------|--------|---------|
| Less Than -\$49,999   | 3      | 8%      |
| \$50,000-\$99,999     | 7      | 19%     |
| \$100,000-\$149,999   | 10     | 28%     |
| \$150,000-\$199,999   | 7      | 19%     |
| \$200,000 - \$299,999 | 6      | 17%     |



|                       |           |    |
|-----------------------|-----------|----|
| \$300,000 – \$500,000 | 3         | 8% |
| Over \$500,000        | 0         | 0  |
| Total                 | 36        |    |
| Median Price \$       | \$150,969 |    |

Source: Real Estate Transfer Records

The mathematical average sale price of home property included in the table was \$150,969. Further refinement of the average sale price is prudent. By including 36 sales during the 3-year period of properties with sale prices between \$29,000 and \$439,000, it demonstrates that the Town of Woodland has a dynamic difference between lower cost housing availability to fair high costs.

Housing prices assessed on the basis of Transfer Records do not tell the entire story. This does not include the sales of several acres of woodlot or tillable land which makes comparing to houses in more urban areas such as Caribou or Presque Isle difficult. Additionally, sales of properties in Woodland frequently are purchased solely for the harvesting of timber with no intent to use any existing sheds/barns on the property for housing. This practice skews the median cost of housing in the 2020 US Census of \$132,000, making it lower than that for the purchase of actual residential home sales only.

#### Affordable Housing Availability

Affordable housing availability is focused on very low income, low income, and moderate income households defined as follows:

- Woodland's median household income in 2020 was \$60,625 as reported by US 2020 Census.
- Very low income means 50 percent of the Town's median household income.
- Low income means between 51 percent and 80 percent of the Town's median household income.
- Moderate income means 81 percent to 150 percent of the Town's median household income.

|                                     | Very Low Income     | Low Income           | Moderate Income       |
|-------------------------------------|---------------------|----------------------|-----------------------|
| Percent of Median Income            | 41.6%               | 40.5%                | 16.4%                 |
| Median Income In Dollars            | Under \$50,000      | \$50,000 - \$100,000 | \$100,000-\$175,000   |
| Affordable Rent                     | Less than \$499     | \$500-\$999          | \$1,000 - \$1,499     |
| Less Taxes and Insurance*           | Under \$40,000      | \$50,000 – \$80,000  | \$80,000 - \$170,000  |
| Affordable monthly Mortgage Payment | \$1,000 - \$1,500   | \$2,000 - \$3,000    | \$4,000 - \$5,000     |
| Affordable House Price              | \$30,000 - \$90,000 | \$90,000 - \$175,000 | \$175,000 - \$280,000 |

- 10 home sales between January 2022 and July 31, 2024 were affordable to very low-income families with sale prices between \$29,000 and \$135,000, representing 28% of all property sales in this time period.
- 16 home sales between January 2022 and July 31, 2024 were affordable to low-income families with sale prices between \$95,000 and \$169,000, representing 44% of all property sales in this time period.
- 7 home sales between January 2022 and July 31, 2024 were affordable to moderately low-income families with sale prices between \$190,000 and \$285,000, representing 19% of all property sales in this time period.

Affordability of housing at this time is due to current interest rates that have increased over the past 2 years. As well as the increased level of mortgage rates, the affordability index will be impacted. However, if the interest rates lower as it being expected with lower inflation rates as well as an increase in the median income for Woodland residents remains at current levels, and low-interest financing and low down-payment requirements are available, home ownership is an affordable option for residents at all income brackets.

### **Rental Affordability**

Rental units comprise 2% of the total housing of the 577 units in Woodland according to the 2020 US Census. In Woodland, there no specific rental property units for low-income rentals designed specifically for that population. Rather, there are apartments made up of houses that are renting one or more rental units by private owners who do accept HUD funding for rental assistance. Additionally, there are single unit houses which are available for rent. 98% of the homes in Woodland are owned by residences.

The median household income reported for Woodland from this City-Data.com survey was \$3,083 per month (30% of the median income is \$925). As the median rental cost is less than 30% of the median household income, it is perceived the shelter costs for renters in Woodland is affordable. However, because of the sampling size and the inherent margin of error, the reliability of these numbers needs to be verified after release of housing data from the 2020 Census.

Recent reports from Maine housing authorities note that there continues to be a shortage of rental properties in Maine. Due to demand, rental costs are increasing at a rate higher than the increase in median household incomes. According to real estate agents in the area, Aroostook County and Woodland have a similar shortage which may cause similar changes in affordability for residents.

### **Housing Analysis**

Very low income, low income, elderly and regular shelter availability are primary needs of every community. When a community begins to lose sight of this fact, a slow process of decay will eventually result in dilapidated and inadequate housing units and vacant businesses. A feeling of despair, evident in many small rural communities losing population can be brought on by the poor physical appearance of the community and its housing stock. The two age groups of residents in

Woodland continues to increase, that being of groups over age 65 and those under age 5. The population continues to maintain and appears to have a strong potential of growing. If Woodland wants to continue to experience population increases and economic development, then adequate, safe, and affordable housing will be needed for residents of differing income levels.

Affordable housing does not appear to be a significant problem in Woodland at this time. It appears that there are an ample number of safe affordable housing units in Town, however, the stock is getting old. According to the 2020 US Census, almost 70% of the homes in Aroostook County are more than 50 years old and 28 % of these were built in 1938 or earlier. The Town should become actively involved in efforts to rehabilitate the deteriorating condition of the housing stock and support additional resources for renters. Programs such as a Housing Assessment Planning grant from the Department of Economic and Community Development can help Woodland identify and fix problem areas of the community. These housing rehabilitation efforts will also enhance Woodland's ability to market itself to future potential businesses and industries, which is critical to the Town's economic revitalization and future job creation. The Town should continue to improve housing conditions for its residents wherever possible by actively pursuing federal and state grants for housing rehabilitation.

Municipal officials should also continue to review the Town's existing land use ordinance to ensure it is compatible with its current economic development goals. Consideration should be given to establishing a zoning ordinance to protect existing residential land uses, while discouraging incompatible land use encroachment into established neighborhoods, all-the-while providing safe and sanitary housing for present and future residents.

Finally, the municipal officers should actively monitor the needs of residents and potential home building and buyers, seeking ways to respond to their home ownership and rental preferences. There should be an ongoing effort to find investors and developers to build new housing and fix aging structures to retain current residents and increase emigration of new residents. Proper use of existing and proposed regulations by the Selectboard, Planning Board, and Board of Appeals will assure that new development will fit into the community and become a valuable asset, not a liability. Good planning means good development and this will, in turn, reduce demands upon the community's limited resources in the future.

## **Housing**

Woodland has an aging housing stock and contains clusters of homes in some residential areas with additional development along the rural roadways. For the most part, the housing stock is comprised of single-family dwellings with a few mobile homes. There is one multi-family unit for subsidized rental by the elderly and lower income families. 2020 US Census data projections for the future to provide the information of the housing analysis. This analysis provided the informational framework for considering the actions to be taken by the community to ensure housing opportunities, in particular, the needs of the elderly and first-time home buyers. It is noted that within a year or two, the 2020 US Census data will be available and should be examined in light of emerging trends.

**Housing Goal:** To have affordable and decent housing for all residents, inclusive of the establishment of starter homes, tiny homes, shelters and affordable housing for the elderly to support access to housing opportunities.

| Policy   | Strategy  | Responsibility  | Timeframe |
|--|---|---|-----------|
| 1. Promote and encourage a wide variety of housing opportunities at appropriate locations to include affordable housing, housing for | 1. The Town should: <ul style="list-style-type: none"> <li>A. Encourage a variety and diversity of housing types.</li> <li>B. Determine the specific housing needs of the Town and make recommendations.</li> <li>C. Work with the Maine State Housing Authority, ACAP and Maine DEP to utilize programs and obtain annual program updates. Seek out other sources of funding for rehabilitation</li> </ul> | Select Board, Code Enforcement Officer, Office staff and Planning Board | On-going  |

|  |   |  |  |
|--|---|--|--|
| <p>older residents, first-time home buyers and special needs groups.</p> | <p>from private sources, service organizations and state and federal programs. Work with state and federal agencies to ensure that potential funding sources for elderly housing complexes are conducive to smaller, rural communities.</p> <p>D. Work with surrounding communities to rejuvenate the FIX-ME program with the assistance of MSHA, NMDC, ACAP and other agencies; work to develop a long-term housing replacement program for the region. E. Emphasize housing rehabilitation in Community Development Block Grant (CDBG) and Housing and Urban Development (HUD) applications.</p> <p>F. Assess the impacts of any proposed commercial and industrial development on abutting residential properties and make recommendations.</p> <p>G. Inventory and recommend the removal, if feasible, of dilapidated structures and older mobile homes that cannot be rehabilitated; investigate funding sources for revitalizing dilapidated housing units.</p> <p>H. Inform and educate residents of the various state and federal programs that offset the cost of rehabilitating substandard housing. This may include the development of a brochure to be kept in the Town office.</p> <p>I. Prepare a listing of all vacant residential lots; update both the tax maps and tax cards so that important information concerning house's age and structure type is readily available; make tax maps and property assessment records available for online retrieval.</p> <p>J. Maintain tax acquired property as a place for safe and affordable elderly housing.</p> <p>K. Preserve Route 161 as the gateway to Town by having the Land Use</p> |  |  |
|--|---|--|--|

|  |   |   |                         |
|--|---|---|-------------------------|
|  | <p>Ordinance increase setbacks, buffering and driveway cut restrictions on new construction.</p> <p>L. Create a packet for new developers with information on the Town's Land Use Ordinance, Shoreland Zoning Ordinance and subdivision regulations; create a Town website and social media presence listing key Town officials and fact sheets about the Town and region as well as summary information regarding ordinances.</p> <p>M. Implement Section 8 home ownership programs as appropriate and needed.</p> <p>O. Actively pursue high speed internet access for all residents of Woodland.</p> |   |                         |
| 2. Work to ensure that the needs of the various types of households and income levels are met, while assuring that housing is decent and safe. | Same as above   | Select Board, Code Enforcement Officer and Planning Board | Short term and on-going |

## Local Economy

Economic factors are the basic "facts of life" that define and limit the type and extent of activity in the planning area. Physical planning of the community implies that certain assumptions be made about the local economy and the use of land and water resources of the town. The planning of community facilities and services requires the making of assumptions about the size of the population and the types of activities to be served. In either case, local conditions must be viewed in the light of regional economic growth and changes and its impact on the community.

Woodland is located in the Presque Isle Labor Market Area (LMA) and depends on the region's economic health for its survival. The LMA's boundaries include Blaine to the south, Portage and Oxbow to the west, Allagash to the north, and New Brunswick, Canada to the east. Many of the job holders in Woodland work outside the town and local retail and service establishments depend on shoppers from other areas, including Canada, for a portion of their trade. In terms of economic

impact, agriculture and forest products are the most important industries located solely in town. In terms of employment, education, community service, retail sales/office, and production/material movers are the largest employers of Woodland residents.

As noted in the Demographics Section of this document, it is estimated that the population by 2029 will be 1,261 as identified through data from the American Community Survey 10-Year Estimates. Of the current population of 1,218 residences, 481 are in the labor force, which from 2021 – 2022 is an increase of 7.61%. There are 92 residents who are veterans with 41% being over the age of 65. There are 38 residences who are employed in the Armed Forces, leaving 443 in the civilian work force.

### **Employment by Occupation**

The following chart summarizes characteristics of the working population of Woodland. The source of this information is from the U.S. Census Bureau 2020 reports. The following occupational categories are tabulated:

Management, business, science and arts  
 Computer, engineering and science  
 Education, legal, community service, arts and media  
 Healthcare practitioners and technical  
 Service (e.g., healthcare support, building and grounds cleaning and maintenance occupations)  
 Sales and office  
 Natural resources, construction and maintenance (including farming and forestry occupations)  
 Production, transportation and material moving

#### **US Census Bureau Report 2020 Demographic Profile Data**

| <b>Occupational Categories</b>  | <b>Number Employed</b> | <b>% of Total</b> |
|---|------------------------|-------------------|
| Management, business, financial   | 103                    | 21%               |
| Computer, engineering and science   | 6                      | 1%                |
| Education, legal, community service, arts and media   | 13                     | 3%                |
| Healthcare practitioners and technical  | 16                     | 3%                |
| Service (e.g., healthcare support, building and grounds cleaning and maintenance occupations) | 84                     | 17%               |
| Sales and office  | 112                    | 23%               |
| Natural resources, construction and maintenance (including farming and forestry occupations)  | 47                     | 10%               |
| Production, transportation and material moving  | 100                    | 21%               |
| Total Work Force Living in Woodland   | 481                    | 100%              |

There is further information regarding the industries which employ residents of Woodland reported as noted in the following table.

| Industry   | Number Employed | Percent |
|--|-----------------|---------|
| Agriculture, forestry, fishing and hunting   | 6               | 1%      |
| Construction   | 38              | 8%      |
| Manufacturing  | 82              | 17%     |
| Wholesale trade  | 0               | 0       |
| Retail trade   | 103             | 21%     |
| Transportation and warehousing, and utilities  | 35              | 7%      |
| Information  | 0               | 0       |
| Finance and insurance, and real estate and rentals   | 13              | 3%      |
| Professional, scientific, and management, and administrative and waste management services | 16              | 3%      |
| Education services, and health care and social assistance                                  | 108             | 22%     |
| Arts, entertainment and recreation, and accommodation and food services                    | 39              | 8%      |
| Other services, except public administration   | 19              | 4%      |
| Public administration  | 22              | 5%      |
| Total  | 481             | 100%    |

Source: Census Bureau 2013-2017 American Community Survey 5 -Year Estimates 2017 data

### Unemployment statistics

The following table compares the unemployment rates for the surrounding Labor Management Areas (LMA). For these statistics, those people are considered “Unemployed” if they meet all of the following criteria: 1) they were not employed during the survey week; 2) they were available for work at that time; and 3) they made specific efforts to find employment sometime during the prior four weeks. The 2022 report indicates that of 481 residents age 16 and older are employed with 12 unemployed, showing a 1.3% unemployment rate. One of the lowest in Aroostook County.

| Civilian Labor Force Estimates for Maine Labor Market Areas, 2022 |                      |                      |          |            |                   |
|---|----------------------|----------------------|----------|------------|-------------------|
| Region  | Component            | Civilian Labor Force | Employed | Unemployed | Unemployment Rate |
| Statewide   | Civilian Labor Force | 733,298              | 708,660  | 23,191     | 2.0%              |
| Aroostook County  | Civilian Labor Force | 31,795               | 30,799   | 996        | 1.8%              |
| Houlton LMA   | Civilian Labor Force | 2,357                | 1,919    | 438        | 10.8%             |
| Caribou LMA   | Civilian Labor Force | 3,503                | 3,434    | 69         | 1.1%              |
| Madawaska LMA   | Civilian Labor Force | 998                  | 886      | 112        | 4.7%              |
| Presque Isle LMA  | Civilian Labor Force | 4,295                | 4,121    | 174        | 2.3%              |
| Woodland LMA  | Civilian Labor Force | 493                  | 481      | 12         | 1.3%              |



Woodland is a part of the Presque Isle Labor Management Area and includes Caribou, Presque Isle and the surrounding area. While Maine statewide has experienced very low unemployment rates overall, Aroostook County Labor Management Areas have been slightly higher. A historical information shows that Aroostook County has always been higher than the Statewide number.

As our population continues to age and retire from work over the next 10 years, the labor force will most likely shrink even further. The regional population unemployment rates also suggest that the whole region is not attractive for expansion by any labor-intensive industry.

## **Local and Regional Economy**

The purpose of looking at the local economy is to help the community create policies and programs that can lead to steady growth over the long run. A community's economy can usually be broken down into two segments; the export base and the secondary base.

The primary exports from Woodland are forest products from wood harvesting and agricultural products—primarily potatoes, grains and broccoli. There is a growing interest in maple syrup manufacturing, but there are no commercial enterprises in Woodland.

The secondary base businesses serve the local economy. Secondary based businesses are not likely to grow much in Woodland due to lack of available work force, small population and commercial infrastructure. There is no one large scale employer located in Woodland. The community has a small number of home occupations, carpentry and construction firms, two retail establishments, small scale agricultural operations as well as commercial forestry. All of these activities help make the town a vital and viable community in northern Maine's economy. It is the goal of Town officials to enhance what is presently located in town and provide a level of protection to both residents and business from incompatible land uses coming within the community.

Although the hilly topography of Woodland and the general acidity of its soils are not conducive to large scale farming operations, there are many opportunities to take advantage of the growing trend toward small farms, particularly the production of specialty crops. Blueberries, raspberries, strawberries, apples and various kinds of vegetables all grow exceptionally well in Woodland. Small scale meat production such as beef, chickens and turkeys will likely increase and is a welcome addition to the local economy. Woodland also provides good opportunity for organic farming, greenhouse, pick your own operations, and seed production. A few of Woodland's larger fields will likely continue to produce the traditional potatoes, hay, oats, barley and canola.

Marketing opportunities for locally grown produce include farmer's markets, direct sales from the farm and, increasingly, sales to supermarkets. It is expected that the growing interest in small farms and locally grown food will provide more marketing possibilities. Like most small farms in Maine, Woodland's small farms may continue to be part-time operations to provide supplemental income.

There is growing interest Statewide in the growing and harvesting of hemp and marijuana for medical and recreational use. At this time there are no specific guidelines from the State regarding these agricultural interests. It may fall to local towns to establish regulations and guidelines regarding both the growing and sale of these products within the Town limits. Town officials may wish to engage in advance public discussion with residents regarding the potential of this growth industry on the local economy.

## **Forestry**

Most of the commercial forest tree species found in Maine are also found in Woodland. The three major forest cover types include softwood, hardwood, and mixed forest stands. Generally, softwoods dominate the shorelands, wetlands, and lowlands. According to the USDA-Forest Service, balsam fir, red spruce, and northern white cedar, respectively, comprise the majority of the softwood stock growing in Aroostook County. Aspen, sugar maple, and red maple comprise the majority of the hardwood growing in the County. Other species include white birch, beech, and yellow birch.

The big tooth aspen provides raw material to be used for the production of construction plywood in the factory located in Easton. Yellow birch, beech and sugar maple are frequently cut to provide firewood to be sold for heating private homes. The soft wood is targeted to be sold to plants making pellets for wood-burning stoves and for papermills. White birch, hemlock and tamarack are seldom harvested as their commercial uses are limited.

Small woodlots located throughout Town, are also important to their owners and others in the community. The Town should encourage these small woodlot owners to contact professional forester consultant serving the area to gain technical assistance in managing their forestlands. These small woodlot owners should be aware of the requirements of Maine's Forest Practices Act. In addition, Town officials may wish to make small woodlot owners aware of the Stewardship Incentive Program (SIP) administered by the Maine Forest Service that was established to foster sound and sustainable multi-use management of forest land resources. This information can be found through the State of Maine website on Forestry Management. The future use of the Town's forest lands should be planned with all of these multi-use considerations in mind. Custom milling operations are available around New Sweden, Woodland, and Stockholm.

Over the next 10 years, the demand for renewable fuels made from wood and biomass may increase. Woodland may need to balance the demand for harvesting with the competing concern in preserving the beauty of the forested land and natural beauty of the region.

## **Tourism**

Aroostook County provides ample opportunity for four season, outdoor entertainment for tourists. There are over 2,000 lakes, rivers, streams, and ponds in northern Maine, covering some 80,000 acres. Combined with its vast forestlands, it is an outstanding inland recreation area. Abundant,

predictable snowfall in Aroostook County makes winter sports the most attractive draw. With over 1,600 groomed trails for snowmobiling, parks with groomed trails for cross country skiing, downhill skiing in Fort Kent and Mars Hill, forests for snowshoeing, and huge lakes with thick ice for ice fishing opportunities, the County attracts thousands of tourists each year from December through March.

In the warmer months from May through October, the trail system is maintained for ATV riding. Lakes, streams and rivers provide abundant opportunity for canoeing, kayaking and fishing.

Fall brings hunters for the black bear, deer and moose hunts. The turkey population continues to grow in the region, and small game such as ruffed grouse and snowshoe hare are abundant.

While the tourist industry provides much needed infusion of money into the County throughout the year, Woodland does not currently have any restaurants or motels to capture this influx. The only business in Woodland at this time that directly benefits from this influx of tourists is the VRBO's that have started within the community as rental options. There are few career jobs generated by tourism in the region. Consequently, the economic impact of tourism on the Town is negligible.

It should be noted that tourism has minimal cost to the Town. Snowmobile and ATV clubs are responsible for trail maintenance and receive direct reimbursement for a portion of their costs. The State provides grants for major purchases and Clubs engage in fund raising activities for additional money as needed. The hiking trails are maintained locally by residences and the school. Any other special access roadways maintained by the Town specifically to support tourism in Woodland.

### **Median Household Income**

Household income includes the income of the householder and all persons age 16 and older living in the household. Median household income is derived by taking the total household incomes within the Town and dividing it by the total number of households. Because some households contain only one person, the median household income is usually less than the median family income.

In 2022, the median household income was \$60,758, and out of the 481 households in Woodland, 62 households are living under the poverty level. In Woodland, 19.47 percent of the total number of households earned less than \$25,000 per year. However, 9 percent of all households are in the greater than \$75,000 category and 15.0 percent are in the \$100,000-\$149,999 category. The distribution of household income in 2022 is listed as follows:

### **Household Income, 2022**

| Income Level | Woodland | Percent of Total | Aroostook County | Percent of Total | Maine | Percent of Total |
|--------------|----------|------------------|------------------|------------------|-------|------------------|
|--------------|----------|------------------|------------------|------------------|-------|------------------|

|                        |     |        |        |        |         |        |
|------------------------|-----|--------|--------|--------|---------|--------|
| <\$25,000              | 94  | 19.47% | 7,790  | 26.95% | 125,543 | 18.43% |
| \$25,000 to \$49,000   | 101 | 21.02% | 7,339  | 25.39% | 146,319 | 21.48% |
| \$50,000 to \$74,999   | 162 | 33.63% | 5,486  | 18.98% | 121,592 | 17.85% |
| \$75,000 to \$99,999   | 44  | 9.07%  | 3,422  | 11.84% | 95,298  | 13.99% |
| \$100,000 to \$149,999 | 74  | 15.49% | 3,092  | 10.70% | 107,764 | 15.82% |
| \$150,000 to \$199,999 | 3   | 0.66%  | 893    | 3.09%  | 45,094  | 6.62%  |
| >\$200,000             | 3   | 0.66%  | 884    | 3.06%  | 39,577  | 5.81%  |
| Total Households       | 481 | 100%   | 28,906 | 100%   | 681,182 | 100%   |

Source: Census Bureau 2020 American Community Survey 5 -Year Estimates 2022 data

## Median Family Income

Woodland's median household figure is slightly below the 2020 US Census estimated figure for the State which is reported at \$63,182. Additionally, Woodland's median household income is higher than the 2020 Aroostook County figure of \$47,278.

The US Department of Commerce derives family income by taking the income of all family members age 16 and older and dividing it by the total number of families within the Town. The median family income is slightly higher than the median household income for Woodland.

## Per Capita Income

Per capita income is derived by adding the incomes of all residents of the Town and dividing it by the total population of Town (even those with no income). The 2020 US Census reported that (according to 2015-2020 American Community Survey 5-Year Estimates), the per capita income for Woodland equals \$23,449. This is nearly identical to the per capita income for Aroostook County, which equals \$28,682, and significantly less than Maine's per capita income of \$36,171.

## Poverty Status

According to the 2020 US Census, the poverty status of residents living in Woodland shows 13% of all persons have incomes below the poverty level. This compares favorably to the Aroostook County statistic of 17.5%, but significantly higher than the State's 12.9% of all persons having incomes below the poverty level.

## Local Economy Analysis

Woodland's geographic location and rural character are assets that make it an ideal location for many potential home owners. Industrial growth seems limited in the region due to a lack of a ready labor force over the next 10 years, even though Woodland's population is the only community in Aroostook County to sustain its population with the clear potential of population growth that could add to industrial development in the future. Woodland may become increasingly attractive for

retirees who are interested in avoiding disastrous flooding in the interior and along ocean front properties. The community's residents have always demonstrated a strong work ethic and independent entrepreneurial spirit. Expanding targeted niche services that might be useful in attracting retirees may prove to be key in securing economic stability. Increasing the number of residents through relocation is the most likely avenue to maintain and expand the tax base.

The natural resources of the community, as well as the geographic regions as a whole, hold the potential for diverse economic development. The development of value-added products from raw forest products, organic agriculture, and ecotourism ventures are just some of the ongoing business ventures that can capitalize on the natural resource base.

It is recommended that this 10-year plan be reviewed in light of any updated statistics when they become available and an assessment of the relevancy of the goals and strategies be considered.

## Local Economy

Woodland is located in the Presque Isle Labor Market Area (LMA) and depends on the region's economic health for its survival. The LMA's boundaries include Bridgewater to the south, Portage and Oxbow to the west, Allagash to the north, and New Brunswick, Canada to the east. Caribou is one of the two major Service Centers in the LMA. Local retail and service establishments depend on shoppers from Town for a majority of their trade. Education, health and social services, retail trade and manufacturing are the largest employers of Woodland residents.

**Local Economy Goal:** To have a stable, diversified economy that builds upon the Town's character, public services, resources and commercial and industrial base to increase employment opportunities and economic well-being.

| Policy | Strategy | Responsibility | Timeframe |
|--------|----------|----------------|-----------|
|--------|----------|----------------|-----------|



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|--|---|--|---|
|  | <p>breakfasts, sporting camps, three season camp grounds and motels to ensure adequate lodging for tourism throughout the year.</p> <p>3. Maintain requirements within the Land Use Ordinance to permit home occupations that meet acceptable standards and intents and do not infringe upon the rural character, neighborhood or environment.</p> <p>4. Seek private funding to create local scholarship programs that stipulate students return to or do service for the community.</p> <p>5. Ensure that local projects are identified in the Comprehensive Economic Development Strategy (CEDS) for northern Maine. Apply for Community Development Block Grant (CDBG), Economic Development Agency (EDA) and/or other moneys and/or programs for Town revitalization efforts and public infrastructure.</p> <p>6. Examine and promote secondary products from forestry and agriculturalbased industry.</p> <p>7. Continue to increase communications with NMDC and similar organizations through quarterly/annual meetings on economic development programs.</p> | <p>Planning Board &amp; Code Enforcement Officer</p> <p>Select Board and Planning Board</p> <p>Select Board &amp; Planning Board</p> <p>Select Board, Highway Department, School Union 122</p> <p>Select Board, Planning Board, Maine Department of Inland Fisheries</p> <p>Select Board and designated Office Staff</p> | <p>Mid Term</p> <p>Mid Term</p> <p>On-going</p> |
|--|---|--|---|



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|  |                                    |                                    |                                    |
|--|------------------------------------|------------------------------------|------------------------------------|
| 2. Encourage and plan for a mixture of commercial, industrial and residential development in areas physically and fiscally suited to broaden economic development opportunities. | Same as above #1 through #4 and #6 | Same as above #1 through #4 and #6 | Same as above #1 through #4 and #6 |
|--|------------------------------------|------------------------------------|------------------------------------|

## Natural Resources

### Topography

Woodland features a gently rolling topography disserted by the Caribou Stream Watershed and the Deadwater Brook Watershed, both of which flow into the Aroostook River. Woodland covers an area of 35.3 square miles of approximately 22,592 acres. It is bounded by Washburn to the South, the town of New Sweden and Westmanland to the North, the town of Perhan to the West, and the City of Caribou to the East. Elevations range from a low of 480 feet above Mean Sea Level (MSL) to a high of 980 feet MSL. The lowest elevation in the town is located along the main stem of the Caribou Stream approximately one-half mile east of the Thibodeau Road in the southeastern corner of the township. The highest elevation documented in the township (980 feet MSL) is a cleared ridge in the northwest corner of the township approximately 2000 feet south of the Margison Road. Other high elevations in Woodland (884 feet MSL) are associated with a series of forested mountain ridges located along the town line in the north associated with a series of forested mountain ridges located along the town line in the north center portion of the Township. This ridge is north easterly direction and has a it's highest pinnacle, Capitol Hill in New Sweden.

Woodland is home to several small ponds, Carlson Pond, measuring 3 acres in size, is the largest of the ponds and in the flowage of the tributary to the South Branch of the Caribou Stream, just south of the Coby Road. The other small ponds in the township are unnamed and are either associated with impound flowage (beaver dams) or small farm ponds. There are numerous streams, brooks, and associated tributaries that offer habitat for brook trout. The Maine Department of Environment Protection has identified twelve (12) non-forested wetlands in Woodland. The largest of these mapped wetlands is 76.6 acres in size, (Wetland #30 on Woodland's Water Resources Map), is located approximately 1/4<sup>th</sup> mile east of the Langley Road and adjacent to the South Branch of the Caribou Stream.

Woodland dominate topographical features are the numerous rolling ridges, many of which have been cleared historically for potato farming and now for individual housing structures. These cleared and forested ridges, disserted by the Caribou Stream and Deadwater Brook Watershds, are

accentuated by 28 pinnacles that range in elevation from 650+ feet MSL to over 950 feet MSL. Another predominant topographic feature within the town is the lowlands and the wetlands associated with the Caribou Stream Watershed, some of which have been purchased for plant and wildlife conservation management areas as part of the Woodland Bog Nature Conservatory Lands that comprise 272.4 acres of diverse plant and wildlife habitat adjacent to the South Branch of the Caribou Stream.

## Soils

Soils are the fundamental resources by which the suitability of the land to support a variety of the land uses are determined. The United States Department of Agriculture-Soil Conservation Service (USDA-SCS) has mapped the soils found in Woodland. The various soil types that occur in Woodland have been detailed in the USDA-SCS's Aroostook County Soil Survey – Northeastern Part issue in 1964. Usually, it is assumed that soils are somewhat different in each region. Woodland is located in the northeastern part of the soil survey area and has soils similar to the surrounding regions. Soil Survey – Aroostook County, Northeastern Part (Map #'s 77 -79, 85-87, and 93-95) issued in April 2024 and Soil Survey Data growth Management in Aroostook County, Maine, Northeastern Part. USDA maintains the soil surveys of soils in Aroostook County.

## Definitions

**Soil Associations** - several main patterns of soil types.

**Soil Types** - distinct soils irrespective of slope.

**Soil Series** - soils with profiles that are almost alike.

**Soil Group** - soil series that have many internal features in common.

**Phases** - distinct soil type including slope.

## Soil Types

Soils are listed two ways in the soil surveys. First, they are listed by name Caribou gravelly loam. Secondly, they are listed as a symbol containing three letters. The first two letters indicate the soil type (i.e., Cg, Ea, Mh) and the last letter indicates the slope on the map ("A" indicates a 0-2 percent slope, "B" 2-8 percent, "C" 8-15 percent, "D" 15-25 percent, and "E" 25-45 percent). For example, CgE indicates a Caribou gravelly loam, located on an 25-45 percent slope.

There are seventeen (17) distinct **soil types** mapped by the USDA-SCS within Woodland. Of these 17 types, Caribou gravelly loams and Easton and Washburn silt loams make up the greatest proportion of soils and are a couple of the dominate soil types found in Woodland. Perham gravelly silt loam comprises a significant percentage of the soil types found in the cleared lands located in the western portion of the township. The Caribou gravelly loam soil type makes up about 9% of all the soil types mapped in Aroostook County. Woodland is fortunate to have an abundance of

mapped Caribou gravelly loam soils as this is one of the most productive farmland and forestry soils in the county and in the State of Maine. In addition, Caribou gravelly loam soils, because of their soil structure and drainage characteristics, are highly rated for a variety of low-density developments (e.g., dwelling, roads, septic systems, etc.)

### Soil Types

| Symbol    | Name                            | Symbol    | Name                           |
|-----------|---------------------------------|-----------|--------------------------------|
| <b>Cg</b> | Caribou gravelly Loam           | <b>Co</b> | Conant slit Loam               |
| <b>Da</b> | Daigle silt Loam                | <b>Ea</b> | Easton/Washburn silt Loam      |
| <b>Es</b> | Easton/Washburn Stony Silt Loam | <b>Fh</b> | Fedon and Halsey silt Loam     |
| <b>Ma</b> | Machias Gravelly Loam           | <b>Mh</b> | Mapleton shaly slit Loam       |
| <b>Mm</b> | Mapleton very rocky silt Loam   | <b>Mn</b> | Mixed Alluvial Land            |
| <b>Pa</b> | Peat and muck                   | <b>Pe</b> | Perham gravelly Loam           |
| <b>Pg</b> | Plaisted gravelly Loam          | <b>Sg</b> | Stetson Gravelly Loam          |
| <b>Th</b> | Thorndike Shaly Silt Loam       | <b>Tk</b> | Thorndike very rocky silt Loam |
| <b>Wn</b> | Winooski silt Loam              |           |                                |

Source: Soil Survey, Aroostook County Maine, Northeastern Part

### Soil Potentials and Limitations

Each soil type in Woodland has characteristics that determine its potential and limitations, as discussed in the following categories: Prime Farmland, Woodland Productivity, Floodplain Soils, Highly Erodible Soils, Steep Slope Soils, Sand and Gravel Aquifer Potential, Low Density Development Potential, Secure Landfill Potential, and Hydric (wetland) Soils.

#### Prime Farmland Soils

Woodland possesses eleven (11) soil types that are classified as Prime Farmland soils under certain conditions. The United States Department of Agriculture defines prime farmland as the land that is best suited for producing food, feed, fiber, forage, and all seed crops. The soils quality, growing season, and moisture supply allow for the production of a sustained yield of crops under acceptable farming practices. Prime farmland soils produce the highest yields and require minimal amounts of energy and economic resources. Crop production on prime farmland soil also results in the least damage to the environment. All prime farmland soils are located in areas with slopes less than 8 percent. Eleven of 17 soil types or nearly sixty-five percent (64.7%) of all the soil types mapped in Woodland are classified as prime farmland.

#### Prime Forestland Soils

There are fourteen (14) soil types in Woodland that have woodland productivity ratings of medium to very high with the majority rated as highly productive. These soils are considered prime forestland soils. Prime forestland is land that has soil capable of growing wood at the economic productive growth rate for a given tree species. These are the lands for which the town and its residents may depend on for future wood needs. Fifteen of 17 soil types or 88.2 percent of Woodland's soil types are classified as prime forestland soils (rated medium to very high for growing wood).

### **Floodplain Soils**

Floodplain soils are soils on low lands adjacent to a great pond, river, stream, or brook which are periodically inundated with flood waters due to the water body or course overflowing its banks. Development located on floodplain soils may be subject to severe damage, with building damage and road washout common.

There is only one (1) floodplain soil type located in Woodland. These floodplain soils are a very small percentage of total soils mapped within the township and are associated with the lowland areas adjacent to the Caribou Stream Watershed. These flood prone areas should coincide with areas depicted on the town's floodplain maps. Current land uses of most floodplain soils within the Township are related to forestry or are dedicated to wildlife conservation (Woodland Bog). These areas should have development restricted by local ordinance. This will be discussed in the Shoreland zoning and floodplain section.

### **Highly Erodible Soils**

There are five (5) soil types found in Woodland that when located on slopes greater than 8 percent are classified as highly erodible. Highly erodible soils are those soils that have the potential to erode at a rate greater than what is considered tolerable soil loss. The potential soil erodibility takes into account rainfall and runoff, the susceptibility of the soil to erode, and the combined effects of slope length and steepness. When surface vegetation is removed from areas of highly erodible soils, erosion is often the result. Sediment, the result of erosion, has a number of adverse effects as a pollutant. Sediment that covers spawning areas, clogs the gills of fish, reduces the amount of sunlight available to aquatic plants. In addition, sediments can silt road and drainage ditches, and shorten the life of reservoirs.

### **Soils on Steep Slopes**

There are six (6) soil types found in Woodland that occur on steep slopes (greater than 15 percent). Slope gradient influences the retention and movement of water, potential for slippage and accelerated erosion, and ease with which machinery can be used. Generally, the steeper the slope the more potential for hazards. Development on slopes greater than 15 percent require more fill and grading as well as more sophisticated sediment and erosion control planning.

## **Sand and Gravel Aquifer Potential**

There are three (3) soil types in Woodland with potential as sand and gravel aquifer areas. These soils, and the underlying material, may be capable of transmitting sufficient groundwater for domestic use. However, the rapid permeability of these sandy and gravelly soils allows pollutants to move quickly through the soil and into the groundwater. Contamination of groundwater is possible if precautions are not taken. This subject will be covered further in the water resources section.

## **Low Density Development Potential**

Seventeen (17) soil phases in Woodland are rated medium to very high in their potential for low density residential and urban development. All (100%) of these soil phases are also classified as prime forestland soils and eleven (11), or 32.4% are classified as prime agricultural soils. Low density development includes single family unit residences with basements and comparable buildings and septic tank absorption fields, with or without on-site sources of water. Development may be as a single unit or as a cluster of units in a development. Paved roads in a development are also included. The development potential for a particular soil is derived from a number of different considerations related to flooding, drainage, sewage disposal, maintenance costs, and site modifications. Minimizing development impacts are accomplished by recognizing soil limitations and developing corrective measures. Soils which are rated medium to very high are the best for development simply because they have the fewest limitations. Development will be the least expensive on these soils.

## **Secure Landfill**

A secure landfill is a landfill that utilizes a liner system, a leachate collection and treatment system, and a final cover system to prevent discharge of waste and leachate, and a controlled release of gas to the environment. The protection of ground and surface water is of utmost importance when the town or group of towns site a secure landfill. Soil survey information can provide preliminary information on permeability, depth to bedrock, slope, percent rock fragments, and possible flooding locations. The soil survey can also show if a potential site has wetland soils. It should be noted that detailed on-site investigations are needed for final suitability determinations. There are three (3) soil types in Woodland that have the potential for secure landfill sites.

## **Subsurface Wastewater Disposal**

In reference to the Maine State Plumbing Code, Woodland has an abundance of soils capable of supporting on-site private sewage disposal. On-site investigations are required, however, to determine the exact suitability of a given site. The criteria used to determine if the site is suitable includes; depth to bedrock, seasonal high water table, restrictive layer, and possible flooding

conditions. If slopes exceed 20 percent, new subsurface disposal systems are not permitted. Other limitations of a site can be overcome when certain design standards and variances are granted. The greatest assurance of groundwater protection is, however, locating systems on the most suitable soils.

## Hydric Soils

There are five (5) soil types in Woodland that are classified as hydric soils. These are soils that were formed under very wet conditions and are one criterion used to determine the presence of a wetland area. Wetlands are defined by the United States Environmental Protection Agency by the presence of wetland vegetation and the degree of flooding and/or soil saturation, and by hydric soils. A good first step in the inventory of the town's wetlands is to first inventory the extent of hydric soils that have been mapped. Wetlands will be discussed further in this section.

The following chart shows soil phases located in Woodland and lists their potentials and limitations.

| <b>Woodland Soil Phases And Characteristics</b> |                        |                          |                   |                        |                             |                                  |                              |                           |  |                    |
|---|------------------------|--------------------------|-------------------|------------------------|-----------------------------|----------------------------------|------------------------------|---------------------------|--|--------------------|
| <b>Soil Type</b>                                | <b>Prime Farm land</b> | <b>Prime Forest land</b> | <b>Floodplain</b> | <b>Highly Erodible</b> | <b>Soil on Steep Slopes</b> | <b>Sand &amp; Gravel Aquifer</b> | <b>Low Density * Devpmnt</b> | <b>Secure Landfill **</b> | <b>Sub -surface Waste water Disposal</b> | <b>Hydric Soil</b> |
| <b>CgA</b>                                      | <b>X</b>               | <b>Very High</b>         |                   |                        |                             |                                  | <b>High</b>                  |                           | <b>Permitted</b>                         |                    |
| <b>CgB</b>                                      | <b>X</b>               | <b>Very High</b>         |                   |                        |                             |                                  | <b>Very High</b>             |                           | <b>Permitted</b>                         |                    |
| <b>CgC-C2</b>                                   |                        | <b>Very High</b>         |                   |                        |                             |                                  | <b>High</b>                  |                           | <b>Permitted</b>                         |                    |
| <b>CgD-D2</b>                                   |                        | <b>Very High</b>         |                   | <b>X</b>               | <b>X</b>                    |                                  | <b>Low</b>                   |                           | <b>No</b>                                |                    |
| <b>CoA</b>                                      | <b>X</b>               | <b>Very High</b>         |                   |                        |                             |                                  | <b>High</b>                  |                           | <b>MBP</b>                               |                    |
| <b>CoB</b>                                      | <b>X</b>               | <b>Very High</b>         |                   |                        |                             |                                  | <b>High</b>                  |                           | <b>MBP</b>                               |                    |
| <b>CoC</b>                                      |                        | <b>Very High</b>         |                   |                        |                             |                                  | <b>Medium</b>                |                           | <b>MBP</b>                               |                    |
| <b>DaB</b>                                      | <b>X</b>               | <b>Medium</b>            |                   |                        |                             |                                  | <b>Low</b>                   | <b>X</b>                  | <b>No</b>                                |                    |
| <b>DaC</b>                                      |                        | <b>Medium</b>            |                   |                        |                             |                                  | <b>Low</b>                   | <b>X</b>                  | <b>No</b>                                |                    |
| <b>EaA-B</b>                                    |                        | <b>Medium</b>            |                   |                        |                             |                                  | <b>Very Low</b>              |                           | <b>No</b>                                | <b>X</b>           |
| <b>EsB</b>                                      |                        | <b>Medium</b>            |                   |                        |                             |                                  | <b>Very Low</b>              |                           | <b>No</b>                                | <b>X</b>           |
| <b>FhA-B</b>                                    | <b>X</b>               | <b>Medium</b>            |                   |                        |                             | <b>X</b>                         | <b>Very Low</b>              |                           | <b>No</b>                                | <b>X</b>           |
| <b>MaB</b>                                      | <b>X</b>               | <b>High</b>              |                   |                        |                             | <b>X</b>                         | <b>Medium</b>                |                           | <b>Permitted</b>                         |                    |
| <b>MaC</b>                                      |                        | <b>High</b>              |                   |                        |                             | <b>X</b>                         | <b>Low</b>                   |                           | <b>Permitted</b>                         |                    |
| <b>MhB</b>                                      | <b>X</b>               | <b>Medium</b>            |                   |                        |                             |                                  | <b>Medium</b>                |                           | <b>MBP</b>                               |                    |
| <b>MhC</b>                                      |                        | <b>Medium</b>            |                   |                        |                             |                                  | <b>Medium</b>                |                           | <b>MBP</b>                               |                    |
| <b>MhD</b>                                      |                        | <b>Medium</b>            |                   | <b>X</b>               | <b>X</b>                    |                                  | <b>Very Low</b>              |                           | <b>No</b>                                |                    |
| <b>MmC</b>                                      |                        | <b>Medium</b>            |                   |                        |                             |                                  | <b>Low</b>                   |                           | <b>MBP</b>                               |                    |

|              |          |                  |          |          |          |          |               |          |                  |          |
|--------------|----------|------------------|----------|----------|----------|----------|---------------|----------|------------------|----------|
| <b>Mn</b>    |          |                  |          |          |          |          | Very Low      |          | No               | <b>X</b> |
| <b>Pa</b>    |          |                  |          |          |          |          | Very Low      |          | No               | <b>X</b> |
| <b>PeA</b>   | <b>X</b> | <b>High</b>      |          |          |          |          | <b>High</b>   | <b>X</b> | <b>Permitted</b> |          |
| <b>PeB</b>   | <b>X</b> | <b>High</b>      |          |          |          |          | <b>High</b>   | <b>X</b> | <b>Permitted</b> |          |
| <b>PeC</b>   |          | <b>High</b>      |          |          |          |          | <b>Medium</b> | <b>X</b> | <b>Permitted</b> |          |
| <b>PeD</b>   |          | <b>High</b>      |          |          | <b>X</b> |          | Low           |          | No               |          |
| <b>PgB</b>   | <b>X</b> | <b>High</b>      |          |          |          |          | <b>High</b>   | <b>X</b> | <b>Permitted</b> |          |
| <b>SgA-B</b> | <b>X</b> | <b>High</b>      |          |          |          | <b>X</b> | <b>Medium</b> |          | <b>Permitted</b> |          |
| <b>SgC</b>   |          | <b>High</b>      |          |          |          | <b>X</b> | <b>Medium</b> |          | <b>Permitted</b> |          |
| <b>SgD</b>   |          | <b>High</b>      |          |          | <b>X</b> | <b>X</b> | Very Low      |          | No               |          |
| <b>SgE</b>   |          | <b>High</b>      |          | <b>X</b> | <b>X</b> | <b>X</b> | Very Low      |          | No               |          |
| <b>ThB</b>   | <b>X</b> | <b>High</b>      |          |          |          |          | <b>Medium</b> |          | <b>MBP</b>       |          |
| <b>ThC</b>   |          | <b>High</b>      |          |          |          |          | <b>Medium</b> |          | <b>MBP</b>       |          |
| <b>ThD</b>   |          | <b>High</b>      |          | <b>X</b> | <b>X</b> |          | Very Low      |          | No               |          |
| <b>TkD-E</b> |          | <b>High</b>      |          | <b>X</b> | <b>X</b> |          | Very Low      |          | No               |          |
| <b>Wn</b>    | <b>X</b> | <b>Very High</b> | <b>X</b> |          |          |          | Very Low      |          | No               |          |

## **Agricultural and Forest Resources**

### **Agriculture**

Agriculture is an important part of the community's economy. The town's substantial acreage of prime farmlands should be managed with good conservation practices. This valuable cropland resource is important to the community's future welfare. Future land use proposals that might conflict with the efficient operation of the town's major farming units should be carefully analyzed and acceptable alternatives considered. In addition to the production of crops and livestock on the farms, the storage, packaging, processing, marketing, and shipping of these commodities for the ultimate use of consumers have beneficial influences on the town's economy.

### **Forestry**

With approximately 51% of Woodland forested, forestry has a significant impact on both Woodland's and the region's economy. These forestlands have important implications for future community growth and change. Well managed forestlands have multiple uses. In addition to the production of wood, these lands are vital to protect water quality, wildlife and fisheries habitat, and to provide for recreational resources. Ownership of forest land resources is dominated by small woodlot owners. These smaller woodlots (< 500 acres) are important to their owners and others in the community. The town should encourage these small woodlot owners to contact professional



consultant foresters (see appendix) serving the area to gain technical assistance in managing their forestlands. The town may want to consider retaining some of any future tax acquired forestland in public ownership for multi-use management opportunities (e.g., outdoor recreation, timber harvesting, wildlife management). Woodlot owners within the township should be aware of the requirements of Maine's Forest Practices Act. In addition, town officials may wish to make woodlot owners aware of the Stewardship Incentive Program administered by the Maine Forest Service that was established to foster sound and sustainable multi-use management of forest land resources. Woodland owners with forest lands enrolled in the Tree Growth Tax Program should be aware of the forestry management plan requirements of this Act. The future use of the forestlands within the town should be planned with all of these considerations in mind.

The Maine Forest Service likes to see the forest harvesting table they provide in the plan.

**Summary of Timber Harvest Information for the town of:**

**Woodland**

| Year        | Selection harvest, acres | Shelterwood harvest, acres | Change of land use, acres | Clearcut harvest, acres | Total Harvest, acres | # of Reports |
|-------------|--------------------------|----------------------------|---------------------------|-------------------------|----------------------|--------------|
| 1990 - 1994 | 1,016                    | 103                        | -                         | 65                      | 1,184                | 30           |
| 1995 - 1999 | 2,027                    | 252                        | -                         | 35                      | 2,314                | 61           |
| 2000 - 2004 | 936                      | 1                          | -                         | 25                      | 962                  | 42           |
| 2005 - 2009 | 991                      | 200                        | 7                         |                         | 1,198                | 44           |
| 2010 - 2014 | 819                      | 190                        | 9                         | 9                       | 1,027                | 34           |
| 2015 - 2020 | 2,128                    | 252                        | 12                        | 21                      | 2,413                | 63           |

Total

7,917                      998    28                      155                      9,098                      274

Average

1,320                      166    5                      31                      1,516                      46

See Addendum #1 Map concerning Land Use concerning tree growth and open spaces.

## **Water**

Ground water supplies in most of the inhabited portions of the town will yield sufficient quantities for individual homes and commercial and industrial businesses because of the significant sand and gravel aquifer resources that exist within the township. There are 6 mapped aquifers that are associated with the two major watersheds in the town. Five of these aquifers are rated as yielding moderate amounts of groundwater (between 10 and 50 GPM). Larger quantities of groundwater, at rates of more than 50 gallons per minute, are available in an area located in the Southeastern corner of the township in the vicinity of the confluence of Caribou Stream and the South Branch of the Caribou Stream in close proximity to the Washburn Road (Rte. 164) and Thibodeau Road intersection. These higher yielding groundwater areas offer potentials for future town growth and development. Municipal officials may wish to explore working closely with the Maine Rural Water Association representatives and Maine Department of Human Services staff to develop watershed/aquifer protection plans and associated overlay districts that are consistent with land use policies developed as part of this comprehensive plan. The majority of Woodland's surface waters are predominantly related to the Caribou Stream Watershed. Other surface waters within the township are related to the Deadwater Brook Watershed. These streams and brooks currently have a Class B water quality classification that is related to water quality classification rating of the Aroostook River segment which receives the numerous perennial streams and brooks within the township. Town Officials may want to work with DEP representatives to investigate what actions the town could take that would enhance the water quality classification of these surface waters. The town also has several small ponds. All of the named streams and surface water bodies are subject to the town's Shoreland Zoning Ordinance.

## **Wildlife, Rare Plants & Natural Communities**

Woodland has considerable amounts of good habitat for wildlife. The central portion of the town, (South Branch-Caribou Stream Valley), has a significant mapped deer wintering yard. It is recommended that deer wintering yards be managed for the benefit of the animals. The town is also blessed with several valuable waterfowl habitats, a rare plant station, and a Migratory Bird Monitoring Station for monitoring these bird populations. Since wildlife habitat is essentially a transitory situation, virtually all of the town can be considered for wildlife. Wildlife needs open areas, as well as forestland, so it would be desirable to maintain a balance. Future town changes and developments should consider the community's many natural resource factors, all of the available alternatives, and the desires of a broad segment of the residents. Municipal officials should consider working with land owners whom own parcels of forest land or wetlands that include valuable habitat for wildlife (e.g., deer, waterfowl, migratory landbirds, etc.) to insure forest management practices and other land uses that are implemented are compatible with sustaining valuable habitat that has been identified by IF&W or the Maine Natural Heritage Program. Municipal officials should encourage woodlot owners to participate in programs such as the Stewardship Incentive Program (SIP) administered by the Maine Forest Service. The SIP was established to foster sound and sustainable multi-use management of natural resources by landowners. There are cost-shares available through the Maine Forest Service for such practices as vegetative plantings to enhance wildlife habitat, duck pond construction, and silva cultural

practices that improve wildlife species diversity. Municipal officials should explore working with the Nature Conservancy on developing habitat friendly methods to enable the public a greater opportunity to view/experience the unique and rare plants and wildlife of the Woodland Bog (e.g., trails, picnic areas, viewing shelters/platforms, off-road parking, etc.)

## **Fisheries**

The Caribou Stream trout fisheries habitat is the predominant fisheries resource available to the Town. In addition, several of the town's streams, brooks, and their tributaries associated with the Caribou Stream and Deadwater Brook Watersheds provide good brook trout fisheries habitat. These watercourses are important to the community. Taken together, all provide excellent brook trout habitat and are fished by the residents and others. Municipal officials and interested citizens within the township should network with various agencies and organizations (e.g., IF&W's Fisheries and Hatcheries Division, the MDEP) to foster a cooperative working relationship that enhances the fisheries habitats and water quality of the Caribou Stream Watershed. It has been shown that efforts to improve water quality and the fisheries habitat within a given watershed can have a tremendous economic benefit to the region's communities. If the shorelands of some of these town waterbodies are to be considered for future expanded zoning, their importance from the standpoint of their contributions to retaining high quality fisheries should be kept in mind. Vegetation along the banks influences the water temperature, prevents erosion, and filters out silt. Town officials may wish to work with contiguous communities and various natural resource agencies to insure that any efforts to improve fisheries habitat in the Caribou Stream Watershed are consistent with land use plans in neighboring municipalities and are compatible with the existing fisheries populations. Many residents feel Woodland's brooks and streams offer a high value, peaceful fishing experience. Municipal officials should explore working with IF&W officials and other natural resource management organizations on implementing management practices (e.g., habitat restoration and fish stocking programs) to further enhance the fisheries resources and associated recreational experiences available in the community.

## **Fisheries and Wildlife Habitat**

Woodland has a wide variety of natural habitat that is capable of supporting most of Maine's major wildlife and fish species. Woodland's vast tracts of woodlands, wetlands, combined with significant cropland acreages, abandoned farmlands, and other habitats (e.g., fringe areas, regeneration areas, etc.) are capable of supporting a tremendous amount of wildlife from songbirds to large animals such as the moose. The long, cold winters are a limiting factor in all of Aroostook County for the amount of wildlife present. (See Habitat Map Addendum #4). This map shows at the deer wintering areas, wading birds and waterfowl habitat.

## **Fisheries Habitat**

When discussing the local fisheries resource, it is essential to clarify the critical role that all of the town's streams play in the health of the resource. Though all of them may not support trout

populations, they serve to maintain the cold water temperatures necessary for healthy, viable populations. Brook trout become stressed in water temperatures above 68 degrees Fahrenheit for extended periods of time. Maintained shade cover along all of Woodland's streams helps to keep water temperatures at more tolerable levels. According to the Regional Fisheries Biologist, the Caribou Stream and Deadwater Brook Watershed are locally significant brook trout fisheries.

The IF&W completed a Creel Census on the Caribou Stream Fishery in the summer of 1994. The summary of this census revealed that 83% of anglers surveyed were successful in catching a legal fish. The predominant species caught by these anglers was brook trout, and the number of legal fish kept per angler was 1.83. According to the anglers surveyed the percentage of "short" fish caught and released was 18%. Town officials may want to ask IF&W Regional staff to conduct a fisheries census on some of the major tributaries to the Caribou Stream (South Branch, Factory Brook, Sealander Brook) and Deadwater Brook.

### **Wildlife Habitat**

The abundance of prime agricultural and forestland soils in Woodland is a indicator of the town's potential to support wildlife. Agricultural land that is no longer in production and reverting to upland vegetation provides important habitat for woodcock and other upland birds, snowshoe hare, deer, bear, and moose. Cut-over woodland areas also provide significant amounts of browse, provided they are near uncut areas. Most of Maine's wildlife needs a diversity of habitat including wetlands, fields, fringe areas, and woods. Populations of these important species are influenced by land use practices on both agricultural and forestlands.

During 1993 and 1994 the Maine Department of Inland Fisheries & Wildlife surveyed and mapped deer wintering areas and waterfowl and wading bird habitats. They also indicated the presence or absence of any endangered and threatened wildlife species. Woodland has no endangered or threatened wildlife species, one (1) identified Deer Wintering Area (DWA) and five (5) mapped Waterfowl and Wading Bird Habitats (WWH) that have been identified by IF&W.

DWAs are rated according to their size, cover, food, and numbers of deer. DWAs are typically characterized by softwood forest stands that reduce the amount of snow that reaches the ground during the winter months and are normally warmer with less wind. Travel corridors typically follow stream or river corridors with adequate cover that allows deer to travel safely to required habitat. In many instances large tracts of softwood are no longer available for winter use by deer. Typically, the remaining deer wintering areas are located near water bodies that, through DEP's Natural Resource Protection Act and the Town's Shoreland Zoning Ordinance have restricted the amount of timber harvesting allowable.

The following Deer Wintering Areas Table provides the size, location and IF&W rating for the deer wintering area located in Woodland. Woodland's DWA currently has an indeterminate rating from IF&W, with a rating determination expected.

**Deer Wintering Areas Table**

| Location                   | IF&W#  | Size   | Rating        |
|----------------------------|--------|--------|---------------|
|                            |        |        |               |
| S. Branch - Caribou Stream | 122070 | 195.75 | Indeterminate |

Town officials may wish to work with IF&W to monitor the status of the mapped deer wintering area. In addition, Town officials may also wish to work with the landowners of this mapped DWA in the development of forestry management plans that foster cultural practices that are compatible with maintaining viable deer wintering area habitat while meeting the land use objectives of the landowners.

IF&W has also identified five (5) Waterfowl and Wading Bird Habitat (WWH) that include nesting and feeding areas, comprising a total of 322.59 acres. Two (2) of these WWH have a high habitat rating, one (1) has a moderate rating and the remaining two mapped WWH have not currently been assigned a habitat rating (indeterminate) by IF&W. The following table depicts the location, size and IF&W rating for the Waterfowl and Wading Bird Habitat mapped in Woodland.

**Waterfowl and Wading Bird Habitat Table**

| Location                         | IF&W#  | Size   | Rating        |
|----------------------------------|--------|--------|---------------|
|                                  |        |        |               |
| S. Branch-Caribou Stream         | 130402 | 79.70  | High          |
| Unnamed tributaryDeadwater Brook | 130406 | 20.37  | High          |
| Sealander Brook                  | 130407 | 27.60  | Moderate      |
| Factory Brook                    | 130408 | 32.28  | Indeterminate |
| Caribou Stream                   | 130409 | 162.64 | Indeterminate |

### **Monitoring Avian Productivity & Survivorship Project (MAPS)**

It is believed that populations of many North American land bird species, particularly neotropical migratory species of the eastern forests, are declining. Existing population monitoring programs (such as the Breeding Bird Survey) provide no information on productivity or survivorship thus provide no way of determining at what point in the life cycle the problems are occurring in the declining species. The MAPS project is designed to provide demographic data which is crucial for the implementation of effective management practices to reverse these population trends. The need for this data has been voiced by the Monitoring Working Group of Partners in Flight and the US Fish and Wildlife Service. In an effort to obtain valuable migratory land bird data, William Sheehan, a licensed Bird Bander and IF&W Biologist established a mistnetting station in a forested wetland area associated with the Woodland Bog in 1994.

The station consists of six to ten permanent net sites that are operated in a standardized manner on one day of eight consecutive ten-day periods between June and August. Nets are opened at sunrise

and operated for six hours of each day of operation. The following data is collected on all birds captured: date, time of capture, net site, band number, species, age, sex (if possible) and extent of skull pneumatization. Breeding condition in adults and extent of juvenile plumage in young birds will also be recorded. Target species for the project are Black-capped chickadee (*Parus atricapillus*), Veery (*Catharus fuscescens*), Wood Thrush (*Hylocichla mustelina*), American Robin (*Turdus migratorius*), Gray Catbird (*Dumetella carolinensis*), Red-eyed Vireo (*Vireo olivaceus*), Yellow Warbler (*Dendroica petechia*), American Redstart (*Setophaga ruticilla*), Ovenbird (*Seiurus aurocapillus*), Common Yellowthroat (*Geothlypis trichas*), and Song Sparrow (*Melospiza Melodia*).

The project utilizes a methodology of constant effort mistnetting during the breeding season and provides estimates of annual post-fledging productivity by the ratio of young to adult birds captured, estimates of annual adult survivorship by the between-year recaptures of adults, and estimates of annual adult population levels by the total number of adult birds captured. Because the major objective of the MAPS project is to obtain estimates of annual variations in productivity and survivorship. According to Sheehan, several species of migratory landbirds that were banded in 1994 have been already recaptured this summer after wintering over in South America.

Some of the specific project goals are to provide annual local indices of adult population size and post-fledging productivity for target species in the area and to contribute data towards providing regional and continent-wide indices of adult population size, adult survivorship, recruitment into the adult population and post-fledging productivity for target species. Another goal of the Northern Maine MAPS Projects is to provide educational opportunities and foster relationships with local natural history museum, natural science education center and schools to emphasize the plight of migratory landbirds on a local level. More information on the Northern Maine MAPS Project can be obtained by contacting William Sheehan, Project Coordinator, who resides in Woodland

<https://www.maine.gov/ifw/fishwildlife/wildlife/beginning-with-habitat/maps/index.html>.

## **Unique Natural Areas**

Unique natural areas include any occurrences of endangered, threatened, or rare plants, animals, and natural biological communities as identified by the Natural Heritage Database of the Maine Department of Economic and Community Development. These areas also include registered, qualified (but not registered), or nominated State Critical Areas by the Maine State Planning Office, and areas designated as National Natural Landmarks by the National Park Service. On the local level, any natural resource area that is unique to the town of recognized local value may be considered for protection as a unique natural area.

The Maine Natural Heritage Program (MNHP) has documented fourteen (14) rare plant species and natural communities in Woodland that are on the state's inventory and data management system for rare plants, animals, and natural communities. The main purpose of this MNHP inventory is to monitor the location and status of these rare features that contribute to our natural diversity and to provide data for land use planning, permit review, and conservation planning.

According to the Maine Natural Heritage Program the following are listed in their "Unique Natural Areas, including rare plants, natural communities and Critical areas in Woodland:

### Rare Plants and Animal Communities in Woodland

| Scientific Name                         | Common Name                    | Survey site                    | TNC Rank | MNHP Rank | ME Stat. |
|---|--------------------------------|--------------------------------|----------|-----------|----------|
|   |                                |                                |          |           |          |
| <i>Salix candida</i> <sup>1</sup>       | Hoary willow                   | Woodland Bog                   | G5       | S1        | T(E)     |
| <i>Cypripedium reginae</i> <sup>1</sup> | Showy Lady'sslipper            | Woodland Bog & Deadwater Brook | G4       | S3        | SC/C     |
| <i>Pyrola asarifolia</i>                | Pink Wintergreen               | Woodland Bog                   | G5       | S3S4      | WL       |
| <i>Circumneutral fen</i>                | Natural Community <sup>2</sup> | Woodland Bog                   | -        | S2        | -        |
| <i>Carex capillaris</i>                 | Hair-Like sedge                | Woodland Bog                   | G5       | S1        | SC(T)    |
| <i>Carex sterilis</i>                   | Atlantic sedge                 | Woodland Bog                   | G4       | S1        | T        |
| <i>Valeriana sitchensis</i>             | Marsh valerian                 | Woodland Bog                   | G4G5     | S2        | SC       |
| <i>Carex Livida</i>                     | Livid sedge                    | Woodland Bog                   | G5       | S1        | T        |
| <i>Carex prairea</i>                    | Prairie sedge                  | Woodland Bog                   | G5?      | S1        | T        |
| <i>Amerorchis rotundifolia</i>          | Small roundleaved orchis       | Woodland Bog                   | G5       | S1        | T        |
| <i>Malaxiis brachypoda</i>              | White adder'smouth             | Woodland Bog                   | G4       | S1S2      | E(T)     |
| <i>Lonicera oblongifolia</i>            | Swamp fly-honeysuckle          | Woodland Bog                   | G4       | S2        | SC       |
| <i>Aster borealis</i>                   | Rush aster                     | Woodland Bog                   | G5       | S3S4      | SC(WL)   |
| <i>Parnassia glauca</i>                 | Grass-ofparnassus              | Woodland Bog                   | G5       | S3S4      | WL       |

Source: Maine Natural Heritage Program -Information is valid as of June 7, 1993.

1. Two or more occurrences of this element has been recorded within the town of Woodland
2. Circumneutral fens (sometimes called "rich fens") have an outward appearance similar to acidic fens, but the calcium-enriched groundwater allows a different floristic composition which can often include rare species.

Circumneutral fen communities occur both in ribbed and unpatterned fen ecosystems, occur as part of a large peatland complex, and occasionally occur in an alluvial marsh complex.

Key to Rare Plants and Natural Communities table:

- S1 - Critically imperiled in Maine because of extreme rarity (five or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the state.
- S2 - Imperiled in Maine because of rarity (6-20 occurrences or fewer remaining individuals or acres) or because of other factors making it vulnerable to further decline.
- S3 - Rare in Maine (on the order of 20-100 occurrences)
- S4 - Apparently secure in Maine
- E - Endangered: represented in Maine by one recent (within the last twenty years) documented occurrence, or federally listed as Endangered

Key to Rare Plants and Natural Communities table(continued from previous page):

- SC - Special Concern: represented in Maine by five to ten recent documented occurrences, and could within the foreseeable future become Threatened
- WL - Watch List: represented in Maine by more than ten recent, documented occurrences, but still of concern.
- 3C - Formally a candidate species, but now known to be more abundant or widespread than previously believed; not subject to any identifiable threat.
- G - Indicates global ranks, and follow the criteria listed here for state ranks. For example, "G1" means extreme rarity with five or fewer occurrences and critically imperiled throughout range.

## **Woodland Bog - Rare Plant Station**

The township is home to a unique natural area known as the Woodland Bog. According to officials from the Nature Conservancy, the Woodland Bog is a northern calcareous bog underlain with limy bedrock and marl deposits that is approximately 55 acres in size. The Bog is characteristically open with scattered clumps of northern white-cedar (Thuja occidentalis) and larch (Larix laricina), and dotted with small mark pits. The bog floor is dominated with sphagnum moss and sedges (Carex spp.). The Bog is rich in a variety of herbaceous, claciphilic plants. A small stream drains the Bog to the southwest, parallel to the abandoned AVR tracks. The bog, which is a registered Critical Area, is home to all of the rare plants and natural communities that have been found in the township. The Woodland Bog is under the ownership, and management of the Nature Conservancy (TNC), a non-profit organization dedicated to the conservation, preservation and stewardship of unique natural areas.

The most distinctive feature of the bog is the occurrence of two species that are very rare in Maine, the small round-leafed orchis (Orchis rotundifolia) and the hoary willow (Salix candida). According to staff of TNC, the small round-leafed orchis is a rare, beautiful, purple-spotted flower that grows up to 1 meter tall and is found in calcareous cold woods of northern North America. It grows in lime areas, in either bog wetness or damp moss, in partial sun or shade, always under arbor vitae, and flowers in late June and early July. The small round-leafed orchis was discovered in Woodland Bog around the turn of the century. In the past, the plant has been recorded from five locations in Aroostook County and one in Piscataquis County. However, in recent years it has been found only at this station and at Perham Bog, also in Aroostook County.



These two Maine stations make up the southern boundary of the species range. Herbarium specimens were collected in 1932, 1941, and 1957. In 1970, the bog was severely cut over, and by 1972 the species could not be ground there and was assumed extinct from that locale. However, several small colonies were found there in 1977; one of 40 plants, growing in Sphagnum under mature softwoods, and other plants in wet areas under trees, growing with three-seeded sedge (Carex trisperma), and at thicket edges.

The other rare plant species which is most distinctive in the Bog is the Hoary willow which is a shrub typically found in calcareous bogs and thickets. It grows up to 2 meters tall, with oblong tapering leaves 5-10 cm. long, covered beneath with dense white woolly hairs, as are the young twigs, the older twigs being red or purple. Its distribution ranges from Labrador to British Columbia and south to Pennsylvania and South Dakota. In Maine, it has been reported (between 1881 and 1943) from seven locations, all in Aroostook County. More information on the unique features and rare plants found in the Woodland Bog can be obtained by contacting TNC's Preserve Steward.

## **Critical Areas**

The Maine State historically through the Planning Office's Critical Areas Program is charged with the task of identifying natural resources of statewide significance. This Office no longer exists. Thus, such areas of rare plants, old-growth forests, peat lands, geologic formations and associated fossils and other unique features are not tracked in this manner. Designation as a Critical Area is non-regulatory and advisory. The Critical Areas program does not own land but cooperates with landowners and other conservation organizations (e.g. TNC) to protect the unique natural heritage of Maine. Woodland has two registered critical areas within the Township and these are:

**Critical Area # 135- Colby Graptolite Locality Critical Area # 255 - Woodland Bog Rare Plant Station**

## **Shoreland Areas**

The town of Woodland adopted a new Shoreland Zoning Ordinance in March of 1992. The ordinance identified streams, brooks, and non-forested wetlands (> 10 acres in size) where the shoreline was to be regulated. Most reaches of the Caribou Stream, Deadwater Brook and their associated tributaries are in the Stream Protection District. The Caribou Stream, below its confluence with the outlet of the Caribou Pond meets the DEP definition of a river. In addition, the majority of this river segment is located within the 100 year flood zone and therefore has been placed in the Resource Protection District. There are two mapped Fresh-Water Wetlands located along Sealander Brook and the Caribou Pond outlet stream that have also been placed in the Resource Protection District.

The Resource Protection District designated waterbodies and wetlands have a 250 foot regulated zone around them. Streams Protection District wetlands and streams have a 75 foot regulated zone

adjacent to their defined high water marks. Streams are defined as a channel between defined banks including the flood way and associated flood plain wetlands where the channel is created by the action of the surface water and characterized by the lack of upland vegetation or presence of aquatic vegetation and by the presence of a bed devoid of topsoil containing water borne deposit on exposed soil, parent material or bedrock. A copy of the Shoreland Zoning Ordinance and Map is on file at the Town Office.

## **Wetland Areas**

Wetlands are defined under the Natural Resources Protection Act, MRSA Title 38, Section 480-3 definitions. "Freshwater Wetlands" are defined as freshwater swamps, marshes, bogs, and similar areas which are of 10 or more contiguous acres or less than 10 contiguous acres and adjacent to a surface water body, excluding any river, stream, or brook such that in a natural state the combined surface area is in excess of 10 acres; inundated or saturated by surface or ground water at a frequency and for a duration sufficient to support and which under normal circumstances do support a prevalence of wetland vegetation typically adapted for life in saturated soils; not considered part of a great pond, coastal wetland, river, stream, or brook. These areas may also contain small stream channels or inclusions of land that do not conform to the above criteria.

The USDA's NRCS, US Fish and Wildlife Service, US Army Corps of Engineers, and US Environmental Protection Agency, define "wetlands" by the presence of wetland vegetation, the degree of flooding and/or soil saturation (hydrology), and the presence of wet or hydric soils. The hydrology of a site is reflected in the composition of the plant community. Different types of plants are adapted to grow under different hydric conditions. In addition, various types of wetlands (e.g., swamps, bogs, and marshes) have their own distinctive vegetative composition and related values. Wetlands are complex natural ecosystems that provide identifiable benefits to the community and region.

Some of the local benefits of Woodland's wetlands relate to wildlife, flood control, and water quality protection. The amount and variety of plants found in wetlands create excellent habitat for wildlife such as moose, deer, snowshoe hare, songbirds, ruffed grouse, and waterfowl. The dense cover and available browse found in wetlands and their fringe areas are essential for the survival of wildlife during the regions long winter. During periods of heavy rain and spring run-off, wetlands act as catchment basins or sponges that collect and hold water and gradually release it as stream flow or groundwater recharge. All wetlands, regardless of size, perform the important function of reducing flooding. The biological composition of wetlands allows them to absorb tremendous quantities of nutrients and pollutants which makes them act like a water purification system. The quality and quantity of ground and surface water are maintained by healthy, undisturbed wetlands.

According to the freshwater wetland map, prepared by the Maine Department of Environmental Protection, Woodland has twelve (12) non-forested wetlands. These wetlands range from 4.85 to 76.64 acres for a total of 216.5 acres of mapped non-forested wetlands within the township (0.96% of the total land area). There are six wetlands that are over 10 acres in size, therefore requiring

mandatory protection under the Shoreland Zoning Act, Title 38 MRSA, Sections 435-488. Prior to the adoption of the Shoreland Zoning Ordinance, wetlands may have been encroached upon by timber harvesting to the detriment of ground and surface water quality. The largest wetland is 76.64 acres (number 30 on the Water Resources map) and is located about 1/4 mile East of the Langley Road, adjacent to the South Branch of the Caribou Stream. Four (4) of these wetlands have received a medium value wildlife rating by the Maine Department of Inland Fisheries and Wildlife [numbers 1, 16, 17 and 98 on the Water Resource map]. Areas within 250 feet of the upland edge of these wetlands and all other not yet rated wetlands have been included within the town's Resource Protection District as detailed in the Woodland Shoreland Zoning Ordinance adopted by the town in March of 1992.

Other areas in Woodland that meet the definition of wetlands have yet to be thoroughly mapped. IF&W has identified additional acres of wetlands, but have not yet delineated these areas on resource maps or assigned wildlife rating values to these areas. The United States Geologic Survey (USGS), the USDA's NRCS, and the Nature Conservancy have also identified additional acres considered to be wetland wildlife habitat. These above sources of wetland information combined with a mapping of Woodland's five types of hydric soils produces the best available information on the location of the town's existing wetland resources (see Water Resources Map). Wetland boundaries as depicted on the available maps are approximate and can only be accurately determined by an on-site inspection.

As stated in the soils section, the Easton and Washburn silt loam soil series is considered a hydric soil. Much of the lowland portions of Woodland associated with the Caribou Stream and Deadwater Brook watersheds are dominated by this soil type. While these areas are not entirely classified as wetlands, they possess areas that are, in fact, wetlands. Town officials should be vigilant in their enforcement of the Shoreland Zoning Ordinance to protect the town's wetlands and water quality.

## **Water Resources**

Water resources play a significant role in the community's economic potential and quality of life. Water resources are divided into two separate categories, groundwater and surface water. Each type of water provides benefits to the community and may be threatened by certain land uses.

### **Ground water**

Ground water is typically the most important resource that a town can have. Groundwater provides drinking water to the residents of Woodland. The Maine Geologic Survey has identified six (6) sand and gravel aquifers in Woodland. The largest aquifer is 359.23 acres in size and rated by MGS as having a moderate ground water yield potential (10 to 50 GPM). This large aquifer, associated with the South Branch of the Caribou Stream and upper reaches of Deadwater Brook, ranges in horizontal widths (measured on an east to west axis) from 1200 feet to over 3000 feet wide and travels adjacent to and underneath the above flowages for approximately 8000 feet. In

addition, a significant portion of a non-forested wetland (#30 on the Water Resources Map) overlaps this large aquifer.

Another significant sand and gravel aquifer is located in the Southeastern corner of the township in the vicinity of the confluence of Caribou Stream and the South Branch of the Caribou Stream just northwest of the Washburn Road (Rte. 164) and Thibodeau Road intersection. The majority of this aquifer is rated as good to moderate potential for groundwater (with an estimated yield of up to 50 GPM). Within this aquifer there is a smaller underlying aquifer that has been identified by MGS as having a higher yielding potential for ground water ( $\geq 50$  GPM). This aquifer underlies the Washburn Road (Rte. 164) and Thibodeau Road intersection. Five of Woodland's six mapped aquifers have portions that are adjacent to or underlie existing roads within the township and thus are readily available for use if a potential development was to be planned in the town. As discussed in the Public Facilities and Services Section, Woodland's groundwater resources are sufficient to supply the needs of its residents and could support greater commercial and/or light industrial developments if these were targeted towards areas mapped as yielding sufficient ground water supplies.

Woodland's ground water resources although abundant are very susceptible to contamination from a variety of sources and thus need to be afforded a planned level of protection. Some potential sources of groundwater contamination that have been identified by the Maine Department of Environmental Protection are: faulty/sub-standard septic systems, agricultural chemicals, underground fuel tanks, ground discharging floor drains, old solid waste dumps, and sand/salt storage piles. In the early 1980's Woodland experienced how one of these contamination sources can pollute ground water when an agricultural chemical spill was discovered to have contaminated ground water on the Colby Road. The spill site, located adjacent to the old AVR rail line in Colby Siding is currently being monitored by the MDEP and the US EPA under the Superfund Program. Several homes adjacent to the site have their wells monitored on a monthly basis by the Maine Department of Human Services.

The town may wish to explore developing a well head protection plan that may include the adoption of a special aquifer protection overlay district within the Town's Zoning Ordinances. This type of ordinance could offer some protection from contamination or preventive measures that would be followed to ensure Woodland's significant groundwater recharge and yielding deposits are protected for present and future use by residents and businesses of the community.

### Surface Water

There are two major watersheds in Woodland These are the Caribou Stream Watershed and the Deadwater Brook Watershed (which is part of the Salmon Brook Watershed). Both of these watercourses and their numerous tributaries drain into the Aroostook River which ultimately flows into the St. John River Basin, an international river basin shared by Canada and the United States. The St. John River marks the international boundary between the United States and Canada and is subject to the 1909 Boundary Water Treaty between the US and Canada.

## **Caribou Stream Watershed Features**

The Caribou Stream, which flows in a southeasterly direction across the township for 7.6 miles is the predominant surface water feature in Woodland. There are five named tributaries to the Caribou Stream Watershed. These tributaries and the respective lengths of their flowages through the township are as follows: Hardwood Brook 0.8 miles, Mile Brook 1.1 miles, South Branch Caribou Stream 9.4 miles (the largest tributary in the Caribou Stream Watershed), Factory Brook 1.9 miles and Sealander Brook 2.1 miles. There are four (4) mapped waterfowl and wading bird habitats, 1 deer wintering area, and the 272 acre Woodland Bog (with its rare plant sites) that are all located along the banks of the Caribou Stream and its tributaries; (see the Critical Natural Resources Map)

The Maine Department of Environmental Protection (MDEP) has classified the various reaches, branches and tributaries of the Caribou Stream Watershed as Class B. Class B waters are the third highest classification given by the MDEP and are suitable for; drinking water (after treatment), fishing, recreation, industrial process and cooling water supply, hydroelectric power generation, navigation, and as habitat for fish and other aquatic life. As per State regulation, discharges to these Class B waters are not allowed to have a quality lower than the receiving waters and shall not cause adverse impact to aquatic life.

## **Deadwater Brook Watershed Features**

Deadwater Brook meanders southwesterly for 4.1 miles through Woodland and eventually drains into Salmon Brook in the town of Washburn. The MDEP has given the Deadwater Brook and its tributaries a Class B surface water classification. Three (3) of the town's mapped non-forested freshwater wetlands and one waterfowl wading bird habitat, designated high value by IF&W are along the banks or are closely associated with the flowages comprising the Deadwater Brook Watershed (see the Critical Natural Resource Map).

The IF&W does not have any fisheries census data on any of the streams or brooks in the Caribou Stream or Deadwater Brook Watersheds. In addition to the watersheds detailed above, there are several unnamed perennial streams associated with the above named surface waters that have a combined aggregate flowage in the township of 12.6 miles. Municipal officials may want to explore the possibility of working with Regional Environmental Specialists from the Department of Environmental Protection on possible strategies to upgrade the water quality and associated classifications for streams and brooks in the Caribou Stream and Deadwater Brook Watersheds. Improvements to local water quality in these watercourses could result in greater habitat for brook trout.

There is one (1) named open water body in Woodland, Carlson Pond (3 acres) and several smaller unnamed farm ponds or impounded flowages. None of these water bodies meets the definition of a Great Pond (e.g., a natural body of water over ten acres in size) however, these surface waters are covered under the Town's Shoreland Zoning Ordinance. The Maine Department of Inland Fisheries and Wildlife currently has no available fisheries census data on these ponds.

There are, in any community, a number of sources of threats to the water resources that arise from land uses. Any land use has the potential of degrading water quality in the immediate area and areas around the watershed. It is important to eliminate or at the very least minimize the adverse impacts of development to the water resources.

## **Natural Resource Analysis**

Woodland enjoys a wide variety of natural resources. Town officials have taken steps to protect many of these resources through the development and adoption of land use or zoning ordinances. These ordinances have been reviewed by State officials prior to adoption. They use the definitions found in State ordinances and otherwise meet applicable State regulations.

### **Agriculture**

Agriculture is an important part of the community's economy. The town's substantial acreage of prime farmlands should be managed with good conservation practices. This valuable cropland resource is important to the community's future welfare. Future land use proposals that might conflict with the efficient operation of the town's major farming units should be carefully analyzed and acceptable alternatives considered. In addition to the production of crops and livestock on the farms, the storage, packaging, processing, marketing, and shipping of these commodities for the ultimate use of consumers have beneficial influences on the town's economy.

### **Forestry**

With approximately 51% of Woodland forested, forestry has a significant impact on both Woodland's and the region's economy. These forestlands have important implications for future community growth and change. Well managed forestlands have multiple uses. In addition to the production of wood, these lands are vital to protect water quality, wildlife and fisheries habitat, and to provide for recreational resources. Ownership of forest land resources is dominated by small woodlot owners. These smaller woodlots (< 500 acres) are important to their owners and others in the community. The town should encourage these small woodlot owners to contact professional consultant foresters (see appendix) serving the area to gain technical assistance in managing their forestlands. The town may want to consider retaining some of any future tax acquired forestland in public ownership for multi-use management opportunities (e.g., outdoor recreation, timber harvesting, wildlife management). Woodlot owners within the township should be aware of the requirements of Maine's Forest Practices Act. In addition, town officials may wish to make woodlot owners aware of the Stewardship Incentive Program administered by the Maine Forest Service that was established to foster sound and sustainable multi-use management of forest land resources. Woodland owners with forest lands enrolled in the Tree Growth Tax Program should

be aware of the forestry management plan requirements of this Act. The future use of the forestlands within the town should be planned with all of these considerations in mind.

Access to back lot on established woodlots that owners may want to transition to housing lots would need community intervention to allow for a reduced road access from the main road vs the current standard that is lead by the State of Maine. This would allow back lots to be better used for future residential and or business development vs standing vacant.

## **Water**

Ground water supplies in most of the inhabited portions of the town will yield sufficient quantities for individual homes and commercial and industrial businesses because of the significant sand and gravel aquifer resources that exist within the township. There are 6 mapped aquifers that are associated with the two major watersheds in the town. Five of these aquifers are rated as yielding moderate amounts of groundwater (between 10 and 50 GPM). Larger quantities of groundwater, at rates of more than 50 gallons per minute, are available in an area located in the Southeastern corner of the township in the vicinity of the confluence of Caribou Stream and the South Branch of the Caribou Stream in close proximity to the Washburn Road (Rte. 164) and Thibodeau Road intersection. These higher yielding groundwater areas offer potentials for future town growth and development. Municipal officials may wish to explore working closely with the Maine Rural Water Association representatives and Maine Department of Human Services staff to develop watershed/aquifer protection plans and associated overlay districts that are consistent with land use policies developed as part of this comprehensive plan. The majority of Woodland's surface waters are predominantly related to the Caribou Stream Watershed. Other surface waters within the township are related to the Deadwater Brook Watershed. These streams and brooks currently have a Class B water quality classification that is related to water quality classification rating of the Aroostook River segment which receives the numerous perennial streams and brooks within the township. Town Officials may want to work with DEP representatives to investigate what actions the town could take that would enhance the water quality classification of these surface waters. The town also has several small ponds. All of the named streams and surface water bodies are subject to the town's Shoreland Zoning Ordinance.

## **Wildlife, Rare Plants & Natural Communities**

Woodland has considerable amounts of good habitat for wildlife. The central portion of the town, (South Branch-Caribou Stream Valley), has a significant mapped deer wintering yard. It is recommended that deer wintering yards be managed for the benefit of the animals. The town is also blessed with several valuable waterfowl habitats, a rare plant station, and a Migratory Bird Monitoring Station for monitoring these bird populations. Since wildlife habitat is essentially a transitory situation, virtually all of the town can be considered for wildlife. Wildlife needs open areas, as well as forestland, so it would be desirable to maintain a balance. Future town changes and developments should consider the community's many natural resource factors, all of the available alternatives, and the desires of a broad segment of the residents. Municipal officials should consider working with land owners whom own parcels of forest land or wetlands that

include valuable habitat for wildlife (e.g., deer, waterfowl, migratory landbirds, etc.,) to ensure forest management practices and other land uses that are implemented are compatible with sustaining valuable habitat that has been identified by IF&W or the Maine Natural Heritage Program. Municipal officials should encourage woodlot owners to participate in programs such as the Stewardship Incentive Program (SIP) administered by the Maine Forest Service. The SIP was established to foster sound and sustainable multi-use management of natural resources by landowners. There are cost-shares available through the Maine Forest Service for such practices as vegetative plantings to enhance wildlife habitat, duck pond construction, and silva cultural practices that improve wildlife species diversity. Municipal officials should explore working with the Nature Conservancy on developing habitat friendly methods to enable the public a greater opportunity to view/experience the unique and rare plants and wildlife of the Woodland Bog (e.g., trails, picnic areas, viewing shelters/platforms, off-road parking, etc.)

## **Fisheries**

The Caribou Stream trout fisheries habitat is the predominant fisheries resource available to the Town. In addition, several of the town's streams, brooks, and their tributaries associated with the Caribou Stream and Deadwater Brook Watersheds provide good brook trout fisheries habitat. These watercourses are important to the community. Taken together, all provide excellent brook trout habitat and are fished by the residents and others. Municipal officials and interested citizens within the township should network with various agencies and organizations (e.g., IF&W's Fisheries and Hatcheries Division, the MDEP, St. John RC&D's Adopt-a-Stream Program) to foster a cooperative working relationship that enhances the fisheries habitats and water quality of the Caribou Stream Watershed. It has been shown that efforts to improve water quality and the fisheries habitat within a given watershed can have a tremendous economic benefit to the region's communities. If the shorelands of some of these town waterbodies are to be considered for future expanded zoning, their importance from the standpoint of their contributions to retaining high quality fisheries should be kept in mind. Vegetation along the banks influences the water temperature, prevents erosion, and filters out silt. Town officials may wish to work with contiguous communities and various natural resource agencies to insure that any efforts to improve fisheries habitat in the Caribou Stream Watershed are consistent with land use plans in neighboring municipalities and are compatible with the existing fisheries populations. Many residents feel Woodland's brooks and streams offer a high value, peaceful fishing experience. Municipal officials should explore working with IF&W officials and other natural resource management organizations on implementing management practices (e.g., habitat restoration and fish stocking programs) to further enhance the fisheries resources and associated recreational experiences available in the community.

## **Natural Resources**

Woodland contains an important and diverse natural resource base, including rivers, streams, Deadwater Brook and Caribou Stream, wetlands, floodplains, rich deposits of sand and gravel, significant fisheries and wildlife habitat and valuable acreage of prime agricultural and forest lands. Through the development and implementation of locally driven management plans, the



Town can conserve its valuable natural resources while also utilizing these resources to enhance economic development opportunities for natural resource-based industries and businesses. By adopting wise multi-use strategies for the many different natural resources (forestlands, water resources, etc.), Woodland can provide for greater use of the resource base for business opportunities, recreation, wildlife and fisheries management and forestry, while also maintaining the quality of life offered by these resources. Woodland should assure that the natural resources are conserved, preserved and/or protected from activities or uses that can damage their resource value or which create threats to the public health or safety.

**Natural Resource Goal:** To conserve, preserve and protect the valuable natural resources of Woodland.

| Policy   | Strategy   | Responsibility   | Time frame |
|--|--|--|------------|
| 1. Recognize that soils are a major factor in development suitability and guide incompatible land uses away from unsuitable, | <p>The Town should work with appropriate State agencies and property owners to refine, enhance and update the natural resources information contained in this Plan. The Town's efforts should focus on:</p> <ul style="list-style-type: none"> <li>A. Identifying those wetlands that are significant and should not be altered.</li> <li>B. Accurately defining the location and value of various types of wildlife and fisheries habitats, with emphasis on deer wintering habitat.</li> <li>C. Partner with Maine Natural Areas Program (MNAP) for guidance identifying natural resource concerns.</li> </ul> | Select Board, Maine Inland Fisheries and Wildlife & Code Enforcement Officer | On-going   |

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| marginal or prime soils. | 1. Continue to provide training to the Code Enforcement Officer (CEO) in State and local laws, including certification in accordance with 30-A M.R.S.A §4451, and the applicable Best Management Practices available to protect water quality so the CEO can effectively investigate potentially harmful activities, advise possible violators in remediation techniques and notify appropriate authorities for enforcement action, if necessary. | Select Board & Code Enforcement Officer             | On-going   |
|                          | 2. Cooperate with state and federal authorities to identify potentially hazardous sites and urge them to take appropriate action through on-site monitoring and cleanup.  | Code Enforcement Officer                            | On-going   |
|                          | 3. Continue to request IF&W to conduct a fisheries census of Little Madawaska River and Caribou Stream to determine the fisheries value and appropriate management plans to improve the trout fishery in the watershed.   | Planning Board & CEO                                | Short term |
|                          | 4. Work to develop long-term wildlife management goals for the Town with assistance from IF&W. This wildlife management planning may include informing landowners of various programs and practices, and technical assistance available to manage wildlife and wildlife habitat on private lands.   | Planning Board & Code Enforcement Officer           | Mid Term   |
|                          | 5. Work with wildlife management organizations and agencies to identify and protect deer wintering areas, waterfowl and wading bird habitat and other protected areas including Maine Natural Areas Program (MNAP).   |   | Long term  |
|                          | 6. Encourage developers to use best management practices during and after general construction of facilities and access roads, including solar and wind energy initiatives.   | Select Board  | Short term |
|                          | 7. Utilize the State's formal environmental review staff when development projects are at the design and permitting phases including Beginning with Habitat (BwH) and Maine Natural Areas Program (MNAP) within the Maine Department of Agriculture, Conservation and Forestry.   | Planning Board and CEO<br><br>Planning Board & MNAP | On-going   |



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|  | Effectively enforce both Ordinances to minimize water quality impacts from inappropriate development.  |   |                    |
|  | 3. Continue to support and work with the Natural Resource Conservation Service, the Central Aroostook Soil and Water Conservation District, University of Maine Cooperative Extension and other groups.  | Planning Board & Code Enforcement Officer   | Short Term         |
|  | 4. Encourage owners of above-ground storage tanks to complete an annual visual inspection of their tanks.  | Planning Board  | On-going           |
|  | 5. Continue to request IF&W to conduct a fisheries census of Little Madawaska River and Caribou Stream to determine the fisheries value and appropriate management plans to improve the trout fishery in the watershed.  | Planning Board, Code Enforcement Officer & Maine Department of Environmental Protection | Short and Mid Term |
|  | 6. Determine if local regulations or programs are necessary to assure the sound management and use of these resources.<br>Projects include:  |   |                    |
|  | A. Establish programs for the conservation/preservation of prime forest land areas through the use of land use controls.   | PB, Tax Assessor & Code Enforcement Officer   | Short term         |
|  | B. Inform land owners of programs, such as best management practices for conservation and increased productivity of active forestlands, to reduce soil erosion and phosphorus export and to discourage development activities in prime wooded areas.                               |   |                    |
|  | C. Work with the various natural resource agencies to strengthen and expand current programs to inform loggers, foresters, landowners and the general public about best management practices to minimize soil erosion and phosphorus export from fertilizers washing into streams. |   |                    |
|  | D. Encourage carbon sequestering through forest management and replanting based on climate change research and emerging financial incentives/subsidies.  |   |                    |
|  | 7. Utilize the State's formal environmental review staff when development projects are at the design and permitting phases including Beginning with Habitat (BwH) and Maine Natural Areas Program (MNAP) within the Maine Department of Agriculture, Conservation and Forestry.    |   | Long term          |
|  |  | Planning Board & MAP  | On-going           |



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|  | <p>protect water quality so the CEO can effectively investigate potentially harmful activities, advise possible violators in remediation techniques and notify appropriate authorities for enforcement action, if necessary.</p> <p>2. Inspect gravel pits for aquifers to prevent dumping of foreign materials.</p> <p>3. Cooperate with state and federal authorities to identify potentially hazardous sites and urge them to take appropriate action through on-site monitoring and cleanup.</p> <p>4. Regulate commercial or industrial uses that utilize, process or store materials known to cause groundwater contamination on aquifers.</p> <p>5. Continue to educate landowners about the requirements of the Land Use and Shoreland Zoning Ordinances. Effectively enforce both Ordinances to minimize water quality impacts from inappropriate development.</p> <p>6. Continue to support and work with the Natural Resource Conservation Service, the Central Aroostook Soil and Water Conservation District, University of Maine Cooperative Extension and other groups.</p> <p>7. Encourage owners of above-ground storage tanks to complete an annual visual inspection of their tanks.</p> <p>8. Continue to request IF&amp;W to conduct a fisheries census of Little Madawaska River and Caribou Stream to determine the fisheries value and appropriate management plans to improve the trout fishery in the watershed.</p> <p>9. Work to develop long-term wildlife management goals for the Town with assistance from IF&amp;W. This wildlife management planning may include informing landowners of various programs and practices, and technical assistance available to manage wildlife and wildlife habitat on private lands.</p> <p>10. Work with wildlife management organizations and agencies to identify and protect deer wintering areas, waterfowl and wading bird habitat and other protected areas including Maine Natural Areas Program (MNAP).</p> <p>11. Encourage cooperation of private woodlot owners for the improved use of forest resources through responsible management, replanting, rejuvenation, exploration of alternative uses for unproductive land and the development of guidelines and incentives to reduce soil erosion and sedimentation.</p> <p>12. Determine if local regulations or programs are necessary to assure the sound management and use of these resources. Projects include:</p> <p>A. Establish programs for the conservation/preservation of prime forest land areas through the use of land use controls.</p> | <p>Code Enforcement Officer</p> <p>Code Enforcement Officer &amp; Maine Department of Protection Services</p> <p>Planning Board &amp; Code Enforcement Officer</p> <p>Planning Board &amp; CEO</p> <p>Planning Board</p> <p>Planning Board, Code Enforcement Officer &amp; Maine Department of Environmental Protection</p> <p>CEO, MIFW</p> <p>MIFW, PB, HD, CEO, DEP</p> <p>MIFW, MNAP, PB, CEO, RC</p> <p>PB, CEO</p> <p>PB, Tax Assessor &amp;</p> | <p>Mid term</p> <p>Short Term</p> <p>Short term</p> <p>On-going</p> <p>Short &amp; On going</p> <p>Short term</p> <p>Long term</p> <p>Short Term</p> <p>Mid term</p> <p>Short term</p> |
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|  | B. Inform land owners of programs, such as best management practices for conservation and increased | Code Enforcement Officer |  |
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|  | <p>productivity of active forestlands, to reduce soil erosion and phosphorus export and to discourage development activities in prime wooded areas.</p> <p>C. Work with the various natural resource agencies to strengthen and expand current programs to inform loggers, foresters, landowners and the general public about best management practices to minimize soil erosion and phosphorus export from fertilizers washing into streams.</p> <p>D. Encourage carbon sequestering through forest management and replanting based on climate change research and emerging financial incentives/subsidies.</p>          |   | <p>Long Term</p> <p>Mid term</p> |
|  | <p>13. In order to control the effects of improper development on agricultural and forest resources, the Planning Board should:</p> <p>A. Discourage development on prime forest lands capable of economic production in order to protect the economic base of the Town and help maintain the rural character through appropriate land management.</p> <p>B. Establish a process for the periodic review and amendment of this Plan and other land use regulations with respect to agricultural and forest resources.</p> <p>C. Provide developers high intensity soil survey information and map prime forest lands.</p> | PB, CEO                                     |                                  |
|  | <p>11. Work with the Maine Potato Board, Maine Organic Farmers Association, Forest Products Council, NMDC's Business Counseling Service, the Economic Development Administration, the Small Business Administration, commercial lenders and other appropriate agencies to assist people interested in developing value-added agricultural and forest products businesses in obtaining financial assistance/venture capital.</p>   | Select Board                                | Long term                        |
|  | <p>12. Encourage developers to use best management practices during and after general construction of facilities and access roads, including solar and wind energy initiatives.</p>   |   | Short term                       |
|  | <p>13. Utilize the State's formal environmental review staff when development projects are at the design and permitting phases including Beginning with Habitat (BwH) and Maine Natural Areas Program (MNAP) within the Maine Department of Agriculture, Conservation and Forestry.</p>   | Planning Board and Code Enforcement Officer | On-going                         |
|  |   | Planning Board                              |                                  |



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| <p>4. Develop strategies to discourage development in hazard areas, including floodplains and areas of steep slopes.</p> | <p>The Town should work with appropriate State agencies and property owners to refine, enhance and update the natural resources information contained in this Plan. The Town's efforts should focus on:</p> <ul style="list-style-type: none"> <li>A. Identifying those wetlands that are significant and should not be altered.</li> <li>B. Accurately defining the location and value of various types of wildlife and fisheries habitats, with emphasis on deer wintering habitat.</li> <li>C. Partner with Maine Natural Areas Program (MNAP) for guidance identifying natural resource concerns.</li> </ul> | <p>Code Enforcement Officer &amp; Maine Department of Protection Services</p> | <p>Mid Term</p> |
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| 5. Identify, assess and conserve fisheries and wildlife habitat. | <p>The Town should work with appropriate State agencies and property owners to refine, enhance and update the natural resources information contained in this Plan. The Town's efforts should focus on:</p> <ul style="list-style-type: none"> <li>A. Identifying those wetlands that are significant and should not be altered.</li> <li>B. Accurately defining the location and value of various types of wildlife and fisheries habitats, with emphasis on deer wintering habitat.</li> <li>C. Partner with Maine Natural Areas Program (MNAP) for guidance identifying natural resource concerns.</li> </ul> | Planning Board,<br>Maine Inland Fisheries and Wildlife & Code Enforcement Officer | Short Term |
|  | 1. Continue to request IF&W to conduct a fisheries census of Little Madawaska River and Caribou Stream to determine the fisheries value and appropriate management plans to improve the trout fishery in the watershed.  | CEO, MIFW   | Short term |
|  | 2. Work to develop long-term wildlife management goals for the Town with assistance from IF&W. This wildlife management planning may include informing landowners of various programs and practices, and technical assistance available to manage wildlife and wildlife habitat on private lands.  | MIFW, PB, HD, CEO, DEP  | Long term  |
|  | 3. Work with wildlife management organizations and agencies to identify and protect deer wintering areas, waterfowl and wading bird habitat and other protected areas including Maine Natural Areas Program (MNAP).  | MIFW, MNAP, PB, CEO, RC   | Short Term |
|  | 4. Determine if local regulations or programs are necessary to assure the sound management and use of these resources. Projects include:   |   |            |
|  | A. Establish programs for the conservation/preservation of prime forest land areas through the use of land use controls.   |   |            |
|  | B. Inform land owners of programs, such as best management practices for conservation and increased productivity of active forestlands, to reduce soil erosion and phosphorus export and to discourage development activities in prime wooded areas.   |   |            |
|  | C. Work with the various natural resource agencies to strengthen and expand current programs to inform loggers, foresters, landowners and the general public about best management practices to minimize soil erosion and phosphorus export from fertilizers washing into streams.   |   |            |
|  | D. Encourage carbon sequestering through forest management and replanting based on climate change research and emerging financial incentives/subsidies.  | PB, Tax Assessor & Code Enforcement Officer                                       | Short term |
|  | 5. Utilize the State's formal environmental review staff when development projects are at the design and permitting phases including Beginning with Habitat (BwH) and Maine Natural Areas Program (MNAP) within the Maine Department of Agriculture, Conservation and Forestry.  |   | Long       |

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| 7. Encourage uses in conflict with forestry activities to be in suitable locations to conserve prime forest lands/resource value and work with owners to maintain and enhance resources | 1. Regulate commercial or industrial uses that utilize, process or store materials known to cause groundwater contamination on aquifers.  | Planning Board and Code Enforcement Officer | Short term |
|   | 2. Encourage cooperation of private woodlot owners for the improved use of forest resources through responsible management, replanting, rejuvenation, exploration of alternative uses for unproductive land and the development of guidelines and incentives to reduce soil erosion and sedimentation.  | PD &CEO                                     | Mid term   |
|   | 3. Determine if local regulations or programs are necessary to assure the sound management and use of these resources. Projects include:<br>A. Establish programs for the conservation/preservation of prime forest land areas through the use of land use controls.<br>B. Inform land owners of programs, such as best management practices for conservation and increased productivity of active forestlands, to reduce soil erosion and phosphorus export and to discourage development activities in prime wooded areas.<br>C. Work with the various natural resource agencies to strengthen and expand current programs to inform loggers, foresters, landowners and the general public about best management practices to minimize soil erosion and phosphorus export from fertilizers washing into streams.<br>D. Encourage carbon sequestering through forest management and replanting based on climate change research and emerging financial incentives/subsidies. | PB, Tas Assessor and CEO                    | Short term |
|   | 4. In order to control the effects of improper development on agricultural and forest resources, the Planning Board should:<br>A. Discourage development on prime forest lands capable of economic production in order to protect the economic base of the Town and help maintain the rural character through appropriate land management.<br>B. Establish a process for the periodic review and amendment of this Plan and other land use regulations with respect to agricultural and forest resources.<br>C. Provide developers high intensity soil survey information and map prime forest lands.   | PB &CEO                                     | Long term  |
|   | 5. Work with the Maine Potato Board, Maine Organic Farmers Association, Forest Products Council, NMDC's Business Counseling Service, the Economic Development Administration, the Small Business Administration, commercial lenders and other appropriate agencies to assist people interested in developing value-added agricultural and forest products businesses in obtaining financial assistance/venture capital.   |   | Mid term   |
|   | 6. In order to control the effects of improper development on agricultural and forest resources, the Planning Board should:   | Select Board                                | Long term  |

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|  | A. Discourage development on prime forest lands capable of economic production in order to protect the economic base of the Town and help maintain the | PB and MAP | On-going |
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|  | <p>rural character through appropriate land management.</p> <p>B. Establish a process for the periodic review and amendment of this Plan and other land use regulations with respect to agricultural and forest resources.</p> <p>C. Provide developers high intensity soil survey information and map prime forest lands.</p> |  |  |
|--|--|--|--|

## Cultural and Historic Resources

In the public opinion survey conducted in advance of the preparation of this comprehensive plan, current residents have expressed a deep interest in retaining the cultural heritage of Woodland. They also expressed their appreciation for the peacefulness, privacy and closeness to nature that living in Woodland provides. It is also noted that the Town of Woodland supports the Woodland Historical Society by paying to support the work the group is doing to maintain the history within the community as evident by increasing the amount to the heritage club from the traditional \$700 annual funds to \$1,100 in the Town's 2024 budget.

Historic and archaeological resources include sites on the National Register of Historic Places, sites on existing historical surveys, local historic areas, and other sites of potential historic significance. It is important to review these resources and identify the surrounding land uses or other areas which may impact on these resources and then plan accordingly.

### Native Americans

Historians generally agree that Native Americans have inhabited the St. John River drainage area in what is Maine and New Brunswick for at least 3,000 years. The tribes traditionally depended on fishing and hunting with some planting of maize for its substance. With the advent of white settlement, their traditional hunting territories were encroached upon and the combination of overhunting by whites and the clearing of land for farms drastically diminished game stocks. This forced the tribes into a more sedentary lifestyle. While reservations were formed in Quebec and New Brunswick, none were formed in the Maine portion of the territory.

A summary of the history of Woodland's founding is enlightening.

### Woodland – History

The Town of Woodland, formerly known as Township 14 Range 3, was surveyed for settlement by Lore Alford of Old Town in 1859, and was divided into lots of 160 acres each. At the time when the first clearing was made in Woodland, both neighboring communities of Perham and New Sweden were still wilderness townships and had not even been lotted for settlement. The low price at which the state offered these new lands to actual settlers attracted the attention of men who wished to make homes for themselves and families, and they were not long in the market before



the sturdy blows of the pioneer 'sax were resounding through the forest and clearings were commenced in different portions of the town.

The first to make an opening in the new town was Mr. Fredric E. Lufkin of Caribou who, as early as 1858, before the town had been lotted, made a chopping of six acres in the north part of town. In 1859 Enock Philbrick came from Buckfield and made a chopping near Mr. Lufkin. Both these chopping were burnt on the same day in the summer of 1859, fire being set to Philbrick's first. In the same year Charles E. Washburn, F.B. Thomas, and Moses Thomas came from Oxford County and took lots in the north part of town. T.L. Jenison, Carlton Morse, and Charles Carlton came from North Dixmont and settled near the center. After building their log houses and making small clearings, they went out and returned with their families the next year.

The first settler who brought his family and remained was Mr. Ephraim Barnum from Ware, Massachusetts, in 1860 who took a lot in the southeast part of town. Other settlers who came in 1860 were Jonathan Swain, John Thayer, Luther Robbins, and E.A. Cunningham. In 1861 L.B. McIntire came and settled near the center of town and later sold his lot to R.A. Sanders. In the same year came George Ross, Willard Glidden, and John Eddy, who settled on the lot adjoining Ephraim Barnum.

The first male child born in town was Ernest Thayer, son of John Thayer, in 1861. The first female child was Julia E., daughter of Charles Carlton, in 1862.

In 1872 all unoccupied lands were re surveyed and lotted into 100 acre lots and granted to the Swedes who could not be provided for in New Sweden. They now form the larger portion of the citizens in this north part of the town. The names of the heads of the Swedish families were Per Peterson, Solomon Johansson, Jonas Boden, Jonas Boden, Jr., Frans R.W. Plank, Jacobs Johansson, and Anders Westergren. Reverend Andrew Wiren, the Swedish Pastor, settled among the people in North Woodland. Soon after their settlement, the Swedes built a mill on a small brook running into the east branch of Caribou Stream. This was not profitable and was abandoned. In 1878 a steam mill was built by York and Merrill and forms the nucleus of the village of Woodland.

Woodland became a Plantation in 1861 and was incorporated as a Town on March 5, 1880, the name being descriptive of a land abounding in wood. The naming of Woodland from No. 14 Township was said to have been by Mrs. J.G. Thayer and her daughter, Percees, at a regular town meeting. The town was first surveyed by Edwin C. Burleigh on November 28, 1877, and found to include 34,102 square acres.

### **Historical Buildings and Sites**

It is important for communities to remember and preserve traces of their past -- houses, churches, farms, or grange halls, to name a few. Such buildings and sites contribute texture to the town, bring history to life for many, and set a standard for other contributions into the future. Woodland, like many other towns in Aroostook County, does not have a large amount of historic buildings located in town. Many historic building were torn down when it became to costly for the owners

or town to maintain them. Buildings and sites do not have to be listed in the National Register of Historic Place in Maine to be of local importance. Churches, schools, and mills, for instance, often are not listed, yet are vital components of history for the town.

The following list is buildings and sites in Woodland that have local historical significance and would be of a benefit to the people as a reflection of the history and development of the community and area. The Historical Committee suggested that the following be included:

Snowman School, Pratt School, Colby Starch Factory Site, and the Log Barn on the Margison Road

In addition to the cultural and historic resources previously discussed, the townspeople, through the Public Opinion Survey, indicated the following buildings/sites should be considered when conserving the town's cultural and historical heritage.

Snowman School  
Lextrium House  
Sealander Cemetery  
Town of Woodland Cemetery

### **Historic Sites**

The Maine Historic Preservation Commission (MHPC) is the central repository in the state for all prehistoric archaeological survey information. Survey files include computer files, map sets, paper data forms, field notes, detailed unpublished reports, photographic archives, and published works. Most of the basic information is retrievable on a town by town basis. It is the policy of MHPC that the standard of historic value reflected in municipal plans should normally be eligibility to or listing in the National Register of Historic Places. Because the National Register program accommodated buildings and sites of national, state, and local significance, it can accommodate local values.

According to the MHPC, there are no known prehistoric archaeological sites (no surveys done) or historic archaeological sites in Woodland over the past 30 years. Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. In many areas of Maine these areas are generally found within 50 yards of an existing or former shoreline. These areas provided good boat access and camp locations. Although 4500 sites have been identified in Maine, there may be an additional 12,000 sites to be discovered. According to information supplied by the MHPC, there are two (2) areas of archaeological resource potential based upon data supplied by the Town. These are: 1. Deadwater Brook south from Langley Road to the Washburn Townline, and 2. South Branch of Caribou Stream from the AVR Trail easterly to Route 164 (Washburn Road). No professional survey for historic archaeological sites has been conducted in Woodland. The MHPC does recommend that future surveys need to be done to focus on historic above-ground resources to identify other properties which may be eligible for nomination to the National Register. These could include a focus on sites relating to the earliest European settlement of the town, beginning in the mid-19th century.

Woodland has no local ordinance provisions which consider impacts of certain types of development upon historic structures and sites. The Town should consider mechanisms for: the identification, assessment, and protection (as needed) of existing or potential sites, and performance standards for ground disturbing activities within or adjacent to existing or potential sites. One land use management technique that Municipal officials have discussed exploring is the development of a Historic-Cultural Overlay District to place additional land use controls/conditions on a parcel of land to protect the town's cultural and historic resources.

## **Regional Cultural Resources**

In addition to the Cultural Resources within Woodland noted above, there are a variety of opportunities for cultural and recreation within the region. Several of these neighbor Woodland and are noted below.

### **1. The New Sweden Historical Society Museum**

Housed in the Capitol (Kapitoleum), a replica of a community hall built in 1870 by the first settlers of New Sweden, this museum is located off Route 161 on Station Road. It contains collections of home utensils, farm equipment, guns, horse-drawn vehicles, hand crafted items and the records and documents brought by emigrants from Sweden.

Located beside the Museum is the Capitol School which was the last of the one-room schoolhouses built in New Sweden. Behind the Museum is the Larsson log home, a restored replica of the typical early immigrant log home.

### **2. Thomas Park and Amphitheater**

The Park offers residents and families the opportunity to picnic and enjoy a beautiful overview of the region. The Park also contains a community hall and large outdoor amphitheater. Events are offered throughout the summer months, including concerts featuring local musicians. Located on the Park grounds is the Lars Noak Blacksmith and Woodworking Shop, which provides an “open house” during the Midsommar Celebration.

### **3. New Sweden's Midsommar Celebration**

On the weekend nearest to June 21, the Swedes in northern Maine, like those in Sweden, celebrate the summer solstice. Activities center on the decoration of the Maypole, and includes, among other activities, Scandinavian fiddle music, Swedish dancing and a variety of traditional meals.

### **4. The Tri-Cultural Museum**

Tri-Cultural Museum, located in Stockholm, is listed on the National Historic Register and once served as the Town's first store and post office, and now houses the Town's historical collection.

#### 5. The Caribou Performing Arts Center

The largest facility for hosting performances in the area, the Center has a seating capacity of 825. The center was built as an adjunct to the Caribou High School in 1987. Through this facility, a wide range of cultural and entertainment events are offered.

#### 6. The Nylander Museum

The Nylander Museum, located at 393 Main Street in Caribou, provides a variety of geological and natural history exhibits throughout the year. The museum is typically open from Labor Day through Memorial Day and special visits can be arranged. The museum houses fossils, rock minerals, butterflies and shells collected by Olaf Nylander, a native plant garden, as well as various other items for exhibition.

#### 7. The Caribou Public Library

The Caribou Public Library, with a collection total of 46,765 items, reflects a circulation figure of 65,700. The State of Maine support of libraries on a per capita level is the next to the lowest in the United States. A reserve fund for the library has been initiated as part of the City's capital improvement plans. Patron support continues to be an important element in the efforts of the librarian and the staff in implementing better and more comprehensive library services. For a nominal annual fee, Woodland residents have access to all Caribou Public Library services and resources.

#### 8. The University of Maine at Presque Isle

The close proximity of the University of Maine at Presque Isle offers Town residents significant cultural opportunities. Local concerts and live theater productions are offered throughout the year at Gentile Hall. The extensive services are available through the University Library.

#### 9. The Maine Potato Blossom Festival

The Maine Potato Blossom Festival is held during the third week of July in Fort Fairfield, when hundreds of acres of potato fields come into blossom throughout Aroostook County. Events include a gigantic festival parade. The festival ends with a fireworks display.

#### 10. The Northern Maine Agricultural Fair

An agricultural fair established in 1854, is held during the first week in August in Presque Isle. The Fair features the largest midway in the County, amusement park rides, agricultural exhibits, arts and craft exhibits, fireworks, and evening entertainment performances.

## Woodland Churches

It is not surprising to learn that Woodland boasts 3 churches as the town is situated at the northern end of the Aroostook County "Bible Belt". Woodland has a comfortable religious structure because there is generally no rivalry or discontent between congregations and/or ministers. There are numerous other churches located within the Caribou area for residents to attend.

## Woodland Churches, 2024

| Denomination     | Church                            |
|------------------|-----------------------------------|
| American Baptist | First Baptist Church              |
| Pentecostal      | Pentecostal Church- Carson Siding |
| Baptist          | Carson Union Church               |

Source: Maine Register and Town Office.

## Recreational Resources

Residents of Woodland have access to a variety of recreational activities. Regional parks and recreational facilities are major community assets and concerns. They are often the tool that will help prospective residents to decide whether or not to live within a particular community or for a business to relocate. They reflect a sense of pride, community, and quality of life and they provide open space for residents and visitors and enhance a community's appearance. Although winter weather brings a shudder to our neighbors in the southern portion of the state, people in this area enjoy the snow through a variety of activities such as downhill and cross-country skiing, snowmobiling, ice-fishing, skating and tobogganing. In the summer and fall, residents and tourists alike enjoy outdoor activities ranging from bicycling, golfing, canoeing, kayaking, fishing, hunting, camping, and hiking. The area is dotted with many lakes and streams with public access that provides the opportunity for most water sports. Many people have rented or purchased camps within the area to enjoy the season more fully. In the southwestern portion of the subregion, access to Mount Katahdin and Baxter State Park offer excellent opportunities for outdoor activities, including mountain climbing.

Because Woodland's recreational resources are limited, residents rely on the Caribou Parks and Recreation Department for many organized sports. The focal points of the recreational resources

in Woodland are the hiking trails at the school, snowmobiling, cross-country skiing, bicycling and ATVing. Woodland's natural resources are, and should continue to be, a major recreational asset. There is ample land for hunting and there are many ponds and streams for fishing.

There are many golf courses in the area, such as the New Sweden's Thomas Park, Caribou Country Club, Mars Hill Country Club, Aroostook Valley Country Club in Fort Fairfield, Presque Isle Country Club, Community Golf Course in Houlton, Va-Jo-Wa Golf Course in Island Falls, Portage Hills Country Club, Fort Kent Golf Course, Birch Point Golf Course in Madawaska and three golf courses in New Brunswick---Edmundston, Woodstock and Grand Falls.

Residents and Town officials might consider several options to improve local recreational opportunities without expending considerable amounts of money. Resident interested in local recreation opportunities should become involved with and/or support the Recreation Committee in order to develop a Town recreation plan to meet identified needs. Access to snowmobile and AVT trails could be enhanced. Scenic spots and vistas could be preserved and provided with picnic tables, grills, benches, etc. For a modest expenditure of funds programmed over several years, a picnic area along the banks of one of the waterbodies could be developed. These waterbodies could become more attractive as recreational resources when developed and people come to recognize their importance. Continued cooperative arrangements with the Caribou Recreation Department should be maintained. All of this could mean an expansion of recreational programs and options.

### **Caribou Parks and Recreation**

The Caribou Parks and Recreation Department has a full time staff of five people, as well as between nine and twenty-seven seasonal employees. The department continues to show record success in the programs it offers. This success is due in part to participation of partnershipvolunteer coaches. Programs include the youth soccer program and youth basketball programs for grades 4-6. Fitness classes at the remodeled Recreation Center and the scheduling of a variety of community events all year round. The Caribou Recreation Center has a full gymnasium as well as other facilities used by the community for a variety of programs. Other facilities include the Lion's Community Center, tennis courts, ice skating rink, community swimming pool, Hardison Playground, North Caribou Park, Sincock animal park, Teague Park, Collin's Pond Park, and the Lyndon Street Boat Launch. The Caribou High School provides facilities to the public which include a gymnasium, a 400-meter all-weather track, two regulation soccer fields, one baseball field, two tennis courts and one softball field. Two regulation little league fields are located by the Caribou Middle School.

The Caribou Parks and Recreation Department also provides 80 miles of snowmobile trails which are groomed, mapped, and marked. These snowmobile trails are accessible from most local lodging establishments. There are numerous snowmobile clubs in Aroostook County, with the Sno-Drifters Inc., Spruce Haven Snowmobile Club, and the Unisleds, Inc. located in Caribou.

Other recreational facilities include movie theaters, a bowling alley, and an outdoor amusement park which contains batting cages, miniature golf, and a souvenir shop as well as a snack bar and picnic tables.

## **Recreation Trails**

Caribou's Recreation Department maintains 15 miles of groomed snowmobile trails which are all part of the 2,200 miles of trails that crisscross Aroostook County. New Sweden's Nordic Lakers Snowmobile Club (Club) grooms 18 miles of the trails and are responsible for a portion of ITS83, Connector Trail 105, and Trail 88 (referred to as the "Swede's Trail"). Total trail maintenance costs, including grooming, is approximately \$8,000 per year, which is partially reimbursed through a grant from Maine Department of Conservation. Issues that affect grooming, maintenance and trail retention include increased snowmobile traffic, trespass and landowner relations.

The Aroostook Valley ATV Club maintains approximately 25 miles of local trails that connect directly with the 79.5 miles of rail bed trail, as well as other local trail systems. Funding is provided through a grant from the Maine Department of Conservation at approximately \$2,500 per year. There are numerous issues with ATV use. The two primary issues are early season disruption of trail surfacing and lack of sufficient funding to maintain trails. A better system of funding the ATV trail maintenance program is required and local clubs are working with the Maine Department of Conservation to explore options. A recent growth in the number of ATVs purchased both locally and statewide has placed a significant amount of pressure on ATV organizations statewide to increase and improve current infrastructure.

Woodland provides easy access to a trail for cross country skiing, snowshoeing and hiking from a parking area near the center of Town. Neighboring lakes located in Westmanland and Stockholm of Little Madawaska and Madawaska Lakes offer public boat launch put-in and take-out on this popular kayaking/canoeing section of the river running north of Woodland.

Currently, there are a Snowshoe and Skiing trails in Woodland at the school being maintained or groomed to serve as cross-country skiing or snow shoeing, but trails are well maintained at the Caribou Golf Course which is very close for Woodland residences to use as well as the groomed trailed at Loring. Studies regarding potential interest for designation and maintenance of trails for these purposes should be considered.

## **Cultural and Historical Resources Analysis**

Woodland is centrally located to some exceptional cultural and historical sites and activities that supports the community to have easy access. Town leaders need to build off Woodland's natural resources and level of cultural richness within the local area. Building off of these strengths is something the proposed Recreational Committee can help develop for the community in short and long term goals.

## Cultural and Historic Resources

Cultural resources are those activities, opportunities and benefits of the Town that reflect the culture and heritage of the community. They help to establish the quality of life for Woodland and the Town's ability to attract and retain economic growth depends, to some extent, on the quality and quantity of its cultural resources. Woodland is fortunate to host a variety of annual events, attractions, service organizations and places of worship.

The unique history of any town can be a valuable part of that town's heritage and community character. Although Woodland has certainly changed since the late 1800's and early 1900's, some of the old buildings have been removed by man or by fire or retained and preserved, but the "feel" is still that of a small town. Woodland should continue to preserve the Town's rich history and culture. The National Register of Historic Places and the Maine Historical Preservation Commission keep a directory of buildings, structures, districts, objects and sites that have historical importance and value. It has been suggested that through the following policies and strategies, a complete inventory of all the Town's historic resources be undertaken to identify any additional sites worthy of being placed into a local, state, or federal register.

**Cultural and Historic Goal:** To have an understanding of and to preserve the cultural and historic resources of Woodland.

| Policy | Strategy | Responsibility | Timeframe |
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| Identify, preserve and protect archaeological, prehistoric and historic resources.  | 1. Work with the Woodland Historic Society and other interested parties to preserve archeological, prehistoric and historic resources.  | Planning Board, Recreation Committee, Code Enforcement Officer             | Short term |
|   | 2. Seek the assistance of the Woodland's Historical Society and Maine Historic Preservation Commission (MHPC) in reviewing development proposals that would impact identified and potential archeological, prehistoric and historic resources.  | RC, CEO, PB  | Short Term |
|   | 3. Promote and publicize local programs, community events and regional festivals.   |  |            |
|   | 4. Continue to host both local and regional events unique to Woodland and continue to maintain locally important attractions.   | Select Board   | On-going   |
|   | 5. Recognize the importance of civic organizations to the Town and provide an annual forum to discuss coordination between the organizations, as well as issues facing the community. Compile a list of projects that civic organizations might undertake and ensure these projects are compatible with the Plan. | Recreation Committee   | On-going   |
|   | 6. Inventory all areas and structures of cultural or historical significance that could be obtained through grants or other means.  | Select Board   | Short Term |
| Assess and when feasible support, maintain and expand civic and community events, activities, organizations and facilities. | 1. Continue to host both local and regional events unique to Woodland and continue to maintain locally important attractions.   | Select Board & Planning Board  | Mid term   |
|   | 2. Recognize the importance of civic organizations to the Town and provide an annual forum to discuss coordination between the organizations, as well as issues facing the community.   | Recreation Committee, Woodland School Board, Select Board & Planning Board | On-going   |
|   |   | Select Board   | Short term |

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|  | Compile a list of projects that civic organizations might         |  |  |
|  | undertake and ensure these projects are compatible with the Plan. |  |  |

### Recreational Resources Analysis

Recreational resources are those facilities and programs, both public and private, that provide recreational opportunities for the residents of Woodland. These include athletic fields, parks, nature preserves, game preserves and sanctuaries, publicly owned land, trail systems, important hunting and fishing areas and access to water bodies, to name a few. In addition, numerous clubs, groups and civic organizations sponsor recreational activities throughout the year.

**Recreation Goal:** To provide recreational opportunities, activities and facilities for people of all ages in Woodland. To seek out new relationships with recreational groups in the area to support future activities. And, consider the development of a recreation center.

| Policy | Strategy | Responsibility | Timeframe |
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| <p>Encourage private landowner cooperation to provide and/or maintain public access to the Town's rivers and streams, and its tributaries, for recreation such as hunting, fishing and other low-intensity recreational activities.</p> | <p>1. The Town should:</p> <ul style="list-style-type: none"> <li>a. Identify, develop and maintain recreational resources for people of all ages, including creating maps of trails and lakes/rivers access points,</li> <li>b. Use existing recreational facilities to their fullest potential,</li> <li>c. Work with existing civic groups and organizations to secure support for recreational programs,</li> <li>d. Work with the Planning Board in creating standards in the Town's land use regulations for the preservation and protection of all vital recreational resources,</li> <li>e. Develop a plan and a program for the expansion of winter recreational facilities and trails within the Town and region,</li> <li>f. Work with landowners to preserve and conserve water resources for recreational activities and develop plans for recreational access,</li> <li>g. Initiate a locally organized clean-up of river and stream</li> </ul> | <p>Select Board, Office staff, Planning Board, Code Enforcement Officer &amp; Recreation Committee</p> | <p>On-going</p> |
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|  | <p>embankments, roadway corridors and abandoned properties, and</p> <p>h. Seek out technical assistance from the State Bureau of Parks and Recreation in recreation planning.</p>  |  | Mid term                  |
|  | <p>2. The development and operation of a successful open space conservation / recreation program will require commitment by the Town and will need to be an ongoing activity. The Town's efforts should include:</p> <p>a. Developing an overall plan which identifying the types and locations of land that should be conserved through public/private action and establishing priorities for evaluating various parcels,</p> <p>b. Exploring possible funding mechanisms that can be used for acquiring open space lands, including public and private outside funding,</p> <p>c. Maintaining relationships with existing conservation organizations to coordinate activities and utilize their knowledge and experience,</p> <p>d. Working with landowners to explore the use of conservation easements or similar devices to protect all or portions of their land for the future, and</p> <p>e. Developing a program for the ongoing acquisition and maintenance of open space.</p> <p>3. Support recreational access to private land, the Town should:</p> <p>a. Establish a landowner contact program that will seek the continued cooperation of landowners, establish a</p> | <p>Recreation Committee</p> <p>Select Board, Office staff, Planning Board, Code Enforcement Officer &amp; Recreation Committee</p> | Short term & then ongoing |

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|  |  | Planning Board<br>with Code |  |
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|  | <p>system to respond to complaints about public access, and provide information on techniques of maintaining scenic value to those landowners whose property has been identified as a scenic resource,</p> <p>b. Publish a brochure about the recreational groups and clubs in the area and distribute it to all residents when they register motor vehicles, vote or purchase licenses,</p> <p>c. Provide for annual recognition of landowners who have contributed to public access and recreational opportunities,</p> <p>d. Maintain and publicize educational information for landowners and recreation users on the value of recreation and responsibilities that users have with the public use of private lands for recreation.</p> <p>e. Create a functional recreation Committee to define annual and on-going programs that enhance recreational opportunities for the residence of Woodland. Budget annually for the implementation of Recreation Committee agenda items as feasible and seek donation / grants as necessary.</p> | <p>Enforcement Officer</p> <p>Recreation Committee and Office staff</p> <p>Planning Board and Select Board</p> <p>Select Board with support from the Planning Board and Office staff</p> |  |
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| Seek to encourage and expand cooperative recreation programs and facilities with surrounding communities and jointly seek outside | The Town should: <ol style="list-style-type: none"> <li>a. Identify, develop and maintain recreational resources for people of all ages, including creating maps of trails and lakes/ivers access points,</li> </ol> | PB, CEO, RC | On-going |
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| <p>funding in support of these efforts.</p> | <ul style="list-style-type: none"> <li>b. Use existing recreational facilities to their fullest potential,</li> <li>c. Work with existing civic groups and organizations to secure support for recreational programs,</li> <li>d. Work with the Planning Board in creating standards in the Town's land use regulations for the preservation and protection of all vital recreational resources,</li> <li>e. Develop a plan and a program for the expansion of winter recreational facilities and trails within the Town and region,</li> <li>f. Work with landowners to preserve and conserve water resources for recreational activities and develop plans for recreational access,</li> <li>g. Initiate a locally organized clean-up of river and stream embankments, roadway corridors and abandoned properties, and</li> <li>h. Seek out technical assistance from the State Bureau of Parks and Recreation in recreation planning.</li> </ul> <ul style="list-style-type: none"> <li>1. Pursue cooperative municipal recreational support for programs and facilities from the surrounding communities, when appropriate.</li> <li>2. Recognizing that tourism development is an integral part and a valuable asset to the Town's and northern Maine's future. The Town should promote tourism in the Town and region.</li> <li>3. Work with the State, user groups and landowners to develop a comprehensive local and regional trail system. The Town should:</li> </ul> | <p>RC</p> <p>Select Board,<br/>PB, CEO, RC</p> <p>RC, PB, S</p> | <p>On-going</p> <p>On-going</p> <p>Short term<br/>&amp; On-going</p> |
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|  | <ul style="list-style-type: none"> <li>a. Research identified rights-of-way to determine their legal status and the public's right to use the areas,</li> <li>b. Develop a trail system using the available rights-of-way, if feasible,</li> <li>c. Work with landowners to obtain public use rights where crossing private land is necessary or desirable, and</li> <li>d. Establish a system for maintaining trail(s) and assuring rights will be respected.</li> </ul>   | <p>PB, CEO,<br/>RC, S</p>  | Mid term              |
|  | <p>4. The development and operation of a successful open space conservation / recreation program will require commitment by the Town and will need to be an ongoing activity. The Town's efforts should include:</p> <ul style="list-style-type: none"> <li>a. Developing an overall plan which identifying the types and locations of land that should be conserved through public/private action and establishing priorities for evaluating various parcels,</li> <li>b. Exploring possible funding mechanisms that can be used for acquiring open space lands, including public and private outside funding,</li> <li>c. Maintaining relationships with existing conservation organizations to coordinate activities and utilize their knowledge and experience,</li> <li>d. Working with landowners to explore the use of conservation easements or similar devices to protect all or portions of their land for the future, and</li> </ul> | <p>RC, Civic Groups,<br/>Maine Department of Inland Fisheries and Wildlife</p> | Short term & On-going |

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|  | <p>e. Developing a program for the ongoing acquisition and maintenance of open space.</p> <p>5. Support recreational access to private land, the Town should:</p> <p>a. Establish a landowner contact program that will seek the continued cooperation of landowners, establish a system to respond to complaints about public access, and provide information on techniques of maintaining scenic value to those landowners whose property has been identified as a scenic resource,</p> <p>b. Publish a brochure about the recreational groups and clubs in the area and distribute it to all residents when they register motor vehicles, vote or purchase licenses,</p> <p>c. Provide for annual recognition of landowners who have contributed to public access and recreational opportunities,</p> <p>d. Maintain and publicize educational information for landowners and recreation users on the value of recreation and responsibilities that users have with the public use of private lands for recreation.</p> <p>e. Create a functional Recreation Committee to define annual and ongoing programs that enhance recreational opportunities for the residents of Woodland. Budget annually for the implementation of Recreation Committee agendas as feasible and seek donations</p> | <p>Planning Board,<br/>Caribou<br/>Recreation<br/>Department,<br/>Recreation<br/>Committee &amp;<br/>Office staff</p> <p>Recreation<br/>Committee and<br/>Office staff</p> | <p>Mid term</p> <p>On-going</p> |
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|  | <p>and grants as necessary to supplement budgeted funds. 6. Explore the establishment of a local concert and theater series.</p> <p>7. Undertake a comprehensive review of all Town-owned land to include:</p> <ul style="list-style-type: none"> <li>a. Research the ownership of land and review the Town's claim to those parcels,</li> <li>b. Conduct a natural resources inventory of the parcels to determine the resource and development potential of each, and</li> <li>c. Develop a policy for the future use of each of the parcels for recreational, conservation or public uses as well as disposition of the parcels to fund other open space, recreation and conservation activities.</li> </ul> | <p>RC</p> <p>RC, S</p> |  |
| Expand the opportunities for trails and walking paths to link Woodland's open space and recreational areas into a continuous network by utilizing abandoned transportation corridors and working with private landowners | Same as above   |                        |  |





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|  | <p>access, and provide information on techniques of maintaining scenic value to those landowners whose property has been identified as a scenic resource,</p> <ul style="list-style-type: none"> <li>b. Publish a brochure about the recreational groups and clubs in the area and distribute it to all residents when they register motor vehicles, vote or purchase licenses,</li> <li>c. Provide for annual recognition of landowners who have contributed to public access and recreational opportunities,</li> <li>d. Maintain and publicize educational information for landowners and recreation users on the value of recreation and responsibilities that users have with the public use of private lands for recreation,</li> <li>e. Create a functional Recreation Committee to define annual and ongoing programs that enhance recreational opportunities for the residents of Woodland. Budget annually for the implementation of Recreation Committee agendas as feasible and seek donations and grants as necessary to supplement budgeted funds.</li> </ul> <p>3. Pursue cooperative municipal recreational support for programs and facilities from the surrounding communities, when appropriate.</p> |  |  |
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| Work to direct the use of off-road motorized recreational vehicles away from developed areas and into | 1. The Town should: <ul style="list-style-type: none"> <li>a. Identify, develop and maintain recreational resources for people of all ages, including</li> </ul> | PB, CEO, RC | On-going |
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| <p>appropriate areas through the designation of trails.</p> | <p>creating maps of trails and lakes/ivers access points,</p> <ul style="list-style-type: none"> <li>b. Use existing recreational facilities to their fullest potential,</li> <li>c. Work with existing civic groups and organizations to secure support for recreational programs,</li> <li>d. Work with the Planning Board in creating standards in the Town's land use regulations for the preservation and protection of all vital recreational resources,</li> <li>e. Develop a plan and a program for the expansion of winter recreational facilities and trails within the Town and region,</li> <li>f. Work with landowners to preserve and conserve water resources for recreational activities and develop plans for recreational access,</li> <li>g. Initiate a locally organized clean-up of river and stream embankments, roadway corridors and abandoned properties, and</li> <li>h. Seek out technical assistance from the State Bureau of Parks and Recreation in recreation planning.</li> </ul> <p>2. Work with the State, user groups and landowners to develop a comprehensive local and regional trail system. The Town should:</p> <ul style="list-style-type: none"> <li>a. Research identified rights-of-way to determine their legal status and the public's right to use the areas,</li> <li>b. Develop a trail system using the available rights-of-way, if feasible,</li> <li>c. Work with landowners to obtain public use rights where</li> </ul> | <p>RC, PB, S</p> | <p>Short term &amp; on-going</p> |
|---|--|------------------|----------------------------------|

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|  | crossing private land is necessary or desirable, and,<br>d. d. Establish a system for maintaining trail(s) and assuring rights will be respected. |  |  |
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## PART 2

### Regional Coordination

A key element of the Comprehensive Plan is the recognition that Woodland shares many resources with surrounding communities. Caribou is a service center for Woodland. The City of Caribou

provides fire, ambulance and high school educational services to Woodland. Woodland's neighbors include New Sweden to the north; Westmanland to the west; Caribou to the south; and Washburn to the east. These communities were forwarded a copy of the Plan and given the opportunity for their review and comment.

The most common shared resources among the communities are natural resources, transportation facilities, public facilities and services, education and fire protection. Woodland also is well aware of the importance of regionalism and is willing to work with surrounding communities to examine and review the need for regional services and facilities. Woodland is willing to work towards the implementation those services and facilities that are mutually beneficial to the communities. This will be achieved through Town officials ensuring that any regional coordination is initiated and administered at the local level.

During the comprehensive planning process, Town officials identified implementation actions to address the following elements of regional importance within the policies and strategies. These actions spell out the specific steps that will be taken by the Town over the next five to ten years in dealing with regional issues and resources.

#### Public Facilities and Services

- Recreation - shared with many surrounding communities
- Solid Waste Management - Tri Community Sanitary Landfill and Recycling Center
- Code Enforcement
- Fire/Ambulance - mutual aid with many surrounding communities
- Police – covered by the Sheriff's Department
- Education - shared with Caribou High School and Washburn High School

#### Transportation

- Roads and Bridges - Route 161, Route 228, Route 164 and the Caron Road
- Public Transit – ARTS\* and local taxi services
- Airports and Air Services
- Trails - regional snowmobile registrations and importance of trails to local economy
- Others

#### Natural Resources

- Waterbodies - Caribou Stream, Deadwater Brook and many others • Wetlands
- Deer Wintering Areas
- Wading Bird and Waterfowl Habitats
- Woodland Bog
- Fisheries
- Forestlands
- Agriculture



## Land Use

- Mobility
- Corridors
- Zoning and Land Use Regulation
- Growth and Rural Areas
- Service Centers

\*Aroostook Regional Transportation System, Inc. (ARTS) is a 501c3 non-profit organization founded in 1979. Since that time, ARTS has provided a demand-response door-to-door transportation services for the people of Aroostook County. ARTS provides transportation to all towns in Aroostook County, Patten/Stacyville in Penobscot County and Danforth in Washington County.

Transportation services are provided for the general public, individuals with disabilities, and the elderly at affordable rates. Services are provided for Aroostook Area Agency on Aging, Central Aroostook Association, LogistiCare (MaineCare) and the Maine Department of Health and Human Services through a contracted rate with no charge to the individuals.

ARTS demand-response door-to-door services are provided by buses or vans that are all handicapped accessible vehicles.

## PART 3

### Woodland GOALS, POLICIES AND STRATEGIES

This section of the Plan serves to identify community problems, needs, assets and the characteristics of local importance or value. It also serves as a reference for anyone considering Woodland as a residential or business site. In addition, this section also serves to place Woodland in a regional perspective in that it contains a considerable amount of comparative information.

The goals, policies, and strategies provide a comprehensive analysis of what the residents of Woodland want their Town to be. The policies build upon the goals and refine the vision into a more detailed set of proposals for how the Town's authorities and leaders should guide its growth and change during the 21<sup>st</sup> century to assure that the future growth is continually assimilated into the community and does not overburden the ability of the Town to provide services.

#### **Introduction**

In many Maine communities, land use planning, regulations and enforcement on the part of the state and local communities have permitted some random development to spread throughout the countryside. Badly sited developments frequently degraded natural resources, destroyed farmland, and woodland and filled in wetlands. In the past across the state, residential neighborhoods have been compromised and community resources strained. While increased commercial and

residential development is often desirable and even necessary to the health and prosperity of the community, it is only true if such growth is managed wisely.

In response to the growth-related problems, the State legislature developed growth management laws and regulations. The mandates are guided by ten (10) goals and require that all communities accepting state funds for planning programs address these goals in their comprehensive plans. The State goals are reprinted below for a reference followed by the local goals, policies and strategies. The policies of this Plan promote the applicable sections these State goals:

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and encourage development.
2. To plan, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
3. To promote an economic climate that increases job opportunities and overall economic well-being.
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
5. To protect the quality and manage the quantity of the State's water resources, including aquifers, great ponds, estuaries and rivers areas.
6. To protect the State's other critical natural resources including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.
7. To protect the State's marine resources industry, ports and harbors from incompatible development and promote access to the shore for commercial fishermen and the public.
8. To safeguard the State's agricultural and forest resources from development, which threatens those resources.
9. To preserve the State's historic and archaeological resources.
10. To promote and protect the availability of outdoor recreational opportunities for all Maine citizens, including access to surface waters.

Woodland has long recognized the community advantages of managing growth and has been successful in maintaining its population unlike many other communities in Aroostook County. A Planning Board was established and the citizens adopted the first Comprehensive Plan in 1997. Woodland was one of the first communities in the State to adopt a Comprehensive Plan.

Ordinances and regulations based on the goals, policies and strategies in this Plan, were written and adopted by residents at a Town Meeting. These include Shoreland Zoning, Timber Harvesting and Aerial Spraying of Chemicals. Though the community has sought to consider town ordinance standards for building codes and residential development in 2013, the town did not pass them and thus it continues to see the need for this and the Planning Board is considering new ways to address this to meet the needs of the community.

It is noted under Title 30-A, Section 4326 of Maine's Planning and Land Use Regulations that Woodland is not required to identify growth areas due to it declining population and limited new housing applications in recent years. Additionally, there is no need for nor plans for constructing

public water supply and sewer. Therefore, no growth or rural area will be delineated on a land use map.

Comprehensive planning is an ongoing process and, as Woodland's Comprehensive Plan is being revised and rewritten, particular attention is being paid to the Policies and Strategies section. This section will guide the Town's decision making and provide a framework for investment and land management decisions so that future local investment may be in the best interest of all residents. This Comprehensive Plan, with its clearly stated goals, is the legal foundation from which the specific Ordinances are drawn.

It is hoped that the various State agencies will recognize these policies in their decision making. These policies should also be used by the various Town authorities and Boards in evaluating their own actions in such matters as subdivision reviews, Community Development Block Grant applications and the Town's long-range plans.

### **Strategic Planning**

Northern Main Development Commission, who has partnered with the Town's Planning Board in the development of this Plan, has given a great deal of thought to the method of implementing the planning strategies contained in this document. Woodland will continue periodic reviews and updates to the current Land Use Ordinance and maps contained in this Plan, as well as updating its subdivision Ordinance in compliance with State laws, expanding its criteria for site design review and making other necessary changes as needed to implement policies and goals.

### **Woodland's General Development Goals**

The following list contains general goals outlining a basic pattern of what Woodland is today and the vision of what its future should be. Taken as a whole, these goals are derived from the finding of a community-wide opinion survey conducted in advance of this Comprehensive Plan revision, committee meetings and personal communications. These goals are intended to provide a general policy framework on which to base the recommendations of this Plan.

1. Maintain the Town's rural character, including its desirability as a place to live and work.
2. Assure that new residential and non-residential development is in keeping with the established character of the Town, including the historic buildings, quality of life, scale of building and interdependence on neighbors.
3. Guide the growth of the Town so that it preserves the important values of the community, including its heritage, historical values and natural resources.
4. Assure that the policies and regulations of the Town recognize the legal rights of landowners while at the same time promoting the public good.
5. Recognize that there are different values and lifestyles among the residents and the diversity of opinion is worthwhile.

6. Assure that the policies and regulations of the Town recognize that new development creates impacts on the community and the Town and potential developers should work together to explore options for paying the costs of improvement to public facilities and services needed to serve the project.
7. Promote a broad-based sense of community pride that seeks to unite the various elements of the Town.
8. Ensure Town policies and procedures accommodate development and growth.
9. Create a public forum to review changes in the Town's character, shifts in location of commercial and residential development, potential conflicts between individual property rights and the public need to manage growth, changes in population demographics, and the public's ability to serve the needs of an aging population.

### **Goals, Policies and Strategies Timelines**

The following timeline used for the Strategy implementation should be considered as:

- Short-term: 2024 – 2027
- Mid-term: 2028 – 2031
- Long-term: 2032 – 2034
- On-going: As needed or as a continuous process