

A Regional Plan for the Washington County Unorganized Territories



Presented to the **Washington County
Commissioners**

Pursuant to a Community Guided
Planning and Zoning process

for submission to the
Maine Land Use Planning Commission

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Prepared by
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Acknowledgments

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The original artwork of Kehben Grier of the Beehive Collective is appreciated for its originality and the respect it honors to the working land and the working hands of Washington County.

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Executive Summary

Community Guided Planning and Zoning (CGP&Z) in the Unorganized Territories of Maine is a process whereby local and regional communities identify their values and goals for land that is regulated by a state agency, the Maine Land Use Planning Commission (LUPC). A two-year CGP&Z process was completed in Washington County in June of 2017. The five chapters and appendices that follow describe the background, public outreach, information and analysis that generated recommendations for prospective zoning and capital investment in the Washington County Unorganized Territories (UT) and Plantations.

The most significant conclusion reached in this process is the need to balance the goal of affording residents and rural businesses regulatory flexibility and economic opportunity, with concerns about the negative impacts of change and an unknown future; concerns that often express extreme polarization of viewpoint. Further complicating this balancing act is the need to weigh the interests of a widely dispersed and aging population across the enormous area of undeveloped land in the UT that supports resource dependent industries and fragile ecosystems. Final recommendations therefore propose flexible tools and very deliberate opportunities for reflection in the face of the unknown and the unknowable.

As described in **Chapter 1 Context**, a 2012 legislative action called for the Land Use Planning Commission (LUPC) to work with regional planning and development districts to “initiate prospective zoning.” In this context, “prospective zoning” means planning to proactively direct growth in certain areas that are most appropriate for additional growth based on existing development patterns, natural resources, constraints, and future planning considerations.

Washington County chose to engage in a Community Guided Planning and Zoning process in order to streamline permitting processes and identify areas for residential and commercial development. When the Washington County Commissioners approved the use of TIF¹ funds from the Unorganized Territories, they did so with the observation and belief that this planning activity would support economic development in parts of Washington County.

The LUPC is guided by a mission and principles that span regional differences and cover an area that is fully one third of the state’s total land area and as varied a landscape as the undeveloped north woods and the small populated islands miles off the coast. Any CGP&Z effort must be locally driven, seek broad participation, and balance region-specific desires with jurisdiction-wide purposes and regulatory structures. Therefore the vision guiding this planning process was:

To create a proactive planning and zoning framework for development and conservation within the Unorganized Territories of Washington County – guided by, customized for,

¹ <http://www.washingtoncountymaine.com/index.php/business-economy/tax-increment-financing-tif-district>

and supported by landowners, businesses and community leaders in the Unorganized Territories and Washington County.

The planning process initially created and then followed a Process Document² to guide its scope, geographic extent and means of decision-making.

A wide variety of effort was employed to inform and include the residents, landowners and land managers of the UT as described in **Chapter 2 Collaboration**. This effort included monthly meetings of the Planning Committee (see Appendix 1) with online posting of agendas, meeting content and meeting minutes³; two surface mailings to all UT property owners; multiple press releases to local and regional newspapers; convening of 13 public meetings and an online survey⁴; regular communication to an e-mail list that grew to over 140 individuals over the two year planning period; and online posting of draft documents, maps and informational materials⁵.

The overall process was intensively data driven. Outreach efforts and Planning Committee meetings generated a tremendous amount of information and opinion to inform final recommendations. Somewhat in contrast to these data-intensive analyses and multi-page minutes of both Planning Committee and public meetings, **Chapter 3 Celebration** paused to acknowledge the extraordinary. The Washington County UT includes or is part of 10 minimally developed watersheds. It encompasses 800,000 acres nearly 20% of which is freshwater lakes and wetlands, massive acres of productive working forest, some of the largest blueberry barrens in the northeast, and coastal shorefront on the Gulf of Maine and Cobscook Bay. These natural resources provide significant support to freshwater and anadromous fisheries, the forest products industry, national blueberry producers, habitat to a profusion of common and rare species, and recreational employment and enjoyment to numerous sectors and individuals. The income and employment challenges of Washington County and UT residents are real and often “hard scrabble”. Yet as over 60 million refugees seek sanctuary globally⁶ from the ravages of war and a changing climate there is a very great deal to enjoy and be grateful for in this remote corner of Maine, New England and North America.

The intensity of the data “crunching” was driven by the sheer magnitude of the 800,000-acre area under consideration. Many types and sources of information were assembled and analyzed in **Chapter 4 Contemplation** to narrow the scope of the planning effort to areas where prospective zoning could be reasonably provided to support future growth and development.

² <http://www.wccog.net/cgp-and-z-process.htm>

³ <http://www.wccog.net/planning-committee.htm>

⁴ <http://www.wccog.net/community-outreach.htm>

⁵ <http://www.wccog.net/plan-outline-plan-documents.htm>; <http://www.wccog.net/cgpz-frequently-asked-questions.htm>

⁶ <http://www.npr.org/sections/thetwo-way/2016/06/20/482762237/refugees-displaced-people-surpass-60-million-for-first-time-unhcr-says>;

<http://www.unhcr.org/en-us/figures-at-a-glance.html>;

<http://www.pewresearch.org/fact-tank/2016/10/05/key-facts-about-the-worlds-refugees/>

Considerations that narrowed this scope included trends in population and in residential and non-residential development over the 1995-2015 period, access to transportation, proximity to services, previous TIF investments, and input at public meetings about locations where regulatory issues had been problematic. This effort narrowed the focus of the effort from thirty-four UTs to nine, three Plantations to two, 800,000 acres to 200,000, and cut the affected year round population in half from 1611 to 830. In both the *Celebration* and *Contemplation* chapters insights were also effectively and efficiently gained through countywide GIS mapping of assets and development of four GIS Suitability Analyses (Development, Conservation, Resource Dependent Industries, Recreation) to assess the appropriate location of future growth.

As noted, prospective zoning is the term the LUPC uses to describe deliberate changes to current zoning that will allow future growth and development in areas the community feels are suitable for such growth. In the two Plantations of Baring and Grand Lake Stream there are several areas where these communities were poised and interested in seeing change and allowing future opportunity. In the nine UTs of focus however neither the Planning Committee (who did not wish to substitute their judgment for that of the individual communities) nor the community put forward any specific prospective zoning changes. A similar situation took place in the CGP&Z process completed in 2015 in Aroostook County. Aroostook County's choice, adopted in LUPC rule changes in May of 2016, was to create a flexible regulatory tool known as a Floating Zone. Chapter 4 describes the mechanics, benefits and criticisms of the Floating Zone concept. A Rural Business Development (D-RB) Floating Zone, modified from the one adopted in Aroostook County, is proposed for Washington County to provide flexibility for rural property owners in the face of a rapidly changing world and an unknown future.

The concluding Chapter, optimistically entitled **Chapter 5 Consensus**, provides the conclusions reached by the Planning Committee in their review and analysis of the several criteria used to narrow the scope of the planning effort. The specific prospective zoning proposals in Baring and Grand Lake Stream are also described with written descriptions and maps⁷.

As information was analyzed and all of the public input was assembled it became increasingly clear that the interests of some stakeholders ran in conflict with one another and with the expressed goal of the planning process, namely to identify areas for future economic opportunity and to streamline the regulatory review process. This conflict is described in the following "push-pull" of interests:

- * Create economic opportunity ↔ don't change anything
- * More young families; more jobs ↔ limit business development
- * More services and infrastructure ↔ enjoy unplugged family time in natural beauty
- * Create economic opportunity in the UT ↔ Limit development to existing service centers
- * Support conservation ↔ stop restricting land
- * Support forest industry ↔ regulate forestry practices

⁷ Note that all of the static PDF maps in the document are also available in online GIS format so the user can zoom into particular parcels and turn multiple layers of information on or off within the Plantation or UT; see: <http://www.wccog.net/gis-mapping-for-cgpz.htm>

- * Streamline permitting ↔ increase notice provisions; add height restrictions

The challenge among equally important yet conflicting goals is to find a balance point: a tool or tools that offer opportunity and flexibility yet with constraints and feedback mechanisms that allow for adjustment as, or if, the change afforded by the flexibility pushes the system out of balance. The tool proposed to provide opportunity and flexibility is the D-RB Floating Zone.

The opportunity offered by the D-RB Floating Zone is described in written format in the table below.

Rural Business Development Floating Zone – Use Categories and Dimensional Factors			
Factors	Category 1 Natural Resource-Based	Category 2 Retail/ Restaurant/ Offices	Category 3 Manufacturing/ Construction/ Service
Size	Up to 4,000 sq ft gross floor area; 3 maximum acres site area	Up to 2,500 sq ft gross floor area for commercial activities	Up to 20,000 sq ft gross floor area
Distance from a public road and only on parcels with road frontage and major public roads to be determined for each UT	½ mile	1/8 mile	¼ mile

The areas where the Floating Zone can be applied are described in static PDF and online map formats. It is important to note that the maps are illustrative, not definitive. Whether a particular parcel can be re-zoned to D-RB will depend on application of written rules to be adopted by the LUPC. Maps were created to depict the outcome of applying the assumptions of a GIS model. These assumptions are the use and dimensional categories noted in the table above as well as the exclusion of land that the GIS data indicates is in some form of conservation ownership. In practice some parcels encumbered by conservation easements can have deeded rights that allow limited development. Such parcels, if they meet the eligibility requirements of the D-RB could allow a zone change and permit for a D-RB development. This situation is likely rare. However it is not possible for the written rules of the LUPC to definitively exclude a general category of “conservation land”; there are simply too many legal interpretations of what the term means. However as the maps are intended to help inform and illustrate the D-RB we deliberately chose to use the capability of the GIS model to exclude the conservation areas so they would provide a realistic understanding of where future development might be allowed.

By itself, the Floating Zone tool is insufficient to balance the concerns expressed in the last several public meetings. In addition to the general concerns described (and addressed by review standards) in **Chapter 4 Contemplation** there were specific concerns expressed in response to the draft Floating Zone maps. These included concerns that the D-RB would:

- Induce sprawl along the arterial roads of Washington County
- Blur the distinctiveness of separate communities

- Negatively impact the scenic beauty, habitat values, and existing residential landowners of the UT
- Allow development in the UT to the detriment of businesses that need support in nearby Service Center communities
- Allow development in multiple areas and not in a node where a cluster of services can be provided and supported more efficiently
- Impinge upon commercial forestry operations outside of village centers

These are valid concerns with very real consequences for UT landowners and the character of the UT. **Chapter 5 – Consensus** proposes several important qualifications on the Floating Zone idea to ensure that such unintended, negative impacts are not realized. These qualifications are described in detail in Chapter 5. A summary of the rule changes that would allow implementation of a Rural Business Development floating zone in Washington County include:

1. Establish a mechanism by which any proposed D-RB zone change and permit is reviewed with the benefit of information and analysis provided by the four GIS suitability analyses (Development, Conservation, Resource-Dependent Industries, Recreation) developed in this Community Guided Planning and Zoning process.
2. Establish a review process by which the D-RB floating zone is analyzed in each UT where it is allowed after 5 years or 5 re-zoning/permits whichever comes first (additional detail on this proposed review process is provided in the sub-section of Chapter 5: Floating Zones Constraints and Feedback).
3. Establish a height restriction of 40 feet on all new structures in all existing and new zones along Route 191 in Trescott.
4. Retain existing notice provisions as provided in LUPC Rules.
5. Retain existing performance-based “Good Neighbor” standards as summarized across multiple LUPC Rules.
6. Include a review of the effectiveness of the performance-based “Good Neighbor” standards as part of the review process recommended in item 2 above.

A primary implementation strategy for any local or regional land use or economic development plan is a Capital Improvement Plan or Capital Investment Plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought.

Recommendations are perforce a sub-set of a full CIP because this CGP&Z process had a focus on prospective zoning and not on all of the various items ordinarily included in a municipal Comprehensive Plan nor on all of the administrative and operational functions of the Unorganized Territories. Therefore Chapter 5 provides several Capital Investment recommendations based on the accumulated input received at several public meetings as well as the analysis of the significance of several assets to the residents of the UT. There are four areas where capital investment issues arose including:

- Broadband infrastructure

- Transportation infrastructure
- Recreation infrastructure
- Water levels and fish passage

Recommendations for additional inventory, engagement with landowners and regional businesses and agencies, and capital investment are provided along with several sources of funding to achieve them.

Finally, the Appendices provide additional detail on the composition of the Planning Committee; a verbatim summary of public input received in the online survey and submitted at public meetings; definitions of land cover classifications used in Chapter 3; detailed fisheries and impoundment maps; and non-residential permits issued between 1995 and 2015.

The tone and variety of the written public comment summarized in Chapter 2 and reproduced in Appendix 2 describe the kind of controversy and polarization that is common to land use issues in any jurisdiction. There is no guaranteed process or proverbial “silver bullet” that will resolve these competing interests. The recommendation to adopt a Rural Business Development Floating Zone in portions of the Washington County UT that offers future flexibility and more streamlined regulatory review while deliberately including an open and thoughtful review and feedback process is offered quite specifically to catch and minimize any unintended consequences of this decision.



Sunset, Moosehorn National Wildlife Refuge, Edmunds Township, photo by Crystal Hitchings

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Chapter 1 - Context

Why Plan Now?

In May of 2012, the Legislature passed, and the Governor signed, L.D. 1798, *An Act to Reform Land Use Planning in the Unorganized Territory*. Among other provisions, the law called for the Land Use Planning Commission (LUPC) to work with regional planning and development districts to “initiate prospective zoning.” The exact text of the law reads as follows:

Sec. 34. Directive to initiate prospective zoning. *The Maine Land Use Planning Commission shall initiate prospective zoning in the unorganized and deorganized areas of the State. The commission shall allocate staff resources to prospective zoning in areas prioritized by the commission and shall coordinate prospective zoning in cooperation with efforts of local planning organizations and regional planning and development districts. In the 2013 annual report submitted under the Maine Revised Statutes, Title 12, section 685-H, the commission shall identify the area or areas for which prospective zoning has begun and provide a timeline for completion of these initiatives.*

In this context, “prospective zoning” means planning to proactively direct growth in certain areas of the jurisdiction. Prospective zoning identifies areas within a community or region that are most appropriate for additional growth based on existing development patterns, natural resources, constraints, and future planning considerations.

In late 2014 the Washington County Council of Governments (WCCOG) worked with the Washington County Commissioners on an approach and a budget for completing Community Guided Planning and Zoning in the Washington County Unorganized Territories.

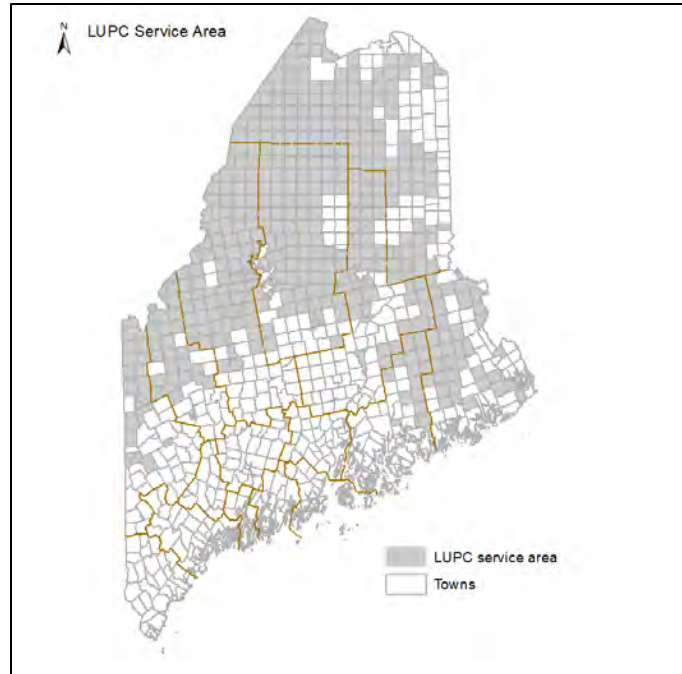
Washington County has chosen specifically to engage in a Community Guided Planning and Zoning process in order to streamline permitting processes and identify areas for residential and commercial development. When the Washington County Commissioners approved the use of TIF funds from the Unorganized Territories, they did so with the observation and belief that this planning activity would support economic development in parts of Washington County. In the spring of 2015, planning for the process began.



Why Establish New Zones Now?

When the LUPC was created in 1971 efforts to establish zones throughout the Unorganized Territories in Maine were significantly constrained by limited resources relative to the size of the planning area. As a result, initial zoning of the LUPC's jurisdiction was directed at protecting existing resources and land use patterns. In the few areas where development existed development zones were applied. The vast majority of the jurisdiction where there was no development the land was simply zoned for General Management. Ever since, except where other prospective zoning efforts have taken place, most new land

uses have required rezoning petitions in a reactive, rather than forward-looking, process.



Maine Land Use Planning Commission Service Area.
2017 Source: Ellen Jackson, LUPC Programmer Analyst

With Community Guided Planning and Zoning, the LUPC seeks to tap the knowledge that exists at the local and regional level concerning the land, economy, history and culture of the people within its jurisdiction. By involving residents and others who are actively engaged in forging a future for the jurisdiction, the LUPC is acknowledging the economic link between the organized and unorganized areas of Maine, as well as the respect local people have for Maine's natural resources.

At the same time, the LUPC is still guided by a mission and principles that span regional differences and cover an area that is fully one third of the state's total land area and as varied a landscape as the undeveloped north woods and the small populated islands miles off the coast. In order to balance the need to adhere to these jurisdiction-wide principles and mission while supporting regional planning, the LUPC created the following guidelines for the Community Guided Planning and Zoning process:

1. *The process must be locally desired and driven;*
2. *The process must allow for broad participation by all with an interest in the region;*
3. *The resulting zoning must address property owner equity through consideration of the distribution of development subdistricts, both geographically and across large land holdings, within a single ownership;*
4. *Taken together, all community-guided planning and zoning efforts must balance regional uniqueness with jurisdiction-wide consistency in regulatory structure and predictability for property owners; and*

5. Any plan and zoning proposed must be consistent with the LUPC's statutory purpose and scope and rezoning criteria.

Since the reforms of 2012, Washington County is the third region in Maine to initiate this regional planning process. The Washington County Commissioners tasked the Washington County Council of Governments (WCCOG) with leading the planning process.

WCCOG put forward the following vision for the Unorganized Territory Planning Initiative:

To create a proactive planning and zoning framework for development and conservation within the Unorganized Territories of Washington County – guided by, customized for, and supported by landowners, businesses and community leaders in the Unorganized Territories and Washington County.

How Do We Proceed - Process Document Direction

The first step in the Community Guided Planning and Zoning process was to create a document, agreed to by the Washington County Commissioners and the LUPC, to guide the land use planning process. Called a *Process Document*, this report describes the process developed by the WCCOG at the direction of the Washington County Commissioners. The entire process, including meetings, workshops, and the approvals by the two Commissions, spanned four months, from May to August, 2015.

In May of 2015, staff from WCCOG recruited seventeen people to participate in a Washington County Community Guided Planning Process Committee to set up a structure for the planning effort. Qualifications for committee members included local knowledge, credibility, the ability to think “big picture”, and experience working with groups. Committee members were needed to represent sectors such as fishing, forestry, guiding/tourism, trucking/warehousing, and tribal affairs. Issues that might have to be addressed included sea level rise, telecommunications, shellfish management and water quality, solid waste, tidal and wind power. Each participant represented important groups of stakeholders in the unorganized territories of Washington County. Participants included:

David	Bell	Cherryfield Foods
John	Bryant	American Forest Management
John	Dudley	Alexander resident; regional historian
Betsy	Fitzgerald	Washington County Manager
Jeremy	Gabrielson	Maine Coast Heritage Trust
Brenda	Gove	Selectperson, Town of Cooper
Susan	Hatton	Washington County Unorganized Territories TIF Administrator, Sunrise County Economic Council
Mike	Hinerman	Washington County Emergency Management Agency
Karen	Holmes	Cathance Lake Association
Travis	Howard	Wagner Timberlands

Al	May	Maine Center for Disease Control, Trescott resident
David	Montague	Downeast Lakes Land Trust
Robert	Murphy	American Forest Management
Nate	Pennell	Washington County Soil & Water Conservation District
Charles	Rudelitch	Sunrise County Economic Council
Elgin	Turner	HC Haynes Inc.
Homer	Woodward	Wyman's of Maine

Staff and consultants that attended these meetings included:

Judy	East	Washington County Council of Governments
Sarah	Strickland	Consultant
Heron	Weston	Interim Washington County UT Supervisor - for Dean Preston
Samantha	Horn Olsen	Land Use Planning Commission
Frank	O'Hara	Planning Decisions, facilitator
Alison	Truesdale	LandForms, assisting Frank O'Hara

The process steering committee met two times. In both meetings, the group identified:

- key issues to be included in the work,
- ways to include citizens in the planning process, and
- sub-regions within the Washington County UT to focus efforts.

In the second meeting, the group reviewed the draft Process document and made changes.

Substantive Direction from Process Document & Steering Committee

The highest priority product is a prospective zoning proposal for the Unorganized Territories of Washington County, and to submit and obtain approval of this proposal from the Land Use Planning Commission. This will be supported by, or complemented by:

- a regional plan for the Unorganized Territories of Washington County;
- GIS maps for hydrology, infrastructure and services, natural and cultural resources and parcels; and
- a capital investment plan that identifies cost-effective public investments to support any development and conservation plans, and defines a source of funds for those investments that is fair to the taxpayers of both the organized and unorganized areas of Washington County.

In the course of preparing these products, the effort will examine key issues according to the following three areas of analysis:

- Stormwater and regional hydrology, which with increasing frequency of extreme precipitation events have important effects on shellfish water quality, emergency management, fish passage, and hydroelectric management
- Natural resources development, including the "four Fs" --- fishing, forest, farming, and fun (outdoor recreation and tourism).

- Economic development relative to commercial/industrial location decisions.

The first three areas of analysis are closely related and often overlapping and will inform and support the final decisions about where to:

- Designate growth and rural areas to define locations for residential and commercial growth, its location relative to towns and rural areas, and supporting services and infrastructure. Results of the three areas of analysis will be combined with other information such as service availability, natural resource mapping, patterns of residential development and employment, and impacts on existing communities to determine rural and growth designation.

Recommendations emerging from this effort will be informed by, and draw from, existing plans for matters such as transportation and solid waste. The Process Document noted this to be an ambitious agenda and recognized in the course of the planning effort that the product may be narrowed to prospective zoning for limited areas in the Washington County UT, and some areas and topics will be treated in more depth than others. Given the ambitious agenda, if the analysis of key issues demands excessive amounts of time and effort, priority will be given to the goal of designating prospective zoning districts.

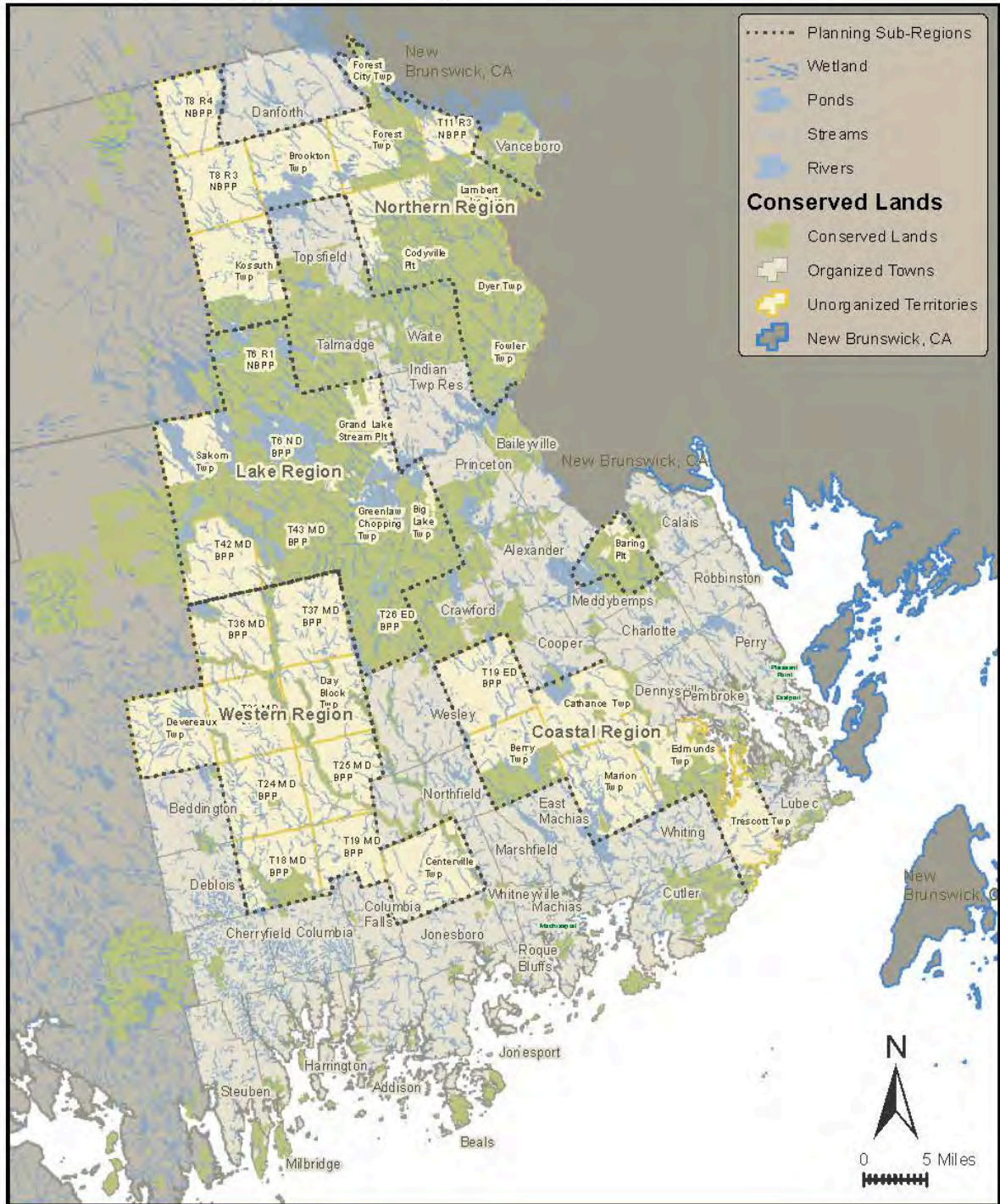
Indeed during the planning process several unorganized territories completed the petition process provided in Public Law 2015, Chapter 265 to remove themselves from the windpower expedited permitting area. Such removal means that prior to any windpower development proposals, the land area proposed for development would need to be rezoned. Such removal became effective for the Washington County Townships of Trescott (Jan 7, 2016), Edmunds (March 17, 2016), Cathance (March 24, 2016), Marion (April 28, 2016), Forest City (May 26, 2016), Lambert Lake, Forest (June 16, 2016) and the Plantation of Codyville (June 16, 2016). The 45-day deadline for requesting a substantive review passed with no such requests for all of these Townships and Plantations. All of them were then automatically removed from the expedited permitting area. Note that decisions about industrial scale wind energy development are subject to review by a different statute (MRSA Chapter 35-A §3401-3455) under the review authority of the Maine Department of Environmental Protection and are not the subject of this planning process.

Geographic Direction from Process Document & Steering Committee

For purposes of analysis and public participation, the Washington County UT was separated into subregions described below and shown on the map on the following page:

- Northern Region: includes the northern St Croix watershed, woodlands above Route 6, townships on north western WC border;
- Lakes Region; includes lakes, recreation, guiding, woodlands; may extend south to Route 9 on western border;
- Western Region: includes the southwest working forest; upper watersheds of the Narraguagus, Pleasant and Machias rivers; and blueberry barrens;
- Coastal Region: includes the East Machias and Dennys River watersheds, and ocean shoreland as well as Baring Plantation.

Washington County Unorganized Territories



UMM GIS Service Lab & Center
 Source: Maine Office of GIS
 NAD 1983 UTM Zone 19N
 May 12, 2017

Procedural Direction from Process Document & Steering Committee

The Process document set forth the various roles and responsibilities of those involved with respect to preparation of documents, support with information and data assembly, and levels of decision-making authority.

The Process document and the process steering committee spent considerable time establishing how to involve those affected by the planning process. The results of these efforts are described in detail in Chapter 2 – Consultation and were based on the following guidance:

Goal: provide opportunities for a broad spectrum of residents, property owners, and interested parties to participate, as well as to allow for a respectful consideration of divergent views.

Special Times: Opportunities for extensive public input (such as public hearings or forums) should be provided at key decision-making junctures of the process, and should be advertised widely in the media

Ongoing: All meetings in the process should be publicized (at least on the website), and provide an opportunity for (at least) brief public comment at some point during the meeting.

Minutes: Should be taken at every meeting, with results posted on the web.

Website: The website <http://www.wccog.net/community-guided-planning-and-zoning.htm> should continue to be maintained by WCCOG, should contain all documents involved in the process, and should provide an avenue for public comment and feedback.

Residents: A special effort should be made to inform residents of the existence of the planning effort and how they can get involved.

Transparency: All proceedings of the group should be in compliance with the relevant open access laws of the State of Maine.

The process must include tribal consultation as directed by statute for the LUPC and as consistent with WCCOG’s normal course of business as both tribal governments are members of WCCOG and they own considerable land holdings in the UT. Finally, procedures for approvals and modifications are described in the Process Document.

The agreed upon decision-making process is modified consensus as described in detail in Appendix A of the Process Document. This method provides the advantage of consensus over “majority rule” by giving authority to recommendations as they move to next steps; and, by preventing one person to block a decision of the entire group.

The Process Document is posted online (<http://www.wccog.net/cgp-and-z-process.htm>) and was approved by the Washington County Commissioners and by the Land Use Planning Commission at their respective meetings on July 9, 2015 and August 12, 2015.

History of the Washington County Unorganized Territories

The Washington County Unorganized Territories has a rich and textured history. Coming to know this history and the heritage that runs through many families, who call it home, whether year round or over generations of seasonal visits, is a fascinating and unanticipated benefit to the staff working on this project.

John Dudley, a local historian, tree farmer, and retired teacher of science and history is descended from the early settlers of Washington County. John participated on the Planning Committee throughout the planning process. He has written a history of the Washington County Unorganized Territories and shared it with this effort. It is reproduced in its entirety and can be downloaded from both the Unorganized Territories and the Historical/Genealogical sections of the County web site¹.

Two outreach efforts, a letter and a postcard sent to Washington County Unorganized Territory property owners, are described in **Chapter 2 Collaboration**. Those with no Internet access were directed to call Judy East at the Washington County Council of Governments for more information. These telephone contacts provided the delightful benefit of hearing about the deep connection and heritage many of these landowners have with their particular part of the Washington County UT. Throughout the document we try to convey these stories in the words and photographs of these landowners.



Island in Whitney Cove, West Grand Lake. Courtesy of Hope Richards (nee Draper), 2016

¹ <http://www.washingtoncountymaine.com/index.php/county-government/unorganized-territories>
<http://www.washingtoncountymaine.com/index.php/experience-washington-county/experience-washington-county>

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Chapter 2 – Collaboration

Community Guided Planning and Zoning (CGPZ) is a public process that provides an opportunity for those who live, work, own land, and have other interests in the unorganized or deorganized areas in Maine to evaluate present and future land use needs for their region and work together to develop a strategy to meet these needs.

As such the CGP&Z process in Washington County has abundant opportunities for involvement – we are calling this involvement *collaboration*.

Levels of Collaboration

Collaboration includes the customary public involvement categories such as residents, large landowners, business owners, and property owners. It also encompasses the experts, funders, and staff within Washington County at the Washington County Council of Governments, within the office of the Unorganized Territories and the County Government, and the consulting community. It embodies the partnership between WCCOG and the University of Maine at Machias GIS Service Center and Laboratory. In so doing it includes the services of its Director as well as several cohorts of her students.



Collaboration efforts are designed to maximize input and understanding while ensuring that face-to-face meetings make productive use of everyone's time. Accordingly WCCOG used a variety of tools to conduct outreach and a range of committee meetings and participation events to gather input and seek feedback on drafts of the work.

Committees and Stakeholders

Two committees contributed the greatest amount of time. They are the Process Committee described in **Chapter 1 – Context**, and the Planning Committee, described below. Each committee is comprised of 15-20 people; they were chosen with a deliberate intent of capturing those with a breadth of knowledge and experience in the Washington County UT and to keep meetings to a manageable size.

In addition to the Committees there is a list of stakeholders that grew over the two year planning effort. Process and Planning Committee members are also stakeholders. Stakeholders were sought out with a view toward assembling both Committees. To find potential stakeholders, WCCOG consulted with the County Commissioners, the UT Supervisor, LUPC staff, and drew upon our own knowledge and networks in Washington County to identify potential candidates. WCCOG staff reached out to stakeholders by telephone to describe the work, the three levels of involvement (Process, Planning, Stakeholder) and asked for their participation.

Understandably, many are not able to commit to the time and travel demands of Planning Committee activity. We therefore used communication tools (see below) to keep stakeholders

“in the loop” and allow them to collaborate as subject matter or time allows. When the Process Committee started work in May of 2015 there were 85 stakeholders; by March of 2016 there were 115, and by January of 2017 there were 140. There is an open invitation for more stakeholders to join both on the web site dedicated to this work and in every e-mail sent to the stakeholders or committees. The list of stakeholders is posted/re-posted on the CGP&Z Process web page (<http://www.wccog.net/cgp-and-z-process.htm>) as additional people were added to the list.

Communication Tools to Assist with Collaboration

The Washington County Unorganized Territories is comprised of over 800,000 acres of land, 34 Unorganized Territories and three Plantations. Across this vast area there are 1611 residents (US Census, 2010), approximately 4000-5000¹ seasonal residents, numerous large landowners and land managers, and scattered central gathering places among them.

To reach such a diverse collection of people and interests we used a variety of tools and outreach techniques.

Web site

The primary means of providing information about the entire initiative is a series of web pages on the WCCOG web site. These pages were assembled as the project started in May 2015. As additional content is posted stakeholders are notified.

- A primary page describes the background and regulatory framework (<http://www.wccog.net/community-guided-planning-and-zoning.htm>).
- A Process page describes the work flow and provides links to stakeholders, Planning



¹ Estimating seasonal population is fraught with difficulty (Bialik, 2012). Research in Michigan (Graebert et al, 2014) and Wisconsin (Lamb, 2000) uses a variety of methods to distinguish among permanent residents, who are counted by the US Census and American Community Survey, and seasonal and transient visitors, who are not. In Northwestern Michigan, a 10 county region with similar seasonal visitation dynamics to Washington County's UT, researchers estimated the number of seasonal residents (occupants of second homes) and the number of occupants in overnight accommodations (from travel market research and surveys of overnight accommodation businesses) to establish seasonal trends. It is not possible to replicate this in-depth population analysis in the UT. We can however conclude that the research supports use of a higher person-per-household figure for the seasonal population than in the year round population: 3.3 persons per household as well as an additional 2.8 guests per trip. The Michigan study also surveyed the businesses providing overnight accommodations (# of rooms, average # of occupants, average annual occupancy). Again we do not have the resources to conduct such a survey; in addition taxable sales data from Maine Revenue Services indicate that the only place where there is any taxable sales data for room and lodging is in Grand Lake Stream. Hence we have estimated the wide range of 4000-5000 seasonal residents throughout the UT and Plantations based on 1296 housing units used for "seasonal, recreation or occasional use" multiplied by 3.3 persons per household. This yields a figure of 4276. Not all seasonal residents are present through any particular season. We have extended the estimated range to 5000 people to account for additional guests per seasonal household and transient visitors.

Bialik, Carl. "Counting the Seasonal Surges." The Wall Street Journal. November 30, 2012. <http://blogs.wsj.com/numbers/counting-the-seasonal-surges-1190/>

Graebert, Mary Beth, M. Wyckoff, and L. Bretz. *Northwest Michigan Seasonal Population Analysis*. The Land Policy Institute at Michigan State University. October 11, 2014

Lamb, Greg. "Estimating the Seasonal Population of Door County". Door County University Extension. 2000.

<http://www.doorcountybusiness.com/wp-content/uploads/2010/10/SeasonalPopulation.pdf>

Committee and Process Committee members, and the Process Document itself (<http://www.wccog.net/cgp-and-z-process.htm>).

- A Frequently Asked Questions page is referenced in each outreach e-mail so that those new to the process can get up to speed with the terms used (<http://www.wccog.net/cgpz-frequently-asked-questions.htm>); all Frequently Asked Questions can also be downloaded from this page in a PDF.
- A Community Outreach page provides the community meeting schedules; downloadable copies of the letter and post card sent to all UT and Plantation residents; a link to the outreach survey while it was open for input; meeting presentation materials and minutes; and survey summaries (<http://www.wccog.net/community-outreach.htm>).
- A GIS Mapping page defines Geographic Information System (GIS) mapping and describes the partnership between WCCOG and the University of Maine GIS Service Center and Laboratory. This partnership, ongoing for over 10 years, provides students with direct real-world application of their skills, which helps them find employment upon graduation. It also provides extraordinary mapping and analysis services to Washington County communities at little or no cost. The page describes the mapping projects and postings of mapping products (<http://www.wccog.net/gis-mapping-for-cgpz.htm>).
- A Planning Committee page is used to provide access to the dates of Planning Committee meetings, their agendas, meeting presentations and materials, and meeting minutes (<http://www.wccog.net/planning-committee.htm>).
- A Plan Outline ~ Plan Documents page provides access to draft and final documents as they were developed (<http://www.wccog.net/plan-outline-plan-documents.htm>).

Email network

WCCOG uses the online e-mail program Constant Contact. An e-mail list of all stakeholders provides notice of significant events in the process such as posting of new web content, community outreach meetings, invitations to contribute to surveys, and notices of meeting dates, agendas and posting of minutes. This network started at around 75 individuals in the Spring of 2015 and grew to over 140 by the Spring of 2017.

There are 3 individuals who either have no e-mail or use it very infrequently (often through their spouse's account). One of these individuals "buddies" up with a person who keeps them informed and WCCOG staff telephones 2 individuals to alert them to check the e-mail and web site for new content.

Direct mailing to residents and landowners

Two direct mailings provided notice and sought input from UT and Plantation landowners. The first was a first class mailing sent to all residents and landowners of the Unorganized Territories (in September, 2015) and Plantations (in March, 2016). This letter provided information about the CGP&Z process, notice of the first round of public meetings, and directed property owners to the online survey. The second was a post card sent to all residents and landowners in early July of 2016 providing notice of the 2nd round of public meetings conducted during the summer and fall of 2016.

The separation between recipients in the UT and those in the Plantations resulted from the need to use separate funds for work in the Plantations². In addition the source of landowner information is distinct. Maine Revenue Services provided names and addresses in the UT. In the Plantations of Baring and Grand Lake Stream, we obtained names and addresses from their assessing agent. We were not able to reach anyone in Codyville Plantation and so sent a letter to the Codyville Plantation Clerk with notice of the 2nd round of public meetings in July of 2016. The letters and post card are posted on the Community Outreach page described above.

Surveys

WCCOG uses two types of survey instruments. One is an online survey instrument, Survey Monkey, which is used to gather public input online. The other is an audience-polling tool, Turning Point, which is used to gather input from attendees in public meetings. As questions are asked and answered the results of the entire audience are projected for everyone to see.

A survey seeking general input from all residents of the UTs and Plantations was included in the direct letter to residents and landowners: <https://www.surveymonkey.com/r/WashCoUT> and remained open for input until the end of October for the UTs and then was extended until the end of March 2016 for the Plantations. The same questions that were asked in the online survey were asked using the audience-polling tool in the October 2015 public meetings so that the input could be merged at the end of the survey. There was a second round of public meetings in 2016. Six public meetings were conducted between July and September and 3 additional citizen-initiated meetings were conducted in October and November. We received 94 responses to the online survey and 46 responses during the public meetings. Results of the merged survey input are tabulated below.

Another online survey was used to assist the Planning Committee in their deliberations on where to conduct prospective zoning and then how to prioritize the criteria to be used in the Development and Conservation Suitability Analyses. This survey was open to all stakeholders as well as the Planning Committee. In addition to the Planning Committee, eleven stakeholders contributed their input.

Outreach meetings

Two rounds of public outreach meetings were conducted. The first, in October 2015, sought to introduce the planning initiative and to gather initial direction for the Planning Committee. There were 3 meetings: at the Alexander Fire Department, the Dennysville/Edmunds Snowmobile Club, and the Brookton Community Center. The minutes from each meeting are posted on the Community Outreach page along with the audience polling results.

² The CGP&Z initiative is funded by Washington County TIF funds that cannot by statute be spent in the Plantations. The Washington County Commissioners approved additional County funds in December 2015 to allow outreach and inclusion of the Plantations in the effort.

The second round, conducted in the Spring and Summer of 2016, provided participants with maps showing current zoning, descriptions of possible new zones, a summary of the online survey input, and an opportunity to create a vision for the future growth in their community.

All public meetings ran from 6-8PM in the following locations:

- Wednesday July 20: Town Office — James Brite School 15 Water St. Grand Lake Stream — **Grand Lake Stream prospective zoning focus**
- Thursday July 28: Dennysville/Edmonds Snowmobile/ATV Club 24 Milwaukee Rd (just off Rt. 86) Dennysville — **Marion/Cathance prospective zoning focus**
- Monday August 29: Wheaton's Lodge, 22 Grove Road, Forest City — **Forest City, Lambert Lake, Brookton, Big Lake prospective zoning focus**
- Wednesday August 31: Dennysville/Edmonds Snowmobile/ATV Club (see address above) — **Edmonds prospective zoning focus**
- Tuesday September 20: Whiting Community Center, Route 1, Whiting — **Trescott prospective zoning focus**
- Tuesday September 27: Baring Baptist Church, Baring — **Baring Prospective Zoning Focus**

With limited participation at the 4th public meeting, additional media outreach was launched including both an article in the Quoddy Tides and advertisements in regional weekly papers. This effort improved participation at the 5th meeting in Whiting and the 6th meeting in Baring. The Whiting meeting also led to additional citizen-initiated meetings in Trescott, the addition of more stakeholders to the e-mail list, and 2 more public meetings in Grand Lake Stream.

Are you a resident, business owner, or property owner in the Washington County Unorganized Territories (UT)?

Do you want to reduce the time it takes to get a permit in the UT?
Have you had problems? Do you have ideas?

After 4 public meetings this summer we have heard from very few UT property owners. Those who have attended want no growth and no new development. They also want better emergency services, road improvements, lower taxes, faster Internet and more young families.

Responses to our online survey - **still open for input** at <https://www.surveymonkey.com/r/WashCoUT> - do indicate the need for more job creation and business opportunity.

What is your balance between development and protection of what is special about the UT?

Are you a business owner in the UT?
Do you live in the UT with a young family?
We need to know what existing or new businesses and young families want for the UT.

This planning process is drawing to a close – this is the time for you to have a say.

Please make time for the last 2 public meetings:
Tuesday September 20 from 6-8PM at the Whiting Community Center ~ or ~
Tuesday September 27 from 6-8 PM at the Baring Baptist Church

A summary of these 9 public outreach meetings was reviewed by the Planning Committee in October and included several conclusions:

- Draft prospective zoning recommendations in Grand Lake Stream
- Prospective Zoning recommendations in Baring
- Tentative agreement in the flexible opportunity afforded by the floating zone concept including input on concerns that it raises
- Questions that helped to refine outreach tools going forward to describe how the floating zone concept will be implemented, if adopted, including descriptions of Good Neighbor Standards, 3-D imagery and depictions of mapped areas.

A final public meeting was held in Calais on April 25, 2017 to finalize public input into the Floating Zone concepts.

The minutes from all of these outreach meetings are also posted on the Community Outreach web page described below.

Please see specific and final recommendations in Chapter 5 *Consensus*.

Outreach to Younger Demographic Groups

Survey questions in both online survey instruments and audience polling reveals that the average age of participants is well over 50; in some public meetings it was well over 65. This participation of primarily older residents is common in community planning processes and somewhat reflective of the age distribution of Washington County residents where the median age in 2014 is 46.5. However the staff and Planning Committee feel it is important to try and encourage deeper participation from younger demographic groups. While there are no guarantees that it will generate involvement we created a Facebook page <https://www.facebook.com/WashingtonCountyUnorganizedTerritories/?fref=ts> and conducted outreach to the parents of children attending elementary schools.

To reach UT resident parents of elementary students WCCOG staff contacted the Maine Department of Education to find out where the greatest numbers of Unorganized Territory residents attended school. A letter was sent to six schools in their student newsletter. The highest numbers of UT residents attend the Edmunds and Whiting elementary schools and Shead High School. The letter described the CGP&Z process and directed the parents of those students to the online survey.

GIS mapping tools

GIS mapping resources are used in the description of Washington County assets (**Chapter 3 – Celebration**), the analysis of Washington County resources (**Chapter 4 – Contemplation**) and in the determination/refinement of prospective zoning districts (**Chapter 5 – Consensus**). They are mentioned here given how very effective they are when engaging an audience. Figures of maps are used throughout this document, on the web site and in public meetings. They help set context, establish scope, and clarify the extent of the subject under discussion.

GIS mapping tools are also included in this discussion of *Collaboration* in recognition of the enormous contribution made to this planning effort, and to Washington County in general, by the University of Maine at Machias GIS Service Center and Laboratory by its Director Dr. Tora Johnson and her students from all over Maine, New England and beyond. Indeed, one of the educational requirements in the GIS courses that contributed mapping services to this CGP&Z effort is to estimate the cost of providing them as if the student were working as a consultant on the open market. The sum total of those services – for which we did not have to pay – is roughly estimated at over \$7500.

The students realize direct real-world application of their skills by the contributions they provide as well. Students are working on GIS Degree, Certificate and Associates in Science programs. The courses contributing to the CGP&Z effort include:

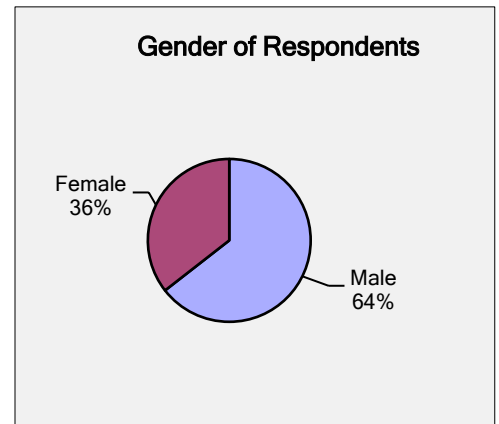
- *Community Applications in GIS*
- *Municipal Applications in GIS*
- *Remote Sensing and Image Analysis*
- *Advanced Projects in GIS*
- *Web –Based Maps, Applications & Services, and*
- *GIS Internships.*



Working Hands of the Washington County UT – Baby Crow
Original artwork by Kehben Grier of the Beehive Collective 2017

Survey Results

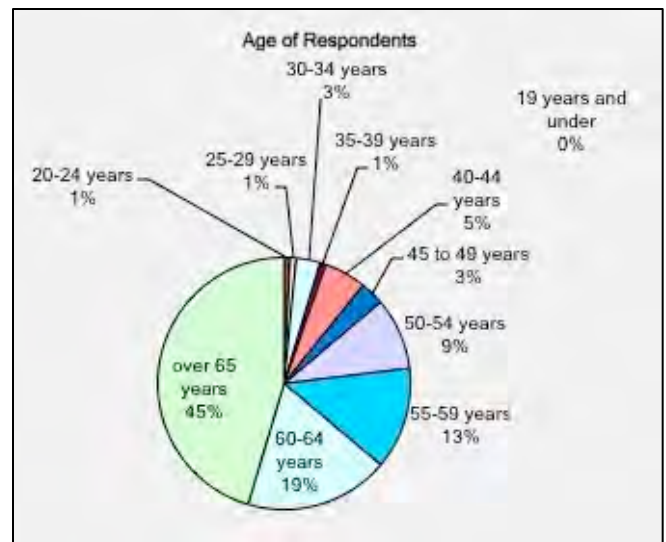
Input from the online survey (open from October 2015 through January 2017) was merged with handwritten surveys and with audience polling from the Fall 2015 public meetings. Respondents did not always answer all questions. The total number of respondents therefore varies over the entire survey. The final tally of respondents in the audience polling ranged from 38-41; in the online survey it ranged from 92-96. In addition the open-ended questions generated written comments from 35 to 62 individuals. All of these written comments are reproduced in Appendix 2.



Demographics of Respondents

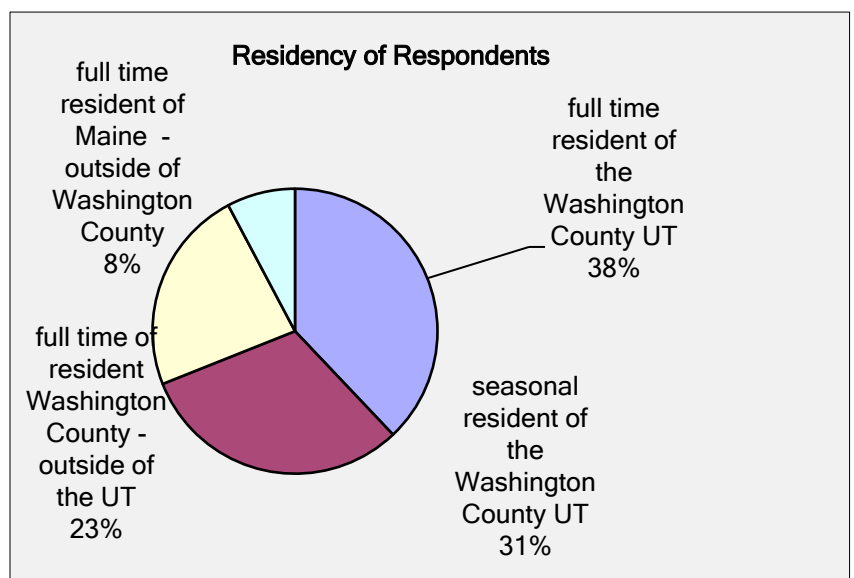
The first three questions described who respondents were in terms of gender, age and residency.

Males outnumbered female respondents by nearly two to one and opinions are those of the elderly: those over 50 years of age comprised 85% of respondents; those over 60 made up 64% of respondents.



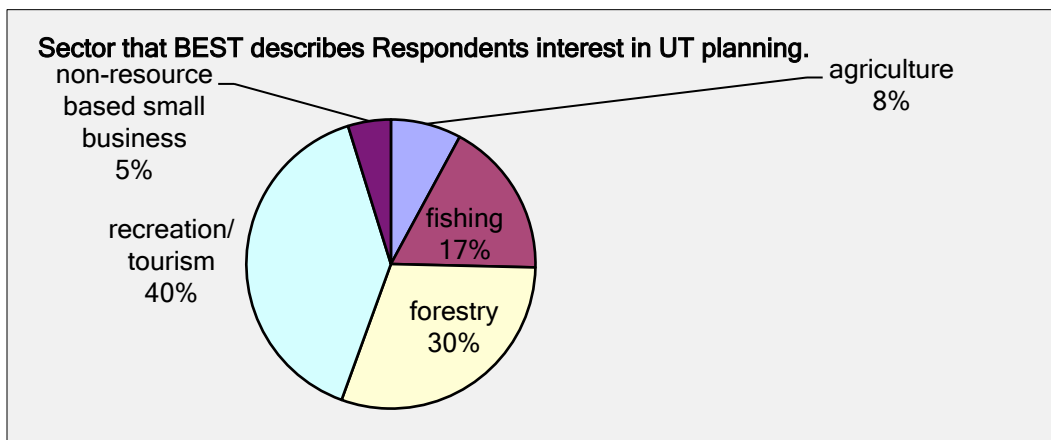
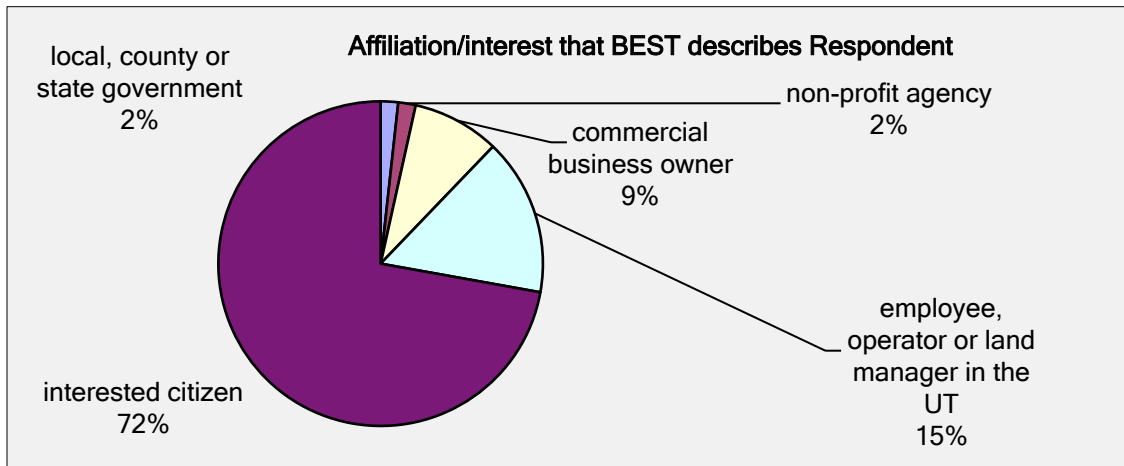
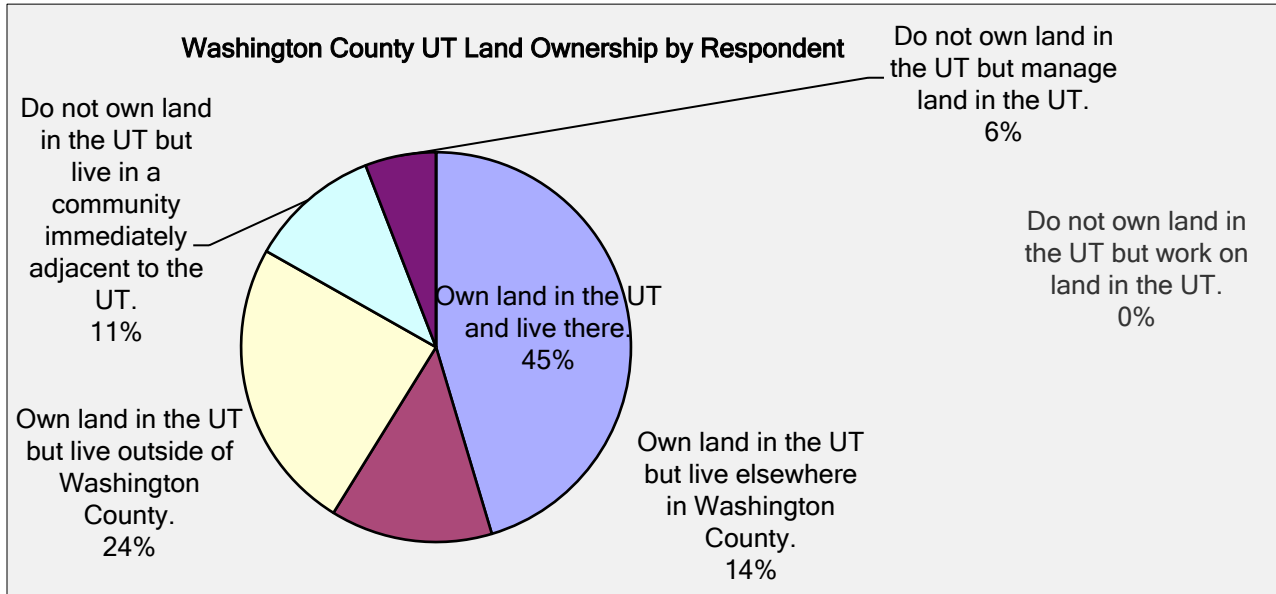
Engagement by this older demographic is consistent with surveys of this kind. We attempted to reach out to a younger demographic by providing information and links to the survey in newsletters of schools serving residents of the UT and by the creation of a Facebook page but reaching this population remains a challenge.

Fully two-thirds of respondents live in the UT on a permanent or seasonal basis, one quarter are full time residents of Washington County and 8% are full time Maine residents outside of Washington County.

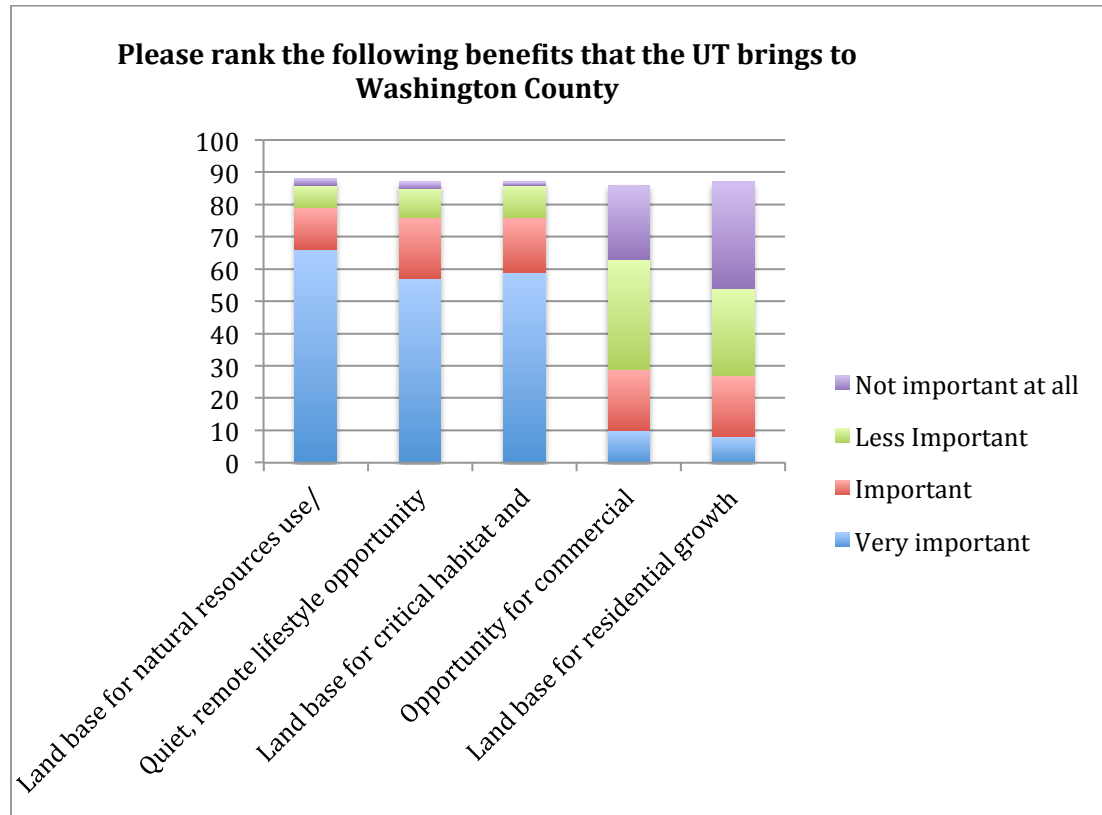


The next three questions describe whether respondents own land in the UT, their interest in UT planning, and what affiliation or interest best describes them.

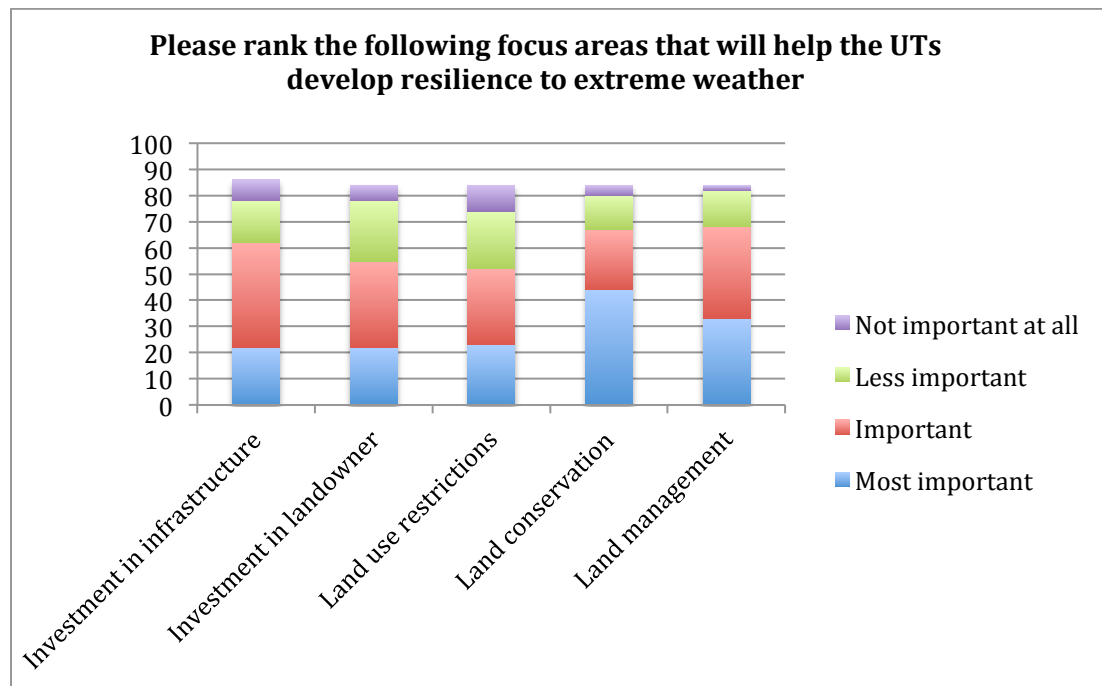
Land Ownership and Planning Interest of Respondents



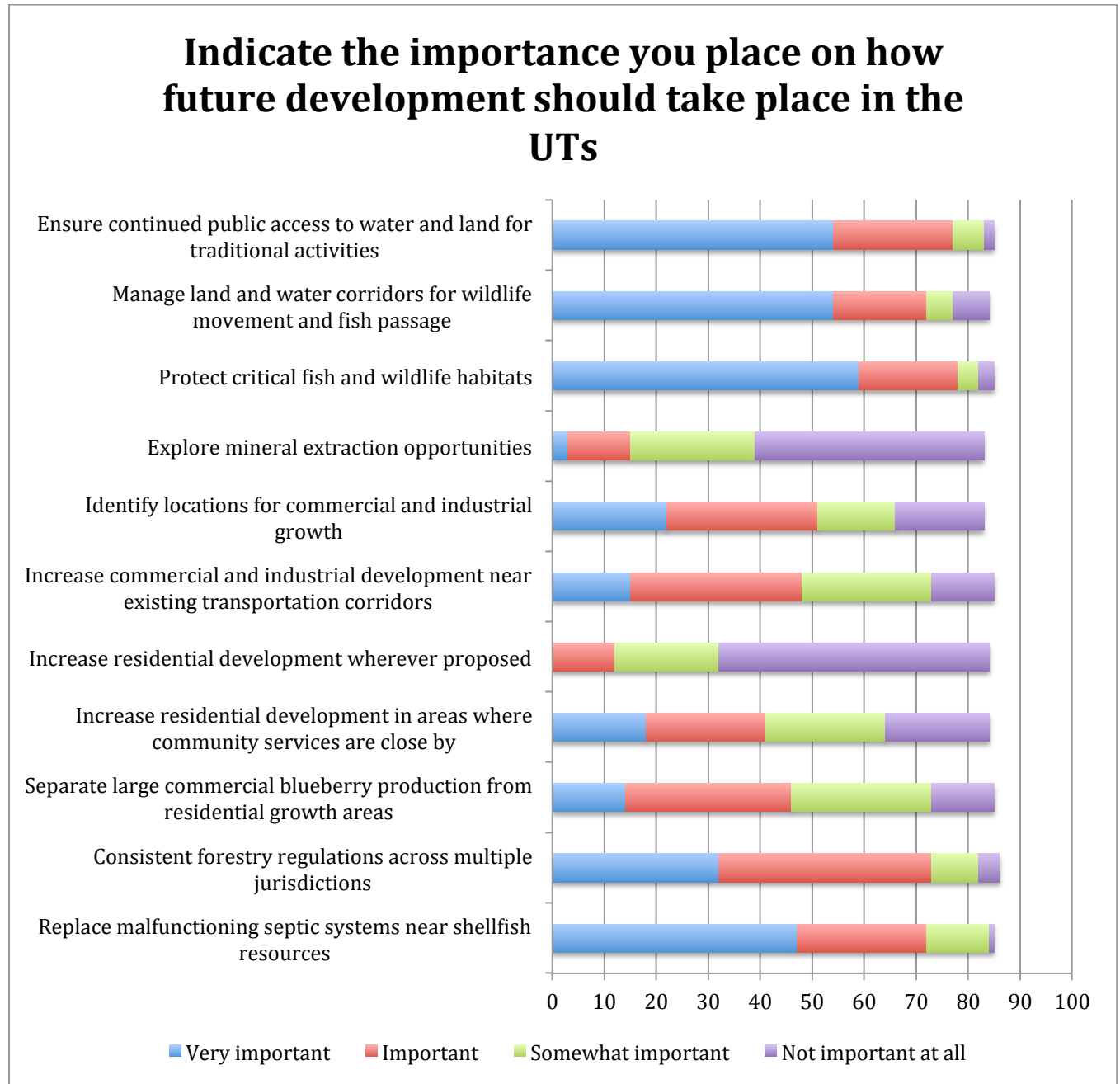
Perceived Benefits of the Unorganized Territories to Respondents



Focus Areas to Develop Resilience to Extreme Weather



Strategies to Influence Future Growth



Summary of Who Participated

Residents and landowners in the Washington County Plantations and Unorganized Territories provided input to the CGP&Z process in several ways over the 18-month planning period. Their input is summarized in several places throughout this document. This section provides a summary of the number of those who contributed and by what means they did so.

Fall 2015 Public Meeting Attendance

The first three public meetings, held in Alexander, Dennysville and Brookton were conducted in a manner that sought to describe what the CGP&Z process was all about and to gather input from attendees using audience-polling devices and discussion. Notes of the questions and concerns raised in those discussions are posted on the Community Outreach page (<http://www.wccog.net/community-outreach.htm#1stRound>).

Attendees were asked the same questions as in the online survey thus those who had already completed the survey did not use the audience-polling devices. We do not have an absolute number of individuals who attended the first three public meetings because not everyone who attended added their name to the sign-in sheets, some arrived late or left early, and some had already done the survey online.

We do know that 38 people responded to the audience polling questions that were later merged with the entire online survey input. Our estimate of the total number of attendees in the Fall of 2015 is roughly **50 individuals over the course of three meetings**.

Online survey responses

As noted above the online survey was open from the Fall of 2015 through January of 2017. Notice of the survey was provided to residents and landowners of the Plantations and UT in several ways including:

- Direct mail (2001 pieces) to all UT landowners in September 2015 using the Maine Revenue Services(MRS)-provided Excel spreadsheet of addresses that MRS uses to send property tax bills.
- Direct mail (377 pieces) to all landowners in Baring and Grand Lake Stream Plantations in February of 2016 using their assessor-provided Excel spreadsheet of addresses used to send property tax bills.
- Direct mail (2364 pieces) of a post card to all UT landowners and all landowners in Baring and Grand Lake Stream Plantations in June of 2016.
- A letter sent to the Clerk of Codyville Plantation in July 2016 after repeated and unsuccessful attempts to reach the administration of Codyville to obtain assessors records for a direct mailing.
- Articles and advertisements in several regional newspapers over the 18 month period that the survey was open that included the link to the online survey as well as the option to obtain a paper copy of the survey via surface mail.
- Handouts at each of 10 public meetings providing a link to the online survey as well as the option to obtain a paper copy of the survey via surface mail.

Despite these efforts some landowners in Forest City indicated that they did not receive the two mailings. It is possible that when the Maine Revenue Services-provided Excel spreadsheet of addresses was purged of duplicates in preparation for mailing that some addresses were inadvertently removed. Some of the individuals who did not receive the mailings attended the public meeting in Forest City and some contacted WCCOG directly to obtain a link to the survey and/or a paper copy. They were then added to the stakeholder e-mail list.

Requests for paper copies of the survey were received from, and mailed to, 10 individuals. **Handwritten responses were received from 4 of them.**

Responses to the online survey were received from 96 individuals. In addition the open-ended questions generated **written comments from 35 to 62 individuals.** All of these written comments are reproduced in Appendix 2.

Another survey was circulated during the winter of 2016 to provide priorities and relative importance to the criteria to be used in the GIS Suitability Analyses. This *Criteria for Prospective Zoning* survey was created predominantly for the Planning Committee to organize their thinking but notice and a link to allow responses was circulated to the entire stakeholder committee that amounted to 111 individuals (excluding staff to the project) at the time. **Responses were received from twelve Planning Committee members and eleven stakeholders.**

Summer and Fall 2016 Public Meeting Attendance

There were nine public meetings in the summer and fall of 2016, six were scheduled by staff of this effort, another two were initiated and hosted by UT residents, mostly from Trescott, and another was initiated by Grand Lake Stream in November. Detailed minutes from these meetings are posted on the Community Outreach page (<http://www.wccog.net/community-outreach.htm#2ndRound>) and a summary of the input from the first six meetings (also posted on the Community Outreach web page) was provided to the Planning Committee at their October 18 meeting.

Attendance at these meetings came to about 100 individuals based on sign-in sheets. The number is approximate because not everyone signed-in. Numbers and residency of attendees are summarized below according to the meeting date they attended.

UT/Plantation of residence or land ownership	# in Attendance (Date of Meeting)
Marion	3 (July 28); 1 (Oct 11); 2 (Sept 20)
Cathance	4 (July 28)
Grand Lake Stream	13 (July 20); ~16 (Nov 2)
Forest City	8 (Aug 29); 2 (Sept 27)
Big Lake Township	2 (Aug 29)
Edmunds	3 (Aug 31) ; 2 (Sept 20)
Trescott	10 (Sept 20); 7 (Oct 4); 6 (Oct 11); ~9 (Oct 5)
Baring	10 (Sept 27)

Attendance at the fourth meeting at the Dennysville/Edmunds Snowmobile Club was very low with only one UT resident. Staff and Planning Committee members who were present discussed both the reasons for poor attendance as well as strategies for improving turnout at the final set of public meetings. Reasons for poor attendance included the fact that it was the first day of school and a lovely summer evening; the post card was sent to property owners in early July and directed people to a web site but did not list dates and locations; advertisements in the Quoddy Tides were small and could be missed; and there was no controversy to react to in the process at the time of the meetings.

The strategy agreed to during the August 31 meeting in Dennysville, which did indeed result in better attendance at the last two of the six originally scheduled public meetings, included the following:

- Issue a Press Release and Advertisements and use social media with a sense of urgency and ask if there are specific issues to be addressed, if there are businesses that need assistance through the zoning framework, if there are ideas for improvement, and if there are any infrastructure needs to support small business.
- Restructure the meeting format to invite any and all UT and Plantation residents and not the geographic focus originally planned for.
- Improve the description of the Floating Zone concept and how it offers flexibility to address unknown and unknowable future small business needs.
- Keep discussion of zoning to evaluating the impact of development on natural resources, services and infrastructure and not on business or market viability.

In addition to the outreach effort in the regional print and social media the UT Supervisor Dean Preston conducted a series of phone calls among businesses in the UT to assess why we were not getting attendance and what the issues are that are of concern to UT businesses. A summary of what Supervisor Preston heard follows:

I have reached out with some surprising results. The surprise is the lack of interest, even after outlining the goals of the project. What I am seeing is that the majority of the small business owners consist of people who do not use their land or anticipate developing land in the UT; meaning their small business is fishing (investing in boats and gear, finding a market), trucking (investing in trucks and hauling over the road); farming (investing in the livestock and providing a service like producing dairy or beef); harvesting from the sea (investing in special gear to move the product to a processing site, finding a market). I did not speak to a lot of people that were looking at developing a piece of land in the UT therefore they could not see the impact of this project on their situation.

Estimated Response Rate

There is no way to definitively calculate a response rate to the many solicitations for input or to do so with any statistical analysis of confidence limits because efforts to get the word out to landowners and residents were deliberately expansive. Thus the number of people contacted about the survey is unknowable. Errors of omission apparently did occur in Forest City. In addition some landowners may have received two of the outreach letters if their ownership in two or more properties was in a variety of family names. Likewise there could be more than one family member who responded per any single property ownership. Thus there is no specific total number of surveys from which to determine a percentage response rate.

The American Community Survey estimates (in 2014) a total resident population in the Washington County UTs and Plantations of 1511. A grand total of the categories of input above comes to about 150 people for the survey and another 100 people at the second round of public meetings however some people attended multiple meetings.

It is a gross oversimplification to say from these two numbers that our survey response rate was 10% ($150/1511 * 100$) because some of those who responded are not year round residents and some are not residents of the UT or any of the Washington County Plantations. It is also not

statistically defensible to say that our participation rate was 16% ($250/1511 * 100$) because some people attended more than one public meeting. The denominator in both cases is the year round population and we know that some input came from seasonal residents and from those who live outside of the Washington County UT – but have a strong interest in what happens there.

We can say however that we did receive input from a broad cross section of landowners and residents, seasonal and year round, who took the time to offer thoughtful, constructive and passionate contributions about a place they love and wish to see thrive while also staying very much like it is now.



Summary of Public Input

Public input is documented in the graphs of the survey input above, the minutes of twelve public meetings, the 21 pages of written input provided in Appendix 2, and the Planning Committee review and discussion of the July-Oct 2016 public input meetings in the minutes of their October 18, 2016 meeting.

Working Hands of the Washington County UT – Grandma Hands
Original artwork by Kehben Grier of the Beehive Collective 2017

All of these “source” documents are available either in this document or on the Community Outreach section of the CGP&Z web pages. Staff recognizes the considerable time and effort made by Planning Committee members to attend public meetings and also recommends that they review this source material. Likewise it is posted and available to anyone with the time and interest to assess whether the following summary is accurate. It is a tremendous amount of material to go through. Therefore what follows is a summary of public input based on a review of all of this material taken from a focused read of all of it in one sitting with no interruptions from e-mail, phone or other distractions. It is organized into several sections including:

- Fall 2015 Meetings Summary of Comments
- Survey Results (charted above)
- Survey Written Comments Summary and Analysis
- Summer-Fall 2016 Meetings Summary of Comments
- Spring 2017 Public Meeting Summary

Fall 2015 Meeting Summary of Comments

The first three meetings included a presentation of what the entire CGP&Z process was about and how the planning process would unfold. The survey instrument was already online and attendees were encouraged to tell their friends and neighbors not in attendance to go online and add their input. The online survey questions were presented as part of the meeting format using audience polling devices that allowed attendees to see the question, answer it and then see the collective response charted on the screen at the front of the room. In each of the 3 meetings this interaction led to clarifying questions and commentary about the planning process, and the LUPC regulatory structure. Attendees raised issues they had experienced with land use and regulation in the UT and these were captured in the meeting minutes. A summary of those questions and comments is provided below.

In Alexander there were several clarifying questions sought about the LUPC subdivision regulations which were the subject of a separate LUPC revision process at the time. The landowner was provided some answers and directed to provide input directly to the LUPC. There were many questions and comments about how the Washington County CGP&Z process would unfold, what TIF funds could and could not pay for, finding a balance among competing interests, and protecting landowner rights. If there is one statement that summarizes the input from the Alexander meeting it was a wish to see “common sense” in regulation and decision-making.

In Dennysville, at the Edmunds/Dennysville Snowmobile Club, it took a fair amount of time to get through the first set of basic demographic questions because of disagreement over how the questions were framed. Some resented being asked to identify a sector in which they most identified, saying “don’t categorize me in a sector, I don’t call it recreation – I call it my home”. The meeting was also consumed on several occasions by questions and concerns that the CGP&Z process is a) a way to create expedited review for development; b) that people will be cut out of decision making, and c) “if it can be done with wind it can be done with anything”. There was significant distrust expressed in the CGP&Z process after the way that expedited review for wind energy was handled as well as distrust that the CGP&Z process is geared only for big business.

Attendees did indicate that the area is losing population but that we still need more services including road and culvert repair, access to medical services, and faster broadband speeds. A particular permitting issue in Baring was raised, a solution to which is proposed in the specific recommendations for Baring in **Chapter 5 Consensus**. Concern was expressed that the Washington County UT is very large and that residents of one UT should make decisions for

their community and not by others who live in areas with very different issues, knowledge or concerns.

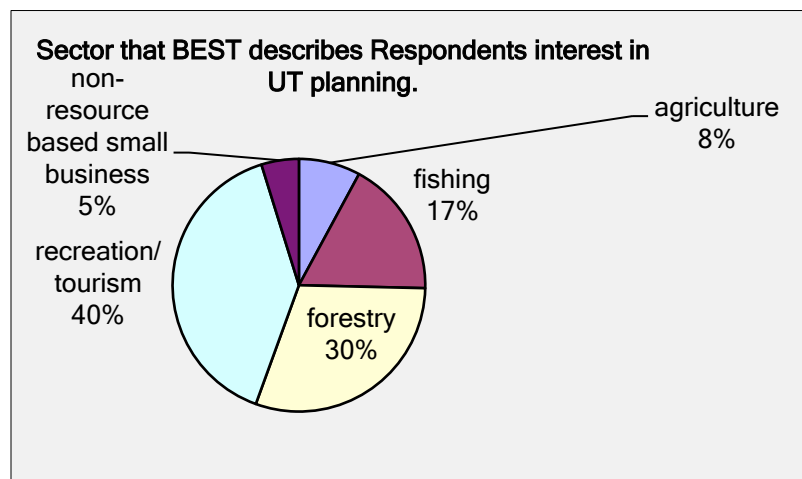
In Brookton there was also considerable distrust expressed in the CGP&Z process and in those running it. Likewise there was considerable distrust expressed in the current enforcement of forestry regulations. As in the southern UT meeting, attendees were concerned that the process allow for each community to direct their own decisions relative to their own issues. They noted for instance that shellfishing and septic systems are not a concern in the northern UTs. One person noted that they generally favor development but observed that decision makers assume there is no-one living in the UTs and that this results in any type of development receiving approval from rock crushing to cell towers with strobe lights.

Survey Written Comments Summary and Analysis

Several survey questions provided respondents with an opportunity to add a comment or to clarify their response in case the survey did not adequately capture their particular circumstance. All of these comments are included in Appendix 2. The following provides some groupings and summaries of these comments to give a sense of the frequency and commonality of particular types of comments. The summary statements are grouped in descending order with the most common at the top and the number of people who made that type of comment noted beside each.

Additional Comments on what sector best describes your interest in UT Planning: 39 comments

- Natural habitat, wildlife, conservation, environmental protection – 14
- Hunting and fishing – 6
- Economy, jobs and balance – 6
- All of the above – 5 (chart of all categories is on page 9 and reprinted at right for reference)
- Tourism – 5
- Agriculture – 4
- My primary or second home - 4
- Marine resources – 2
- Property rights – 1
- Energy production – 1
- Long term area history – 1



The following comments were provided in response to open-ended questions at the end of the survey and are not also charted in the Survey Response above.

Comments on examples of competing interests that the planning committee needs to pay attention to – 62 comments (Note: #s do not add to the total because some comments did not respond to the question)

- Development and job creation vs. conservation of natural resources whether for protection or use (farming, scenic, fishing, habitat, recreation, tourism) – 14
- Wind energy vs. natural resources or existing residential - 10
- Lack of regulation and enforcement vs. too much development review– 7

- Short term extraction vs. long term resource-dependent industry (eg. value added or secondary processing; tourism, marine habitat for different species) – 4
- Residential development vs. commercial / recreational development - 3
- Working land (agriculture, fishing, forestry) vs. conservation land – 2
- Interests of residents vs. visitors - 2
- Working waterfront access vs. waterfront housing – 1
- Recreation vs. timber harvesting – 1

Comments on which land use changes will have the most positive impact in the UT: 53 comments

- Cluster development and avoid commercial and residential sprawl – 7
- Manage forest resources – 7
- Protect water quality, eg with setbacks and protection zones – 5
- Increase commercial or small business development to increase jobs – 5
- Protect farming and natural resources, encourage farming – 4
- Limited overall or low impact development - 3
- Streamline permitting processes; clear regulations with local input – 3
- Balanced commercial development (to bring jobs) with resource protection – 3
- Tourism development – 3
- Scattered commercial business along state and local roads – 2
- Develop infrastructure to allow for climate change and sea level rise – 2
- Enforcement of nuisance laws (trash on properties) – 1
- Enforcement of timber harvest rules – 1
- Use natural resources to benefit Washington County residents – 1
- Protect scenic views – 1
- Allow harvest of natural resources – 1
- Repair infrastructure – 1
- Prohibit uncovered sand/salt piles over aquifers -1
- Rules made at County level, not at State level - 1

Comments on any topic or concern that you want to be sure the Planning Committee is aware of – 57 comments

These are grouped into categories as well as placed in descending order of the number of time each were mentioned as above.

Planning for future growth

- Recognize and respect the extraordinary diversity and value of the UT eg, habitats, shorelines, waters, Cobscook Bay for their intrinsic value, their value to what makes the UT a special place to live, and for supporting tourism - 6
- Keep most of the county the way it is – 3
- Focus growth near existing growth in the UTs and in organized towns – 3
- Balance use and protection of natural resources – 1
- Don't allow the scale of development like what we left in New Jersey – 1
- Set aside property for parks – 1
- Promote sustainability by discouraging large scale industrial projects with few short-term benefits and long term detrimental impacts – 1
- Protect forest for timber and not development – 1
- Much of the Northern UT is already set in stone with conservation restrictions – 1
- UT tax structure encourages sprawl away from services in organized towns – 1

Regulation and regulatory structure:

- Do not infringe on private property rights or over regulate – 4
- Allow commercial and industrial development where it is desired and suitable with less time to get permits – 2
- Make permitting more streamlined, more user friendly and with clearer instructions – 2

- Protect scenic land from large scale wind energy – 2
- LUPC rules and staff need to look at proposals with greater inclusion of the overall benefit to the community and not just the letter of the rules – 1
- Wind energy developers operate in UT without sufficient review by community – 1
- Some landowners are doing things without any permits – 1
- Allow improvement of existing residences without unreasonable restrictions – 1
- Require local permission before commercial zoning, cell towers or wind development – 1

Economy and Infrastructure

- The proposed pipelines and their impact on property values – 2
- Importance of Bold Coast Scenic Byway to economy – 1
- We need broadband to develop small business in the UT – 1
- Lack of high power transmission lines – 1
- Uncovered sand/salt pile in Trescott over aquifer – 1
- Consider a road impact fee on large commercial users – 1

Planning Committee Composition

- Too many corporate interests and too few conservation and citizen groups on the planning committee – 2
- Do not let greed or commercial interests rule this process – 2
- Take adaptation to and mitigation of the impacts of climate change seriously – 1

Land Management and Economic Sector Promotion

- Need deer population estimate for the region – 1
- Promote organic farming – 1
- Invasive species of fish in West Grand Lake watershed – 1
- Stop DE Land Trust from clearing cutting land they were organized to protect – 1
- Promote freshwater fishing – 1

Comments on any other thoughts to assist with the CGP&Z effort – 35 comments

- Glad this is happening, thank you for keeping landowners informed, good luck – 10
- Washington County is a unique and special place, plan carefully – 5
- Don't fix what aint broke; keep things the way they are - 3
- Don't want this process to limit my ability to use my land as I plan to – 2
- Concerned that floating zones will be automatic without sufficient review -1
- The balance you seek (in process, development, change) is a pipedream -1
- Don't bother with this, we have too much government already – 1
- Encourage individual UTs and Plantations to do this themselves – 1
- This survey wont have enough input to be accurate – 1
- Support conservation easements; encourage conservation and management -1
- Place the cost burden of road maintenance on those large commercial operations/operators who cause the most damage – 1
- Want easier access to staff and agents of LUPC – 1
- Must monitor WCCOG web site so all stakeholders have access to information, not just "insiders" – 1
- Formally invite major land managers to the discussion (conservation groups, timber companies, blueberry growers) - 1
- Public access to all ponds over 10 acres and navigable waterways -1

Summer-Fall 2016 Meetings Summary of Comments

The first 3 public meetings were structured around a community vision for the communities in which we were located. This conversation was developed using the following questions:

- What do you like about your community?
- What should remain the same for the benefit of future generations?
- What should change for the benefit of future generations?

- What are the most important natural resources?
- What types of businesses would you like to see in your community?
- When is there good reason to locate new development near the important natural resources you identified?
- What locations do you think would be best for more:
 - Commercial development?
 - Residential development?
 - Recreational development?

Minutes from the meetings in Grand Lake Stream (July 20) provided a substantial amount of input for that community and discussion was well focused around three parcels that were given to Grand Lake Stream as part of a larger land conservation and village development planning effort. Another meeting on November 2 in Grand Lake Stream and again in January of 2017 generated the prospective zoning changes summarized in **Chapter 5 Consensus**.

The meeting in Dennysville (July 28) with a focus on Marion and Cathance followed the same format but was poorly attended with only three people from Marion and four from Cathance. Those present expressed near complete lack of support or belief in the viability of future development in either Township.

The meeting in Forest City (August 29) had a focus on the northern UTs of Forest City, Big Lake, Lambert Lake and Brookton. Attendees came only from Forest City and Big Lake. The Planning Committee had concluded in their criteria for where to conduct prospective zoning that none of these northern UTs met a sufficient number of criteria thresholds to warrant any changes to the existing zoning. However due to the significance of guiding and recreation in the northern UT public outreach was conducted there to be sure that the CGP&Z process could accommodate any interest they had in future growth. Those present tended to agree that no change to the existing zoning was needed because they did not want to see growth. The meeting was dominated to a large degree by multiple expressions of resentment and distrust over:

- A perceived lack of sufficient outreach to residents of Forest City though one individual did express appreciation that the meeting was held in Forest City.
- US Homeland Security agencies locating communication towers in locations opposed by property owners, in contravention of private conservation easements, and not providing any benefit (with respect to connectivity) to the community in the process.
- “The Governor giv(ing) the Feds *carte blanche* to do what ever they want”.
- Recent insistence by Canadian authorities in Ontario to enforce a 2011 law that defines the international boundary in Spednic and East Grand Lakes such that Maine Guides must call a 800# whenever they cross it, obtain a clearance #, and then provide it to RCMP officers patrolling the lakes; in addition, enforcement of rules restricting access to fishing in certain areas and requiring patrons of the Maine Guides to report to a Canadian Border station a considerable (and at times unsafe) distance away; the net effect of this enforcement is to chill the interest of US patrons in fishing the waters that Maine Guides have provided them access to for 40+ years.
- Lack of assistance from Maine’s Congressional Delegation, who are the only ones authorized to speak to Canadian authorities, to address these problems.
- Allowance by other jurisdictions that share the lakes (organized Maine towns and Canadian municipalities) to activities on the shore and in the water at an intensity of use that is detrimental to water quality and to quality of life in the region that would not be allowed in the Unorganized Territories.

- Installation of wind turbines along ridges that are visible and detrimental to the scenic quality of the region contrary to the rules restricting scenic impacts; related to this, promises of financial benefits from the TIF funds that do not materialize.
- Preference given in the Maine Legislature and among Maine Commissions to the lobster fishery over the inland fishing economy when deciding upon whether to remove dams and allow fish passage of alewives.

As a result of this history the primary purpose of CGP&Z – to bring decision making to the **local level** - is not trusted at best. At worst, it is perceived as pacifying property owners into thinking they will have a say in their communities while larger and more significant decisions are made without, or in direct opposition to, their input. While there was very little support for zoning changes that could allow greater flexibility and more growth there were many comments about the need for better services including in Forest City:

- A better education system, “We need the arts, community, an emphasis on education”
- Better health care, especially elder care
- Better emergency response
- Internet connectivity to attract visitors allow telecommuting and next generation families; “we are not just about natural resources - we need connectivity to the outside world via high speed Internet”
- Access to the fiber that the Border Facility uses
- Reliable land lines for telephone (did not work reliably all summer)
- We want to allow adding buildings on existing lots like for a family compound, regulators who suggest subdivision to achieve this goes “over the edge”; why can’t we have the option to allow a cluster of cabins for family members?
- You won’t have development unless you have garbage collection; development follows services and infrastructure; we don’t have either; we have high transportation and food costs; places grow when they are near population and infrastructure; Forest City has none of that
- Need to attract young families (one person suggested that the Island Institute has examples of approaches to attract and retain young families)

Comments specific to Big Lake focused on reliable lake water levels and dam regulation to retain lakefront property values.

As noted elsewhere there was limited participation (one person) at the meeting in Dennysville (August 31) that was scheduled with a focus on Edmunds. Consequently the meeting format was changed and efforts made in the regional press to increase attendance at the final two meetings.

These efforts successfully attracted 16 people to the meeting in Whiting (September 20) and 12 people to the meeting in Baring (Sept 27). Note that some did not sign-in so attendance was actually a little higher.

The approach of the last two meetings shifted from seeking a community vision statement to a deeper dive into the differences between prospective zoning (where changes are made to the printed zoning maps), the adjacency principle used by the LUPC, and floating zones. A revised handout, “What is a Floating Zone”, for the meeting providing a detailed description of these differences is posted with the meeting materials on the Community Outreach page.

Attendees to the meeting in Whiting came from Edmunds, Trescott, Marion and Lubec and included three small business owners. There was a rich discussion (fully captured in the meeting minutes posted on the Community Outreach page) as people sought to fully understand how

the Floating Zone would work; how it affords more flexibility when seeking a zone change by no longer having to adhere to the adjacency principle; a desire to see maps of where it could apply; exactly which types of businesses would be allowed; the impact it could have on the scenic character of the Bold Coast Scenic Byway; concern about creating adequate standards to limit the impact on existing residences and the rural resource industries of the UT; the need to support existing service centers; the impact on property tax assessment; and the need to clarify from what was originally stated in 2015 that this CGP&Z process does not have any influence on, or provide any added flexibility to obtain, permits for large scale wind development.

There was significant interest in Trescott to have additional meetings so that more people could understand and discuss the issues. Two such meetings were initiated by Trescott residents and repeated much of what was discussed on Sept 20th. This same group of individuals is very interested in attending the final public meeting to be scheduled in the Spring of 2017 that will include more visual aids, detailed maps and seek final consensus on prospective zoning recommendations.

The meeting in Baring (September 27) also included a rich discussion of the issues but resulted in several concrete prospective zoning proposals. This results in part from the far more limited area in Baring that can be developed and specific requests to clarify zoning for existing businesses. Several prospective zoning recommendations generated by this meeting and subsequent discussions by staff and the Planning Committee are provided in **Chapter 5 Consensus**.

Spring 2017 Public Meeting Summary

The final public meeting on April 25, 2017 sought to gather input that could help balance conflicting community input in order to finalize recommendations. When reviewed in its entirety the public input received from all sources generated conflicting goals that were identified in the public meeting presentation as a “push-pull” of public opinion. For instance the comments we received in writing often differed from the comments received in the public meetings. Sometimes we heard conflicting goals about the same place. Sometimes we heard goals that conflict with the very goals established by the County Commissioners for the entire process. Sometimes we heard consensus regionally and sometimes within a township. The “push-pulls” that we heard were summarized as follows:

- * Create economic opportunity ↔ don't change anything
- * More young families; more jobs ↔ limit business development
- * More services and infrastructure ↔ enjoy unplugged family time in natural beauty
- * Create economic opportunity in the UT ↔ Limit development to existing service centers
- * Support conservation ↔ stop restricting land
- * Support forest industry ↔ regulate forestry practices
- * Streamline permitting ↔ increase notice provisions

The final public meeting was structured to identify final actions we might take to balance the “push-pull” between conflicting objectives.

The minutes of the final public meeting (posted on the Community Outreach section of the web site <http://www.wccog.net/community-outreach.htm>) provide a detailed description of the input received on:

- the prospective zoning maps,
- the floating zone maps, and
- questions to resolve previous conflicting suggestions (with more information and discussion) on
 - increasing notice provisions,
 - height restrictions in one particular scenic area,
 - and design standards in the same scenic area.

The recommendations generated from this discussion are provided in **Chapter 5 Consensus**.

Reflection and Process Changes Along the Way

Consistent with its name, this Community Guided Planning and Zoning process took direction on several occasions from the residents and landowners of the UTs and Plantations that are the subject of this work.

First and foremost, the intent to propose specific prospective zoning changes after the winter, 2016 work of the Planning Committee was abandoned prior to the second round of public outreach meetings. This was a deliberate decision on the part of staff and the Planning Committee to not substitute their judgment for that of the 12 communities in which our selection criteria told us there are reasons to conduct prospective zoning. Instead of holding meetings with maps showing proposed changes we structured the meetings to find out what each community's vision was for future growth. This decision had the result of reducing tension and controversy but was partly responsible for reducing motivation to attend the public meetings.

Another point of reflection and adjustment came when with poor attendance we restructured the public meetings to abandon the effort to craft a community vision and chose instead to dig deeper into the types of tools – prospective zoning and floating zones – that could provide communities with flexibility in allowing future growth.

There were also relatively strong expressions of distrust in the entire process, many of which were rooted in unrelated actions of other governmental agencies and processes that either predated or coincided with the CGP&Z work. In the northern UT these included several of the actions by Homeland Security, the Canadian government, other organized municipalities, the Maine legislature, and the Maine Congressional delegation as described above at the Forest City meeting. In the southern UT these were centered primarily on active opposition to the lack of public input in the expedited review process created by the 2009 Wind Energy Act. Also in the southern UT the decision at the State level to limit school choice in Edmunds and Trescott consumed enormous amounts of social capital and diverted the limited time that citizens have to participate in civic affairs to issues that were seen as having greater impact on their lives than future zoning options.

In restructuring the final meetings in the fall of 2016 we actually discussed and in part implemented a strategy to create controversy, or at least time pressure and meeting significance, in order to encourage people to attend meetings noting that this would be their last opportunity for input. It worked to some degree. Meeting attendance improved and additional citizen-initiated meetings were called, planned and hosted in the southern UT. Likewise more people joined the stakeholders list, viewed and “liked” the Unorganized Territories’ Facebook page, and web site analytics indicate that searches, page landings and page views increased correspondingly as news about the process was distributed.

The overall schedule for completing the CGP&Z process was also extended to accommodate the citizen-initiated requests for additional meetings and more information.

Finally the choice to refine outreach tools and spend additional time on the Floating Zone tool was a very deliberate choice to offer flexibility in the face of the unknowable. The Rural Business Development Floating Zone in Aroostook County was created and adopted with input from very few members of the public. There were only three public meetings in Aroostook County with attendance of less than a dozen individuals. The Washington County efforts were far more extensive and generated input from over 200 individuals. While the D-RB floating zone that is currently applicable only in Aroostook County provides a useful starting point to allow flexibility for rural businesses in that county the Washington County CGP&Z process – based on citizen input – has refined it in terms of scale, intensity, regulatory standards, and application. Those changes are described in detail in **Chapter 5 – Consensus**.



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Chapter 3 – Celebration

The Washington County Unorganized Territories is an extraordinary place. There are challenges to be sure including a declining population, low-income levels, considerable distance to services, and other difficulties; these are recognized and documented in **Chapter 4 – Contemplation**. However this chapter describes our assets. When weighed in comparison to many other parts of the world they are diverse and exceptional.

We have chosen alliteration as an expressive tool in the organization of this plan:

Context – Collaboration – Celebration – Contemplation - and Consensus.

It works as an organizing tool for the regional plan and, unlike Title 30-A that governs local Comprehensive Plans, this document is not strictly bound by organizational requirements or statute. Likewise, during the Process Committee deliberations we added an allusion to Washington County’s many recreational assets in the commonly used alliteration that describes the resource sectors in Maine:

Farming – Forestry – Fishing - and (we added) Fun.

While many commented in various public meetings and survey questions about the importance of recreation to life in the Washington County UT, the region is above all a working landscape.

The illustrations created for this project in original artwork by the Beehive Collective reflect this in depicting the working hands of the Washington County Unorganized Territories.

It is not necessary in this document to repeat the inventory and analysis of natural and cultural resources described in Chapter 5 of the 2010 Comprehensive Land Use Plan¹. That chapter is organized, LUPC-jurisdiction wide, to describe:

- resource characteristics, values and issues;
- past and current resource-based industry methods and economic impacts;
- air quality and the observed/anticipated impacts of climate change;
- land use characteristics and development trends;
- energy resources issues and development;
- issues associated with ownership and management as both change;



Working Hands of Washington County UT – *Clammer*
Original artwork by Kehben Grier of the Beehive Collective 2017

¹ <http://www.wccog.net/assets/files/UTPlanning/Chapter5NatCulturalResources.pdf>

- the relationship among all resources and our recreational use of them including facilities, activities and future trends;
- the LURC (now LUPC) regulatory approach to lands with particular resources; and
- the state/federal regulatory framework within which some resources are managed.

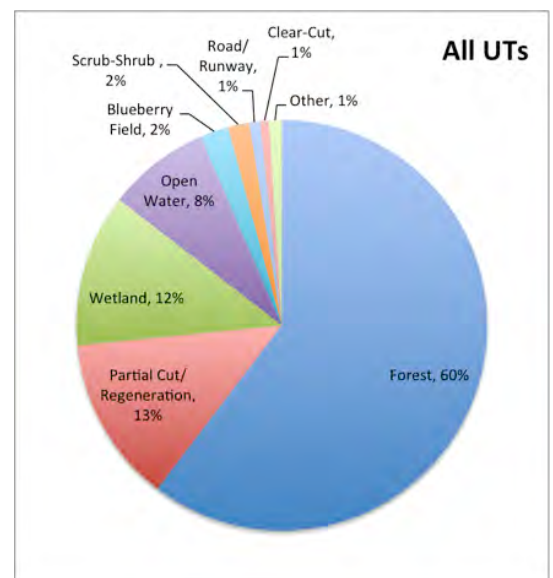
It is also not entirely necessary in this document to provide a comprehensive inventory of the precise number of lakes, length of rivers, acres of wetlands, and so on, within the UT and Plantations of Washington County. They – and many other forest, farmland, recreation resources - are considerable and are mapped as part of the analysis to be used in the four Conservation, Development and Recreation Suitability Analyses of **Chapter 4 – Contemplation**. These resources will be described in this Chapter in summary for the entire UT and also as they differ among the four planning sub-regions.

The Character of the Land

Our primary purpose here is to celebrate our assets; to capture the essence of this extraordinary ‘backyard’ to the developed parts of Washington County that are clustered for the most part along the coast. Some figures are presented where the data is available, and especially where they describe the economic importance of the resources. Nevertheless it is the character of the place that is our primary subject here. A history of the Washington County UT, prepared by John Dudley of Alexander, provides population trends, anecdotal stories, development activity and extraordinary photographs, some never published before². Many of the natural resources that attracted residents and visitors to this place are still here; some are changed; some are hanging on by a thread, as restoration efforts are underway to bring them back as recreational and economic advantages.

Land Cover

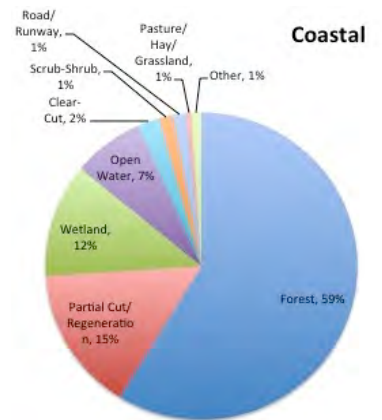
The land cover (see Appendix 3 for definitions of classifications) of the entire UT describes a mostly forested landscape. Nearly ¾ of the land area or approximately 650,000 acres is forested or in “partial cut/regeneration” status. About 8% of the entire UT or nearly 72,000 acres is open water. When combined with wetlands the proportion of water and wetland climbs to 20% of the entire UT. The development that exists is primarily embedded within the smallest percentages of ‘Road/Runway’ and ‘Other’ that account for only 2% of the land area. While this amounts to approximately 8000 acres much of that is comprised of roads. In addition there are many small rural homesteads included within the “Forest” and “Unconsolidated Shore” land cover types. The proportion of blueberry land throughout the Washington County UT is only 2% or about 20,000 acres. However land cover in



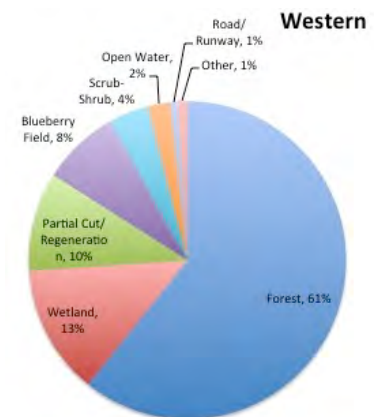
² <http://www.washingtoncountymaine.com/index.php/county-government/unorganized-territories>

each of the four sub-regions reveals a different picture and emphasis in resource use and opportunity. These variations are shown in the four pie charts for each sub-region at right.

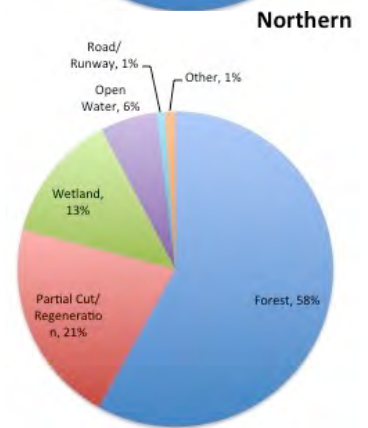
In the Coastal region the proportions of each cover type are very similar to the proportions found in the entire UT. As the only region with any significant non-blueberry farming activity it is the only region where the Pasture/Hay/Grassland cover type is large enough (815 acres) to reach 1% of the total and show up on the pie chart.



In the Western region, where the blueberry barrens extend over roughly 19,000 acres, the proportion of land in blueberry fields is 8% of the region. There are blueberry fields in the Coastal region, roughly 700 acres, but this is too small of a proportion of the total (less than 1%) to be depicted in the pie chart.



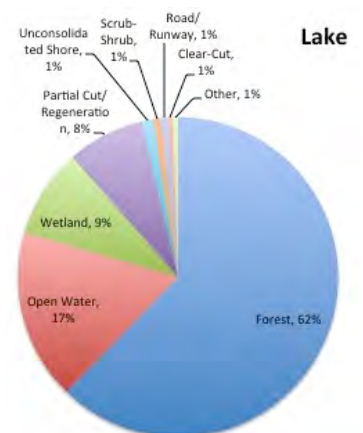
All four regions are comprised of almost 60% forest cover. In the Northern region, where timber harvesting is the primary land use, the proportion of land in the partial cut/regeneration cover type amounts to 21% of the entire region. Nevertheless, partial cut/regeneration is a significant proportion of the land cover type in all four regions comprising 8-15%.



All four regions have extensive areas of wetlands encompassing 9-13% of the land cover type. Not surprisingly, the Lakes region has the highest proportion of open water (17%) but the Coastal and Northern regions each contain sizeable areas of open water as well, 7 and 6 % respectively.

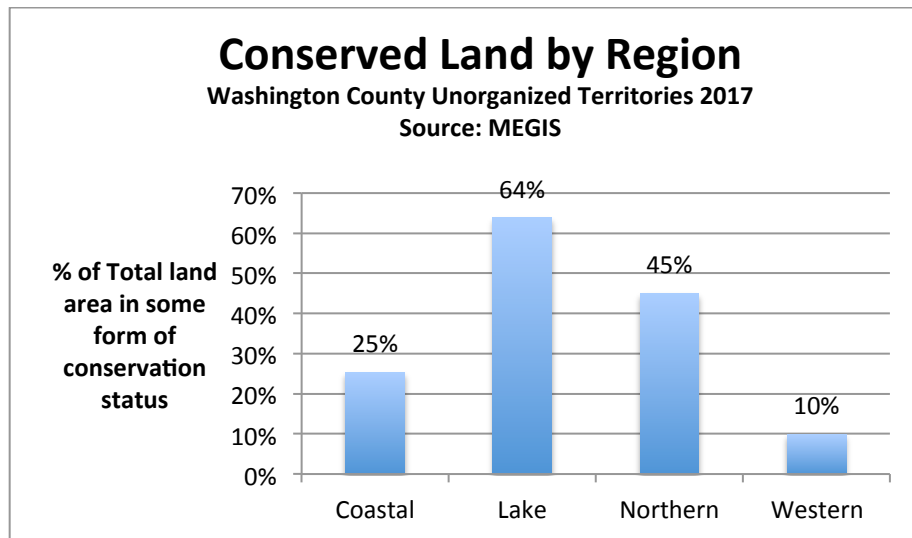
The following chart provides a breakdown of the 'Hydro-land cover' that is embedded in the wetland and open water categories within the pie charts for each region. Obviously much of the 'Open water' in the Coastal region is 'Marine' around the shoreline of Cobscook Bay.

	Coastal		Lake		Northern		Western	
Total:	176050	% of Total	232522	% of Total	244508	% of Total	239258	% of Total
Land	127923	73%	161184	69%	190582	78%	201069	84%
Marine	17798	10%	0	0%	0	0%	0	0%
Lake & Pond	12453	7%	42860	18%	10378	4%	5964	2%
River	824	0%	673	0%	5063	2%	1161	0%
Wetland	17049	10%	27804	12%	38483	16%	31064	13%



Land Conservation

According to the Maine Office of GIS Conserved Lands database 37% (322,476 acres) of the Washington County UT is in some form of conservation ownership. Conservation ownership is classified in that database among several categories including private easement, private fee title ownership, private restricted, private public access easement, public easement, public fee title ownership, or public access easement. The graph below depicts the significant variation in how much conserved land is located in each region.



Of the lands in conservation ownership, 70% are in some form of private conservation easement status with varying levels of public access allowed for traditional uses such as hunting, fishing, snowmobiling and hiking. The database is not especially robust in describing the precise extent of public access. It would take individual review of the actual language in many individual easements to definitively describe the type public access on each property.

The majority of the publicly owned conservation land is included within the Moosehorn National Wildlife Refuge in both the Baring and Edmunds Management Units and in the large parcels of Maine Public Reserve Land contained within Township 18 (the Greath Heath) and Berry Township (Rocky Lake Reserve).

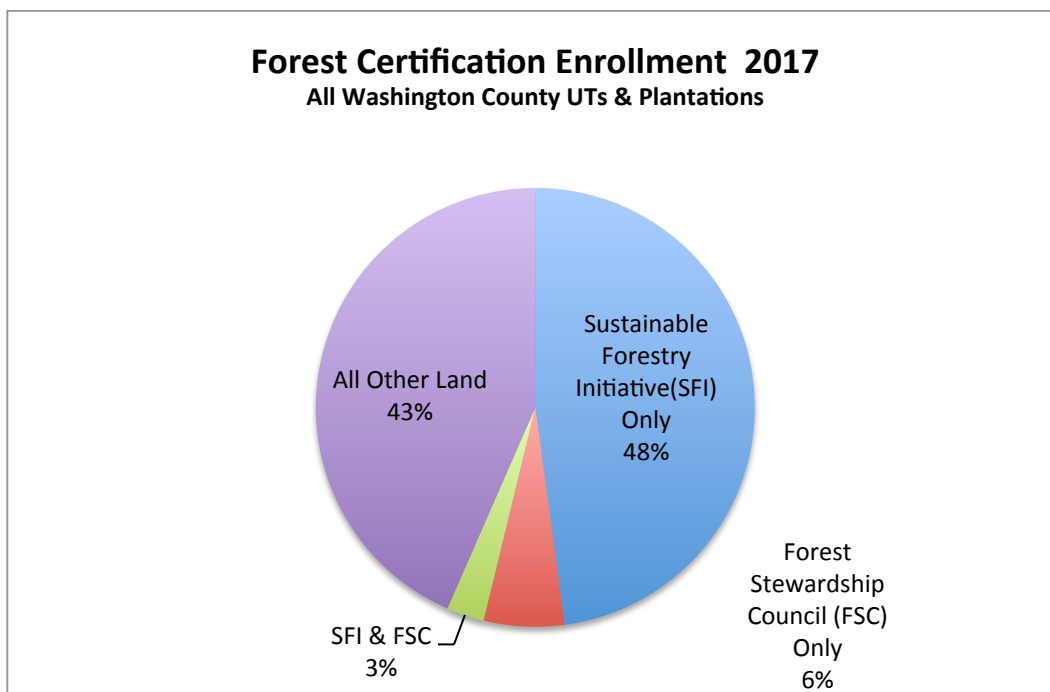
Forestry

At \$8.5 billion/year of direct and indirect economic impacts³, the forest products industry is one of the largest and most important natural resource based industries in Maine. About 6% of the 33,538 jobs in the forest products industry in Maine are located in Washington County. It is not possible to distill the precise proportion of jobs, manufacturing facilities, and supporting industries that contribute to the forest products cluster in the Unorganized Territories of Washington County. It is possible however to describe the significance of the forested land base

³ Anderson, James L. III and Mindy S Crandall. 2016. *Economic Contribution of Maine's Forest Products Industry, 2014 and 2016 (estimated)*. School of Forest Resources, University of Maine. <http://maineforest.org/wp-content/uploads/2016/08/Economic-Impact-report-1.pdf>

of the Washington County UT to the forest products industry in northeastern Maine. While paper mills in the Penobscot River watershed have closed in recent years⁴ the Woodland Pulp mill in Baileyville has restructured as a manufacturer of tissue and continues to expand. This success is partly a response to strong market demand for tissue products (and significantly reduced demand for paper) but it is also supported by a sustainable wood supply from forestland in Washington County particularly the UT as well as from Crown land in the Canadian Maritime provinces.

More than half of the forestland in Maine and in the Washington County UT is in some form of forest certification, defined by the USDA Forest Service as “the process of verifying that forests are planted, grown, and/or harvested and wood products are produced, based on a set of sustainable standards.”



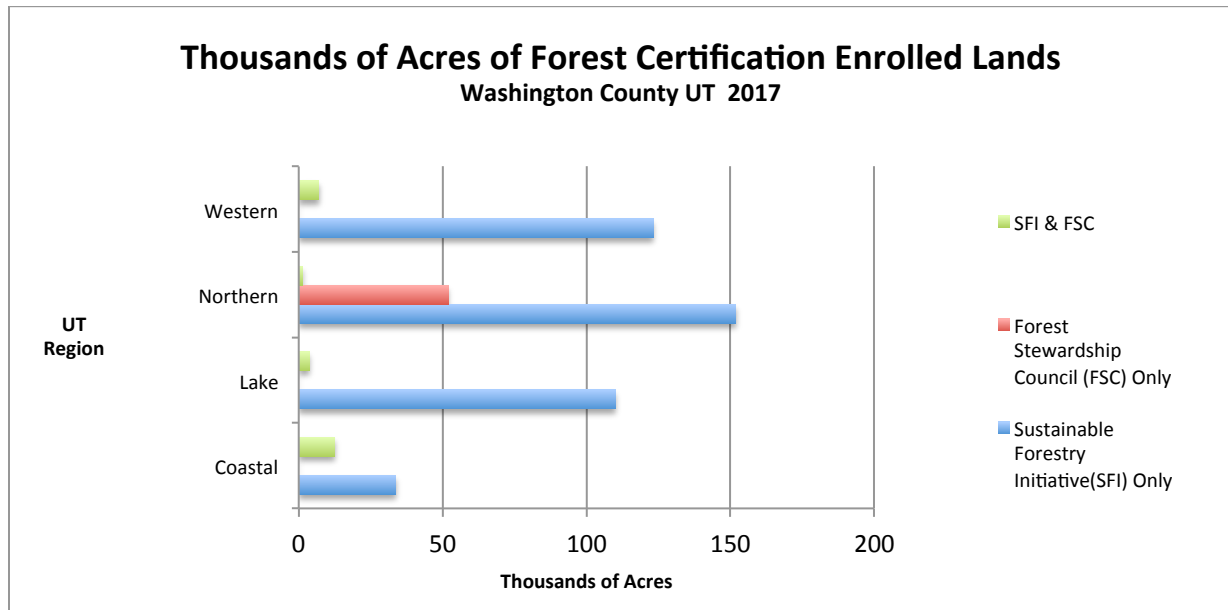
The most common certification is the Sustainable Forestry Initiative⁵ (SFI) though a little more than 50,000 acres in the Northern region is enrolled in Forest Stewardship Council⁶ (FSC)

⁴ <http://bangordailynews.com/2015/09/28/news/penobscot/lincoln-paper-company-files-for-bankruptcy/>
<http://bangordailynews.com/2015/09/29/news/bangor/owners-announce-closure-of-old-town-pulp-mill/>

⁵ SFI was established in 1995. SFI focuses on forestland holdings larger than 10,000 acres, and in fact participation in SFI is a requirement for membership in the American Forest and Paper Association (AF&PA), the forest industry’s primary national trade association. SFI certification means that a company both adheres to SFI principles and has undergone independent third-party evaluation. While SFI participants are not required to undertake third-party certification, many of Maine’s industrial private forestland owners and managers pursued SFI 3rd party certification soon after it was available. <http://www.sfiprogram.org/>

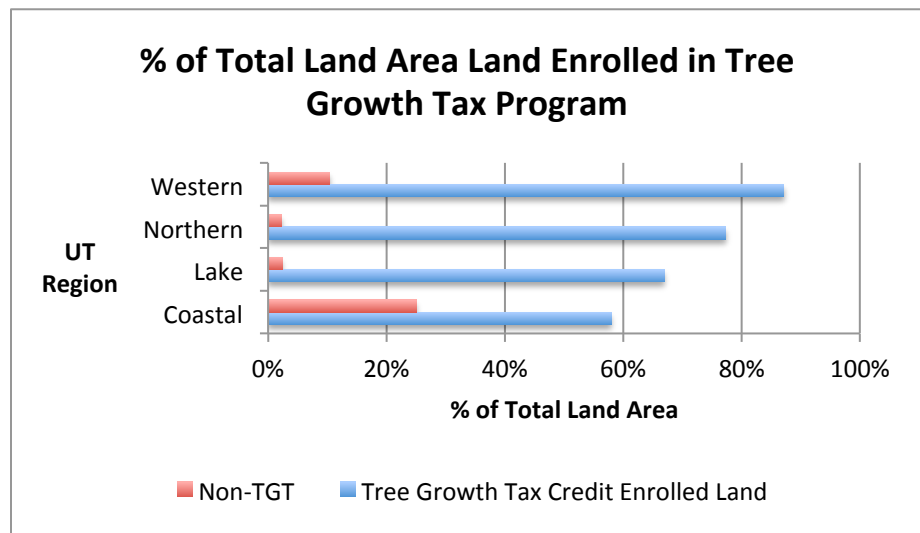
⁶ FSC is an independent international system that certifies forestlands of all sizes. Founded in 1993, FSC’s mission is to promote environmentally appropriate, socially beneficial and economically viable management of the world’s forests. While FSC maintains the standards and procedures, other companies or organizations, including Scientific

certification. The fewest number of acres enrolled in forest certification programs occur in the coastal region where the most development is also located.



Another significant contributor to the stability of the forest land asset base is enrollment in the Tree Growth Tax Program where land values are assessed by the state by a formula that takes into account average stumpage prices, average annual growth, deduction for wood that cannot be harvested and a capitalization rate.

Without this program, according to consulting forester and Maine Forest Products Industry Board Member Fred Huntress, “Maine would not have the scenic forestlands desired by the public for hunting, hiking and watershed protection”.



The value and benefits of the more than 525,000 acres of forestland in the Washington County UT were noted in multiple survey responses (see Appendix 2). There is profound appreciation for the economic benefits of this resource base and equally intense gratitude for the wildlife habitat and watershed protection provided by UT forestlands. Likewise the Maine tradition of

Certification Systems (SCS), SmartWood, and SGS Qualifor (SGS) perform the actual on-the-ground verification. <https://us.fsc.org/en-us>

allowing respectful public access on private land affords Washington County excellent recreation and subsistence benefits. Whether for hunting, fishing, guiding, hiking, snowmobiling, canoeing, kayaking, trapping, bird-watching, or indeed road access to treasured camps, the private lands and, often private road network in the Washington County UT is a collection of assets founded on and a result of management of a vast landscape for forestland.

Farming

The agriculture sector in Washington County is known for its unparalleled production of wild blueberries. Known as the “blueberry capital of the world” blueberry production in Washington County accounts for 74% (29,218 of 39,734 acres) of the total acreage of Maine blueberries⁷ (USDA 2014, p 310). Not surprisingly Washington County also produces just over 50% (206,630 of 411,832 pounds produced, not necessarily sold) of Maine’s honey (USDA 2014, p278). As the US Census of Agriculture does not break down agriculture statistics below the county



Blueberry Barrens at harvest time. Photo by Crystal Hitchings

level our best estimate of the amount of blueberry land in the UT comes from the GIS mapping of commercial blueberry barrens that includes parcels of 40 acres or larger. This analysis indicates that 44%, or 12,867 acres, of the 29,218 acres of blueberry land in Washington County is located in the UT primarily in the western region.

The Fields of Many Colors

by Gordon Lord (late of Alexander, Maine)

What is more beautiful than a blueberry field? Nothing unless you are the blueberry raker or hand picker slaving in the 90 degree merciless heat. The fields of this delicious and healthy fruit could well be called the fields of many colors. After the fields are burned, in the fall or early spring, the color changes to charcoal (or black). During the springtime, if a field is going to be harvested in August when the leaves begin their rebirth, the color gradually changes to varying shades of green. A very few weeks later as the blueberries white blossom emerges, the field, much like a chameleon adds white to its color. In mid July as the blossom begins its transformation to a berry, a gorgeous blue is added to the continuous color changes. In early August the field is nearly covered with blue just in time for its harvest. The blue disappears upon harvest, and shortly along comes Jack Frost, bringing the most magnificent color of them all to the whole field, with many beautiful shades of red that last for weeks. Near the end of the year, the blueberry field again takes on its final color change as the white snow gently covers the land.

<http://www.mainething.com/alexander/community%20life/Making%20a%20living/Farming/SJ%2020th%20CENTURY%20BLUEBERRIES.html>

⁷ USDA 2012 Census of Agriculture. National Agricultural Statistics Service. 2014. Volume 1. Geographic Area Series Part 19 AC-12A-19. Maine, State and County Data.

Cranberries are another crop where Washington County accounts for a significant proportion of Maine’s harvest: 82% or 180 of 220 acres in 2012 (USDA 2014, p 310) however the Census of Agriculture does not tell us how much of this production takes place in the UT.

Washington County’s production quantity of blueberries and cranberries is ranked first among all Maine counties (USDA 2014). Among 2,339 counties nationwide, blueberry production is ranked first and cranberry production is ranked 23rd (among 99 counties), within the top 25 percentile. The



Blueberry Barrens in Fall. Photo by Crystal Hitchings 2016



Working Hands of Washington County UT – Gardener
Original artwork by Kehben Grier of the Beehive Collective 2017

quantity of bee colonies is also ranked first among all Maine counties and 109th nationwide, within the top 4 percentile. Production of broilers and other meat-type chickens is ranked 2nd among Maine counties and 630th nationwide, also within the top 25 percentile. As noted above the Census of Agriculture data is only reported at the county level and not all of this production takes place in the Unorganized Territories. However, as noted above, close to half of Washington County’s blueberry land is located in the UT and the largest producer of “broilers and other meat-type chickens” in Washington County is Tide Mill Organic Farm located in Edmunds Twp.

The visual importance of the blueberry barrens to the growing tourism sector in Washington County should not be underestimated. The vistas across the barrens provide year round scenic views to the surrounding hills and coastline; and

except for a period during the quietest months for visitation (Nov-April) the

barrens are awash in spring pastels, a summer blueberry haze of productivity, and brilliant scarlet in the fall.

Also very encouraging, the market value of agricultural products sold in Washington County increased 134% between 2007 and 2012 from \$66,133,000 to \$154,647,000; and the average market value of products sold increased by 182% over the same time period from \$140,112/farm to \$394,006/farm. The average net cash farm income of operations in Washington County was \$204,698.

Other farming operations are increasing in Washington County in general. There are many small operations inside and outside of the UT and a growing interest in support of the local food economy from land and sea.

Tide Mill Organic Farm in Edmunds is a statewide player in organic chicken, dairy, and vegetable production with recent increases in production capacity and facilities, supported by TIF investment.

Fishing

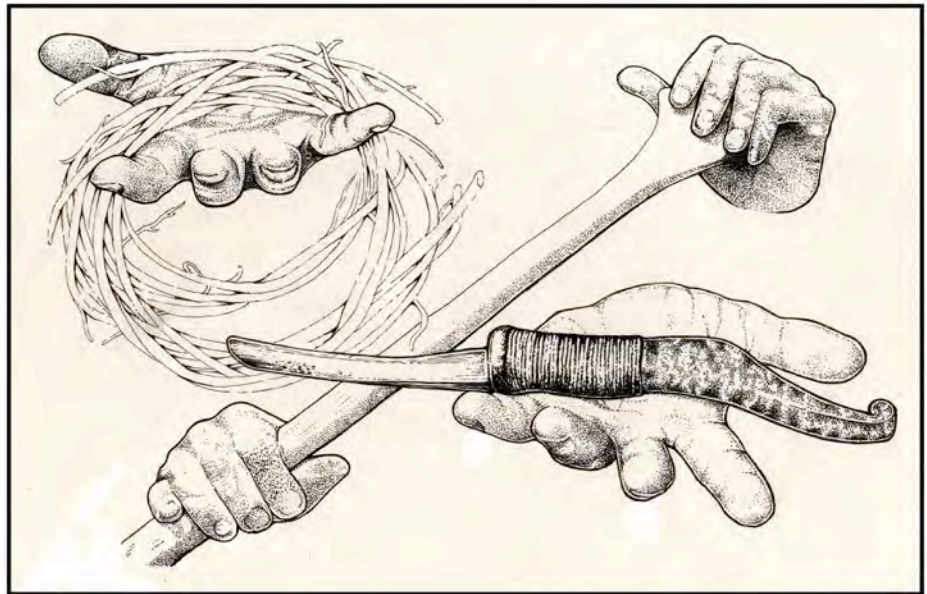
A significant part of the past and present of Washington County revolves around fish. This includes freshwater fish, whether native and stocked; shellfish, whether from mudflats, coastal bays or the Gulf of Maine; sea run (diadromous) fish, including Atlantic Salmon – their listing as endangered species and the efforts to recover their numbers – and river herring or alewife, a prolific fish with habitat and abundance unique in the entire country. All of them are harvested in the Unorganized Territories and contribute significantly to its culture and economy.

While lobster is the most economically significant fishery in Washington County, the infrastructure supporting this fishery is not located within the UT. There are however UT residents who depend on the lobster fishery for their livelihoods. Though they secure their fishing boats in the harbors of nearby organized towns, they sell their catch or ship their products using small businesses both within and outside of the UT.

Softshell clams are managed and harvested within the UTs of Trescott and Edmunds and annually support 25-35 commercial and 5-10 recreational harvesters. There are offshore shellfish resources that provide income for some UT residents comprising scallops, mussels, quahogs, urchins and periwinkles.



Freshwater fishing in the UT has a storied tradition. There is a world-renowned tradition centered on canoe building in both the Native American and Grand Lake Stream communities. There are dozens of Maine Guides operating throughout the UT providing direct access to fishing and hunting opportunities to hundreds of visitors annually. The recreational benefit of these activities is described below. The fisheries on which many Maine Guides depend for their livelihoods



Working Hands of Washington County UT – David Moses’ Hands
Original artwork by Kehben Grier of the Beehive Collective 2017

are diverse and include large and smallmouth bass, eastern brook trout, land-locked salmon among many others. As described in the minutes of public meetings in the northern region (Forest City, August 29, 2017) the desired distribution of freshwater species as well as the allowance for the return of river herring (alewife) species in certain watersheds is not without controversy. In addition, and as also described in the same meeting, changes in the enforcement of international border crossing rules on waters in the upper St Croix River and watershed lakes is having a negative impact on the ability of Maine Guides to provide access to waters on which they have guided visitors for generations.

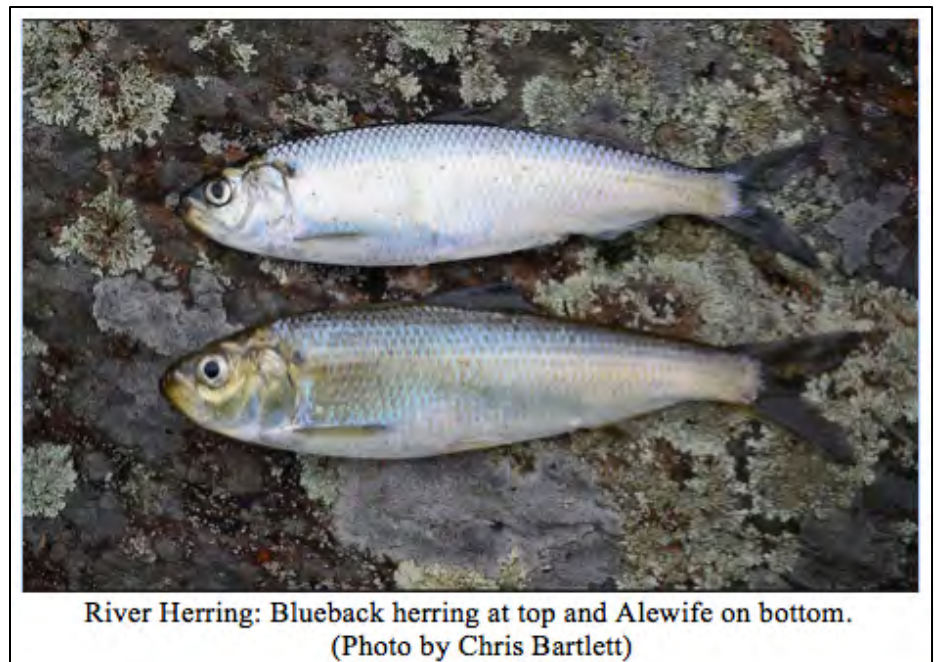
Appendix 4 provides nine maps of the habitat (existing and potential) of fishing resources of the Washington County UT separated among the four planning sub-regions including:

- *Coastal Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat
 - Sea Scallop and Softshell Clam Habitat
- *Lake Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat
- *Northern Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat
- *Western Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat

Note that we did not depict the many sports fishing species on the maps because of their ubiquity throughout the watersheds of Washington County. They include, in rivers, streams and lakes: Brook Trout (including Splake and Arctic Char), Brown Trout, Rainbow Trout, Landlocked Salmon, Togue (Lake Trout), Bass (Largemouth & Smallmouth), Whitefish, Smelts, and Pickerel.

Most of the rivers in eastern Maine are largely accessible to sea-run fish from their headwaters to the sea, rare in New England, along the eastern seaboard, and nationally. In fact, a recent study issued by The Nature Conservancy points to fish passage at the few dams remaining in the East Machias watershed as among the top ten most important fishladders of the 13,000 dams they assessed from Virginia north to Maine. The East Machias River still has populations of all its original sea run fish and an extensively undeveloped watershed, much of it in the Coastal and Lakes regions of the Washington County UT.

The river herring populations in the East Machias are some of the strongest in Maine and are of national significance. East Machias town officials and other people in East Machias recognize this fact and pride themselves on their stewardship of the resource. Enthusiasm for river herring restoration is conspicuously absent in the Northern regions of the UT where sports fishermen consider them detrimental to the managed sports fishery. While the Passamaquoddy



Tribe supports the EPA-ordered⁸ restoration of river herring to the St Croix watershed, others question⁹ whether their habitat ranged as far inland as is depicted on the maps in Appendix 4. Fish counts at the dam in Milltown in Calais indicate runs of 36,016 river herring in 2016, a large drop from 2015 (76,804) but still higher than the ten year average of 27,765 (2006 – 2015)¹⁰, and an increase to 144,512 in 2017. The dams that create the many impoundments in the UT watersheds are depicted on these maps as well. Management of the dams on the St Croix River

⁸ <http://bangordailynews.com/2012/07/11/environment/epa-ruling-supports-restoration-of-alewife-migration/>

⁹ <http://bangordailynews.com/2012/05/15/news/state/group-threatens-epa-with-lawsuit-over-st-croix-alewives/?ref=regionstate>

¹⁰ Goreham, R and H. Almeda. 2016 Milltown Fishway Research Trap Report, St Croix River, New Brunswick and Maine. St Croix International Waterway Commission. 2016

is of critical importance in retaining water levels in many lakes and shorefront properties in the UT as well as in recreational use of the St Croix River itself.

Several partner organizations¹¹ are actively working on river herring restoration efforts in Washington County. Much of this effort aided by the undeveloped condition of the upper watersheds located in the UT. River herring are currently harvested primarily for bait but also for human consumption. The significance of their restoration may be tied more critically to the food supply they provide to the ground fishery in the Gulf of Maine¹².

Fun!

For years the natural resources-based industries in Maine have been described in the three areas of farming, fishing and forestry. At the outset of this planning project the Process Committee recognized the diverse and widespread recreational opportunities in Washington County and dubbed a fourth natural resource-based sector *Fun* and the name stuck.



The recreational assets in the Washington County UT are almost entirely based in the outdoors and are a direct result of the widespread existence, management and conservation of the farms, waterways and forests. In the UT's mostly private forests one can hunt, trap, camp, ski, snowmobile, snowshoe, ride an ATV, watch for wildlife, and hike for miles. On the UTs lakes, rivers, streams and coastal shorelines one can fish, boat, canoe, swim, camp, kayak, dig for clams and also watch wildlife. On land and over water one can easily secure the expert services of a Maine Guide to ensure the experience is safe, informed and profound.



The scenic quality of all three sectors

¹¹ Downeast Salmon Federation, Sunrise County Economic Council, Maine Center for Coastal Fisheries, Washington County Council of Governments, and Maine Coast Heritage Trust among others.

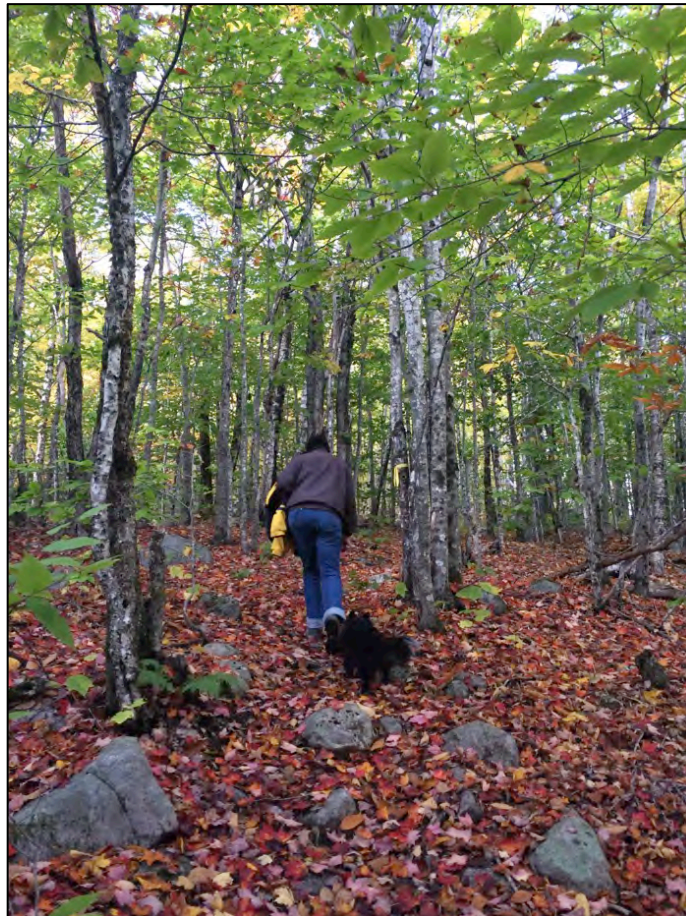
¹² Recovery of Maine's Coastal Fisheries – A research collaboration between Bowdoin College, Bates College, the University of Southern Maine and the Penobscot East Resource Center. 2015

is exceptional and perhaps best represented in the views across the blueberry barrens that are the most significant component of farming in the UT.

Access

While Washington County and its UT are literally remote from many population centers, once here an individual can obtain access to land and water with relative ease. Most of the extensive areas of conservation land allow some form of public access. Likewise the tradition of allowing access for traditional uses such as hunting and fishing continues on most private lands whether in conservation ownership or not. There are also public boat launches, trailheads, and water access points somewhere on virtually every lake, river and coastal shoreline throughout the UT.

The Recreation Suitability model described in **Chapter 4 Contemplation** depicts a wealth of recreational assets. While reviewing model input and outputs this abundance nearly obliterated the background base map with the many overlapping symbols for water access, hiking trails, hunting camps among others. Indeed the symbols for freshwater fishing were so widespread that they were not added to the map because they overwhelmed the graphical view of the region and analysis itself. The surrogate for all of those fish symbols was a boat launch access site.



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Chapter 4 – Contemplation

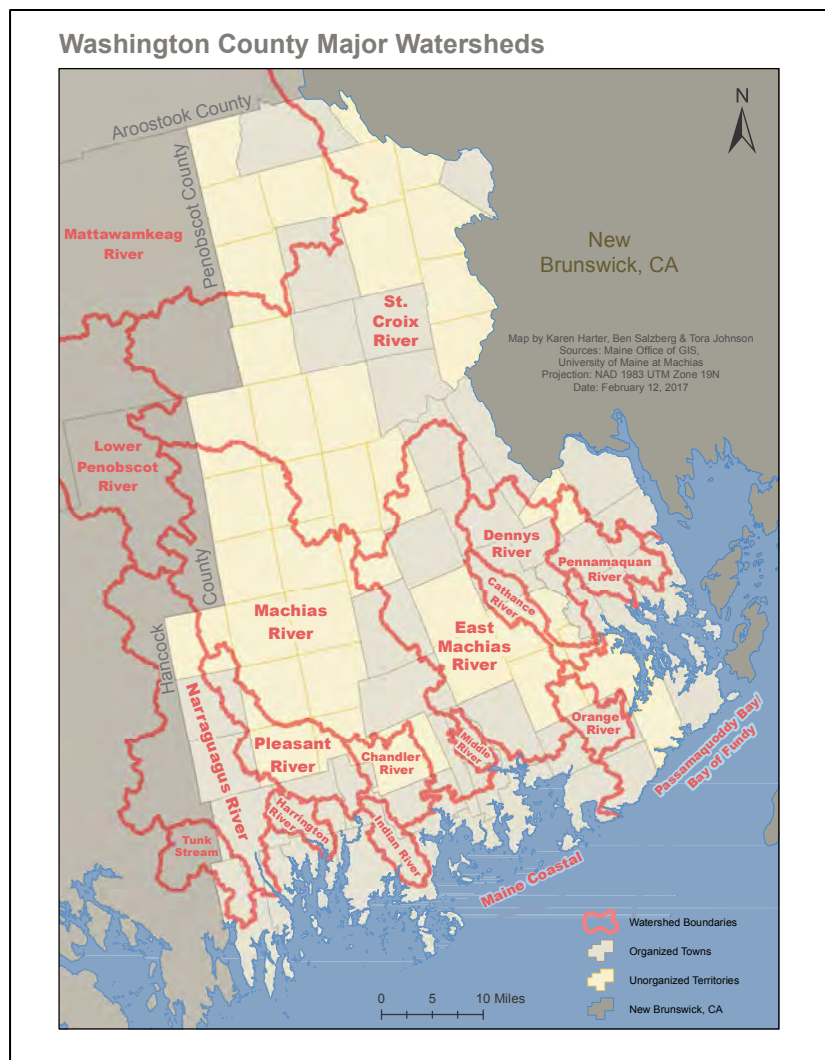
This chapter describes the deliberations of project staff and the Planning Committee (See Appendix 1). It provides an assemblage of the data, including an understanding of its limitations; an analysis of mapped information, particularly the information embedded within the spatial data; a review of permitting trends; and input from residents and property owners. The planning area is vast so this chapter also describes how choices were made about where to focus; and the criteria used to make those decisions.

The Unorganized Territories (UT) in Washington County comprise some 800,000 acres of land situated in the headwaters of over a dozen watersheds including a portion of the Mattawamkeag and all or most of the St. Croix, Narraguagus, Pleasant, Harrington, Chandler, Indian, Machias, East Machias, Cathance, Dennys, Orange, and Pennamaquan Rivers.

Population and Housing

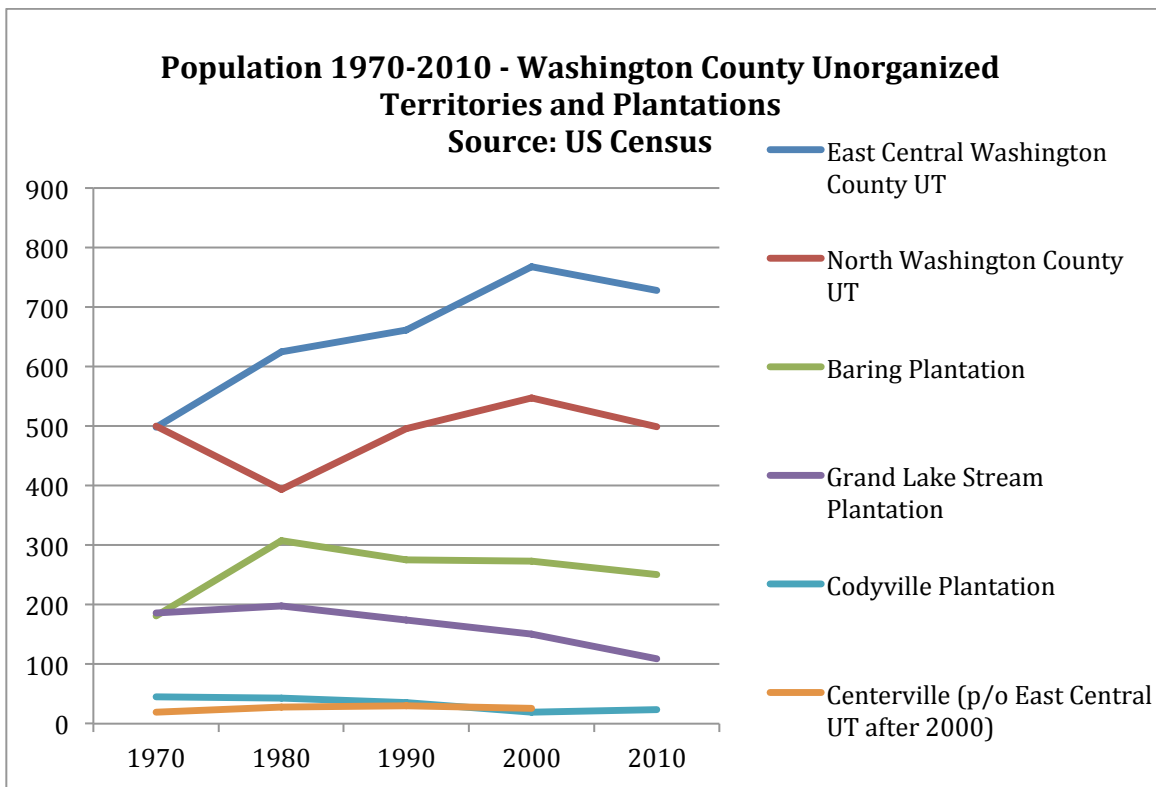
The area is very lightly populated, 1511 residents (2014 American Community Survey estimate) among 37 Minor Civil Divisions (MCDs) including 34 Unorganized Territories and three Plantations. The US Census has aggregated population data for the Minor Civil Divisions within the UT in various ways since the first census of 1790. As in all of Washington County the UTs and Plantations saw peaks in population during the 1860s and 1870s, and in some areas in the early 1900s, and then a generally downward trend to the present day.

Except for the joining of Centerville into the East Central Washington County UT Census division in 2010, the US Census has used the same aggregations since 1970 as shown below.



Minor Civil Division (MCD) (Census divisions 1980-2010)	UTs and Plantations included in MCD
Baring Plantation	Baring Plantation
Centerville Town	Centerville (deorganized 7/1/04, then part of the East Central County UT)
Codyville Plantation	Codyville Plantation
Grand Lake Stream Plantation	Grand Lake Stream Plantation
East Central Washington County UT	Berry, Cathance, Edmunds, Marion, Trescott, Twp 19 ED BPP
North Washington County UT	Big Lake, Brookton, Devereaux, Dyer, Forest City, Forest, Fowler, Greenlaw Chopping, Kossuth, Lambert Lake, Sakom, Twp 6 ND, Twp 6 R1, Twp 8 R3, Twp 8 R4, Twp 11 R3, Twp 42 MD, Twp 43 MD,

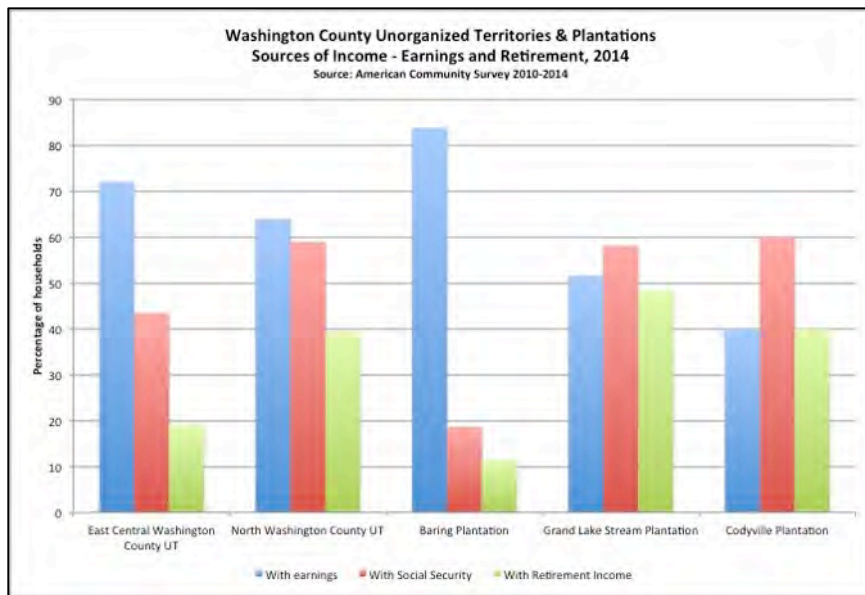
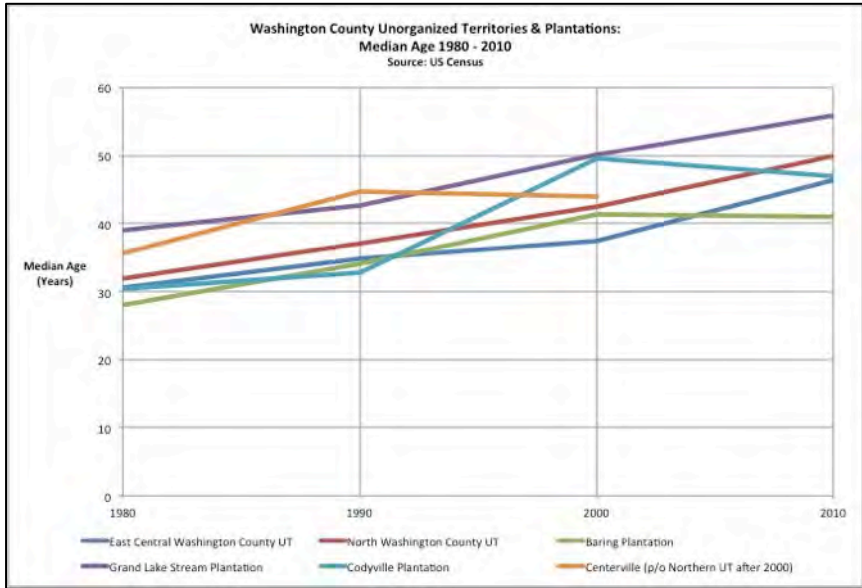
The population of the UTs and Plantations rose in the 1970s in Baring and the East Central UTs and has leveled off or declined since 1980 in Baring, Grand Lake Stream, Centerville and Codyville. The period between 1980 and 2000 saw population increases in the North and East Central UTs but declines since 2000 – see chart below.



In addition to a general decline in population in the UTs and Plantations those who remain are older as seen in the steadily increasing median age since 1980 (see chart below).

Only Baring and Codyville Plantations have seen a minor decrease in median age between 2000 and 2010.

Associated with a higher median age is a high relative contribution of Social Security and retirement income as a percentage of household income. Baring Plantation and the East Central UTs are located closest to employment centers and have a correspondingly greater relative contribution to household income from earnings. Note that data from Codyville Plantation is based on only 5 households and has very high margins of error.

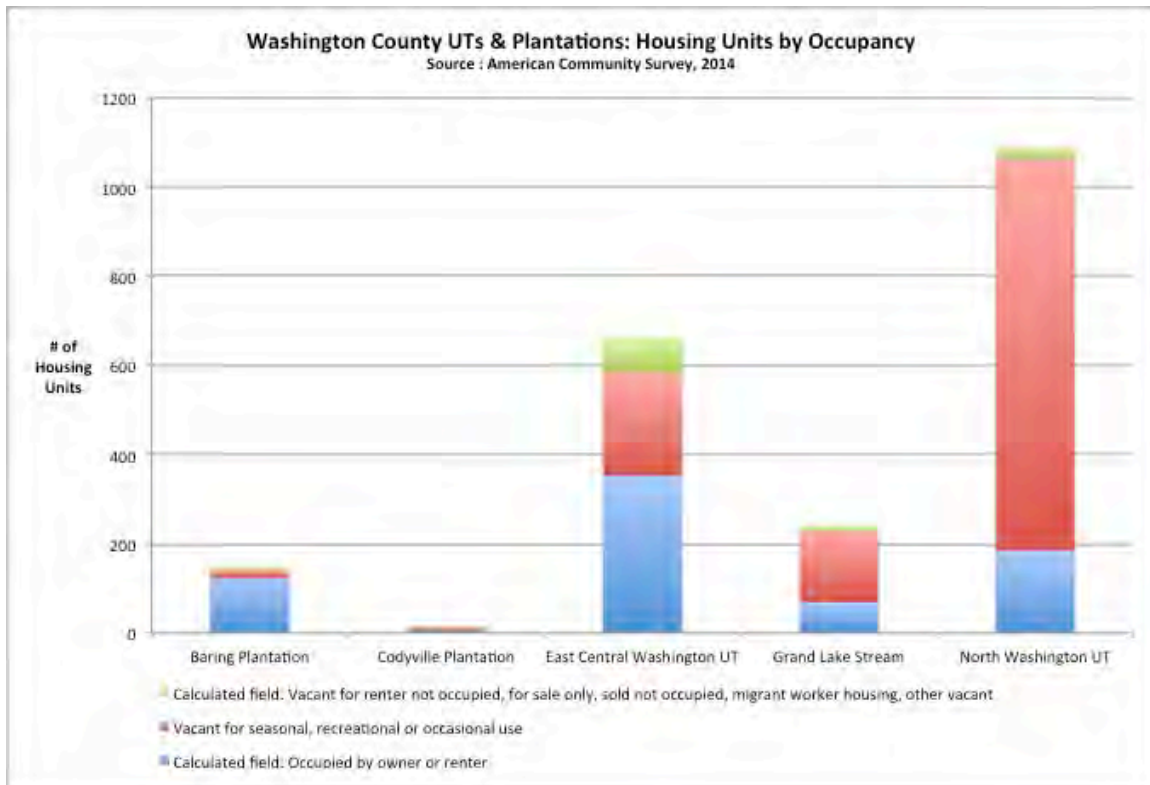


IMPORTANT NOTE: With the abandonment of the long form in the 2010 census we can only assemble income information through the American Community Survey (ACS). The ACS was started in 2005; in rural areas it is conducted every year but released in 5-year estimates. These ACS 5-year estimates are based on a very small sample, and are therefore subject to often-substantial sampling variability. The degree of uncertainty for an estimate arising from sampling variability is represented through the use of a margin of error, whenever possible. The margin of error can be interpreted roughly as providing a 90 percent probability that the interval defined by the estimate minus the margin of error and the estimate plus the margin of error (the lower and upper confidence bounds) contains the true value. Where these margins of error are significant it is noted in the text.

Housing occupancy also indicates a similarly higher proportion of resident households in Baring and the East Central UTs when compared to all other parts of the UT and other Plantations. In the chart below of housing occupancy note that the multiple characteristics of occupancy are condensed into calculated fields as follows:

- Occupied housing units are the sum of those occupied by a renter or an owner
- Vacant housing units are separated into:
 - Those used for seasonal recreation or occasional use, and

- The sum of those that are: vacant for rental but not occupied, for sale only, sold but not occupied, migrant worker housing, and other.

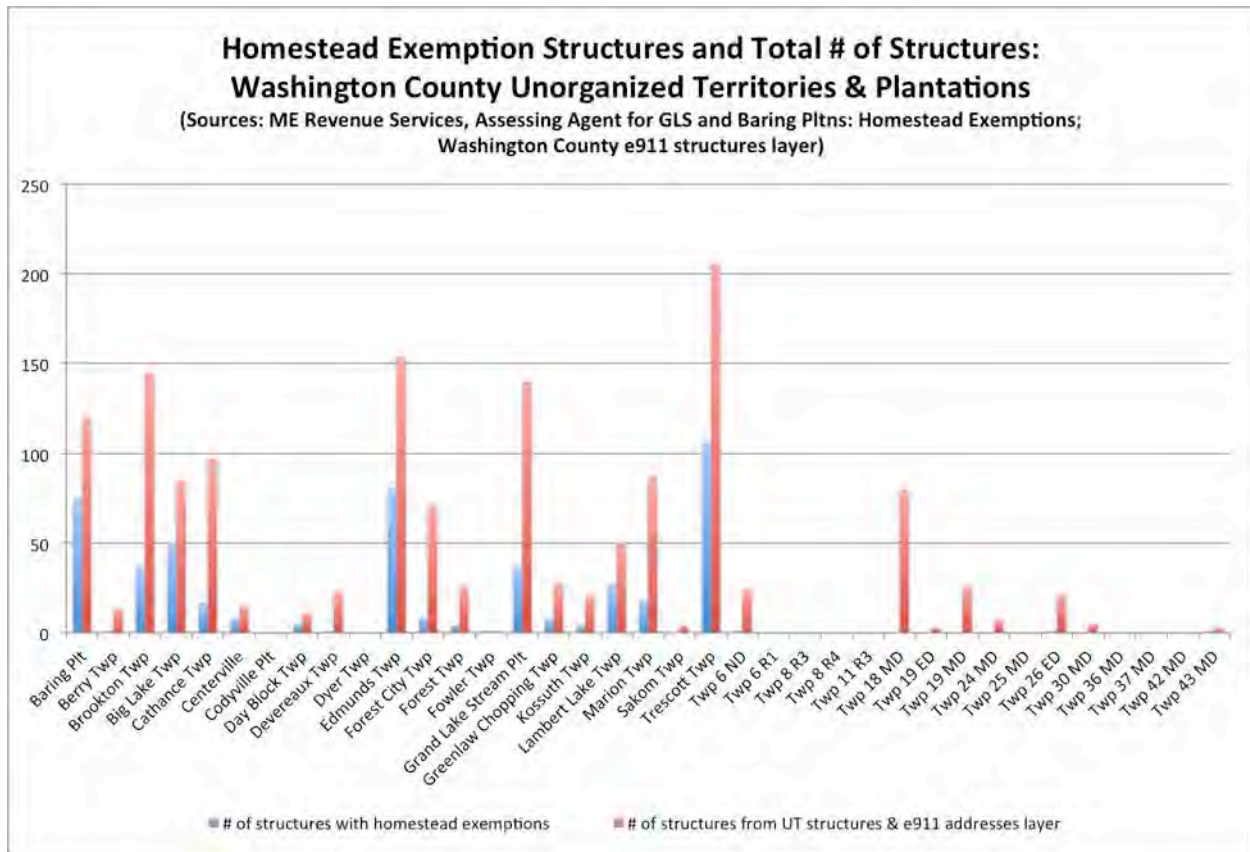


A picture of the year round and seasonal occupancy within each UT and Plantation can be drawn by charting the number of structures that have homestead exemptions and the total number of structures. There are limitations to this approach given the data sources we must rely on as follows:

- We assume that all structures with homestead exemptions in the assessment records are year round residents because you must be a year round resident to qualify for a homestead exemption; however a new owner must wait a full year to be eligible for the homestead exemption and it is also possible that some year round residents do not apply for the homestead exemption.
- The total number of structures from the UT structures and e911 addresses layer was recently completed but is based on air photo interpretation in places and may miss some structures.
- Not all non-year round structures are used seasonally; they can be vacant for other reasons – see chart above.

With these qualifications however we can get a general picture of the proportion of structures in use by the year round population (see following chart); note that the number of structures with homestead exemptions is part of the total number of structures in the red bar. Thus, for instance, approximately half of the structures in Trescott, Lambert Lake

and Edmunds are occupied by year round residents whereas only about 15-20% of the structures in Cathance and Marion are occupied by year round residents.



Criteria for Narrowing Scope of Planning Effort

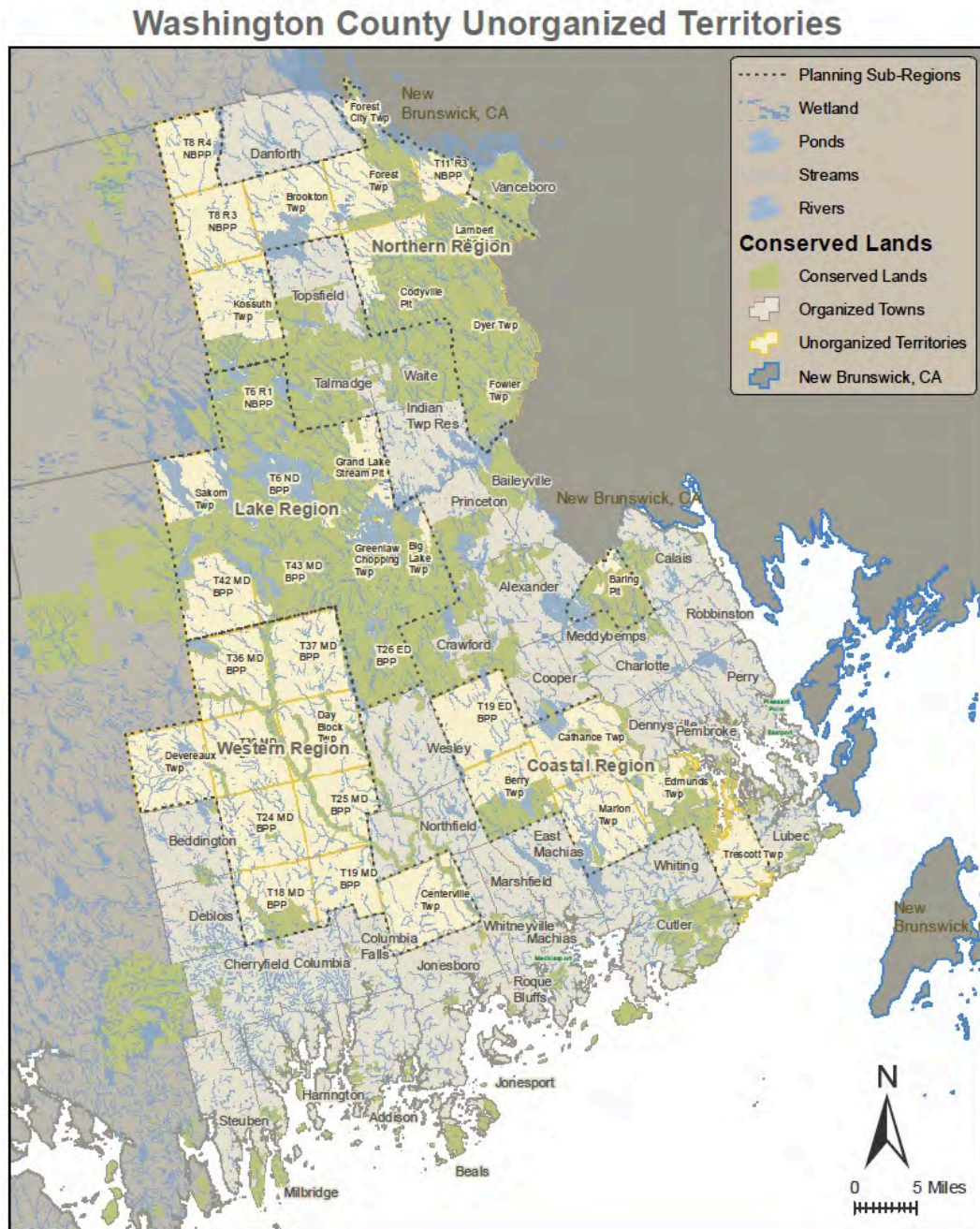
Given the enormous area within the Washington County UTs and Plantations as well as the very low or non-existent population density in many areas, criteria were developed to focus on where to propose new prospective zoning districts.

Multiple criteria were developed and used to reduce the number of UTs and Plantations in which to conduct prospective zoning to a manageable size. Each criterion suggests whether to proceed with prospective zoning however no single criterion has “veto power” over whether to proceed or not. Nor does a Township or Plantation have to meet the threshold established for every single criterion to be an area for prospective zoning.

NOTE that the assembly of information by which to narrow the scope of the planning effort also provides very useful information for planning and prospective zoning purposes. Thus the exercise provides both a means of narrowing our scope and informing prospective zoning decisions within individual UTs and Plantations.

Four planning sub-regions were established to assist with analysis and public participation. They are described in the following bullets and shown on the map on the following page:

- Northern Region: includes the northern St Croix watershed, woodlands above Route 6, townships on north western WC border;
- Lakes Region; includes lakes, recreation, guiding, woodlands;
- Western Region: includes the southwest working forest; upper watersheds of the Narraguagus, Pleasant and Machias rivers; and blueberry barrens;
- Coastal Region: includes the East Machias and Dennys River watersheds, ocean shoreland, and Baring Plantation.

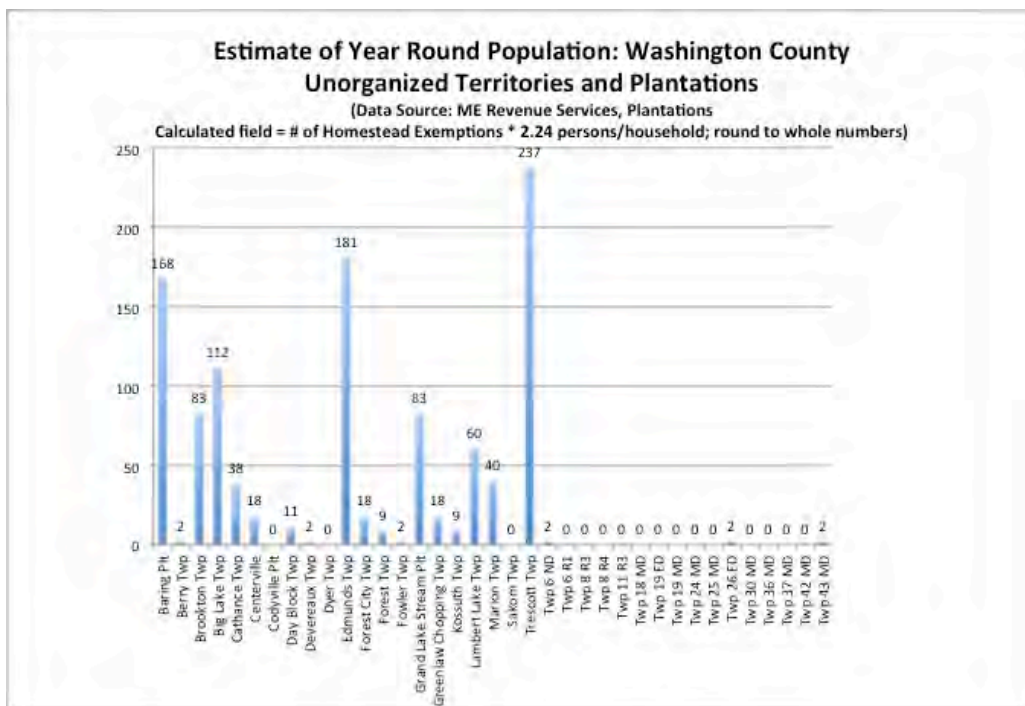


Population Criterion (#1)

In order to create a criterion based on population within each UT and Plantation we needed to address the data limitations of the US Census aggregations. As described above census data differentiates each of the three Plantations but aggregates multiple UTs into two census districts. There are six UTs in the East Central Washington County UT census district and 18 UTs in the North Washington County UT census district.

We derived population data for each UT and Plantation by using homestead exemption data from assessment records. The assumption is that those who are eligible for homestead exemptions would apply for them and that only year round residents are eligible for this property tax exemption. We therefore assembled the assessment records from Assessing Agents for the Plantations and from Maine Revenue Services for the UTs. We further multiplied the number of homestead exemptions by 2.24 based on the 2010 US Census and 2014 American Community Survey 5-Year Estimate values for the “average household size of owner-occupied units” for the Washington County Census figure of 2.24 persons/household. Final population estimates were rounded to whole numbers.

Average Household Size (persons per household) in Washington County	
1980 (US Census)	2.79
1990 (US Census)	2.55
2000 (US Census)	2.34
2010 (US Census)	2.24
2010-2014 (American Community Survey 5-Year Estimates)	2.24



Population Criterion (#1): Conduct Prospective Zoning in UTs and Plantations where year round population exceeds 50.

Conclusion: This criterion and threshold suggest conducting prospective zoning in: Baring, Big Lake, Brookton, Edmunds, Grand Lake Stream, Lambert Lake and Trescott.

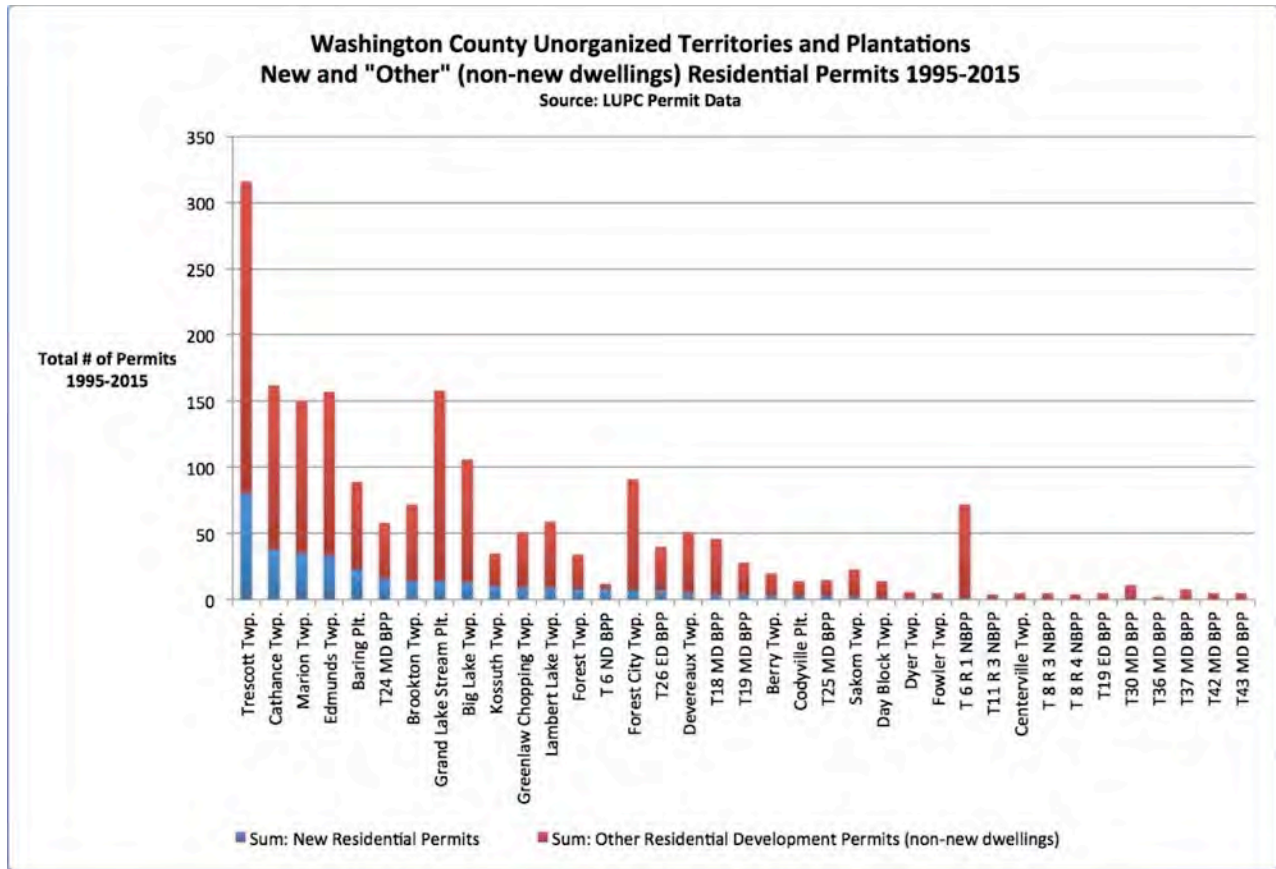
Residential Development Trend Criterion (#2)

The Land Use Planning Commission maintains records of permits issued in digital format back to 1995. This provides 20 years of development permit data on which to determine a criterion based on new development activity and/or development pressure.

Just as important as new residential permits are other-residential permits: permits issued to those who already live in the UT and Plantations. The total number of new residential permits issued in 20 years is 353 whereas the total number of other-residential permits issued in 20 years is 1,585, about four times the number of permits for new residential structures.

Other-residential development permits exclude those actions that included, in part or in whole, a new dwelling. Examples of other-residential permit activity include, but are not limited to, additions, porches, time extensions, accessory structures, subsurface wastewater disposal systems, reconstructions, and change in dimensions.

New residential structures and other-residential permit activity is distributed among the UTs and Plantations as described in the chart below. Note that there were no new residential dwelling permits issued over the 1995-2015 period in: Centerville, T8 R3 NBPP, T8 R4 NBPP, T19 ED BPP, T30 MD BPP, T36 MD BPP, T37 MD BPP, T42 MD BPP, and T43 MD BPP. However there were at least two other-residential permits issued in every Washington County UT and Plantation between 1995 and 2015.



If we use the number of new residential permits as a criterion, with a threshold of more than 20 permits over 20 years, then we would conduct prospective zoning in: Trescott, Cathance, Marion, Edmunds, and Baring.

If we also use the number of other-residential permits as a criterion, with a threshold of 40 permits over 20 years, then we would conduct prospective zoning in: Trescott, Grand Lake Stream, Cathance, Edmunds, Marion, Big Lake, Forest City, Twp 6 ND, Baring, Brookton, Lambert Lake, Devereaux, Greenlaw Chopping, Twp 18, and Twp 24.

However the Planning Committee wished to understand not only where the greatest amount of development activity was occurring but to also understand:

- a) How residential permitting was changing over time.
- b) Whether there was commercial or recreational activity that suggested the need for prospective zoning. This second question is addressed separately by the *Non-residential Development* criterion (#3).

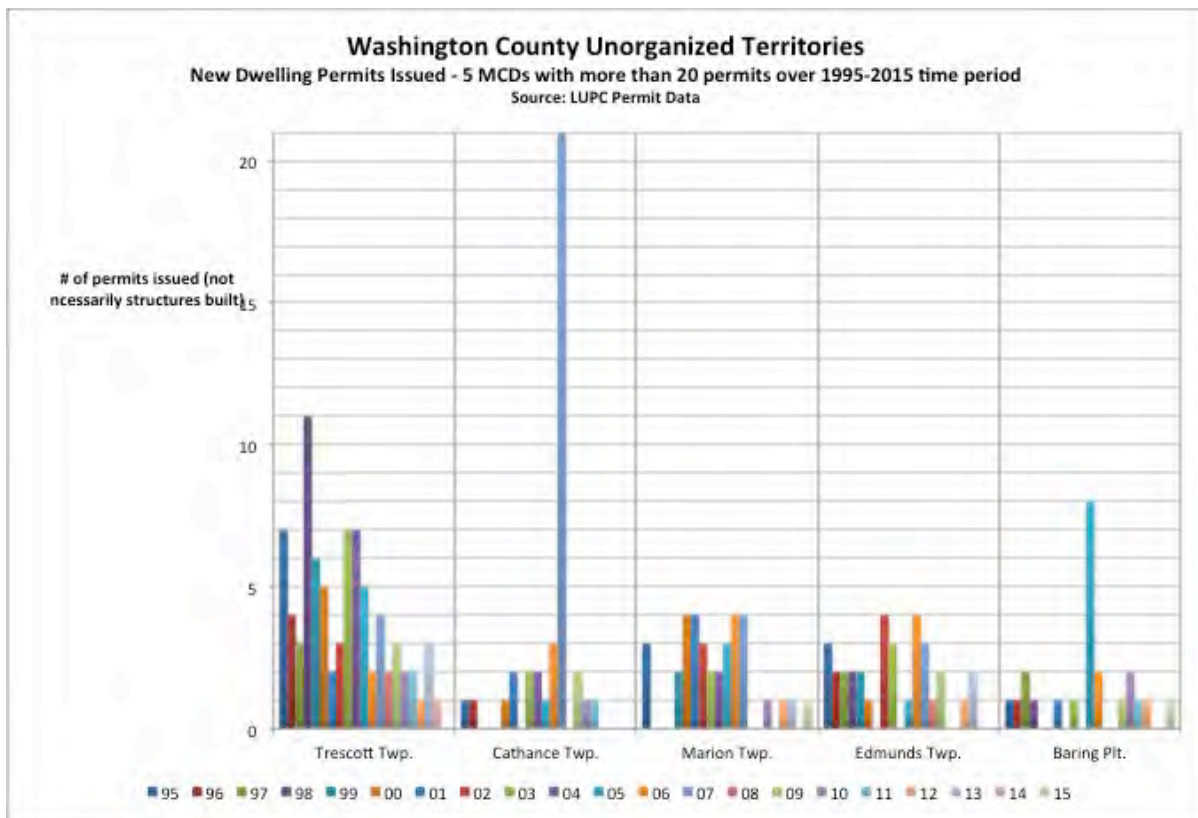
New Residential permit activity over time

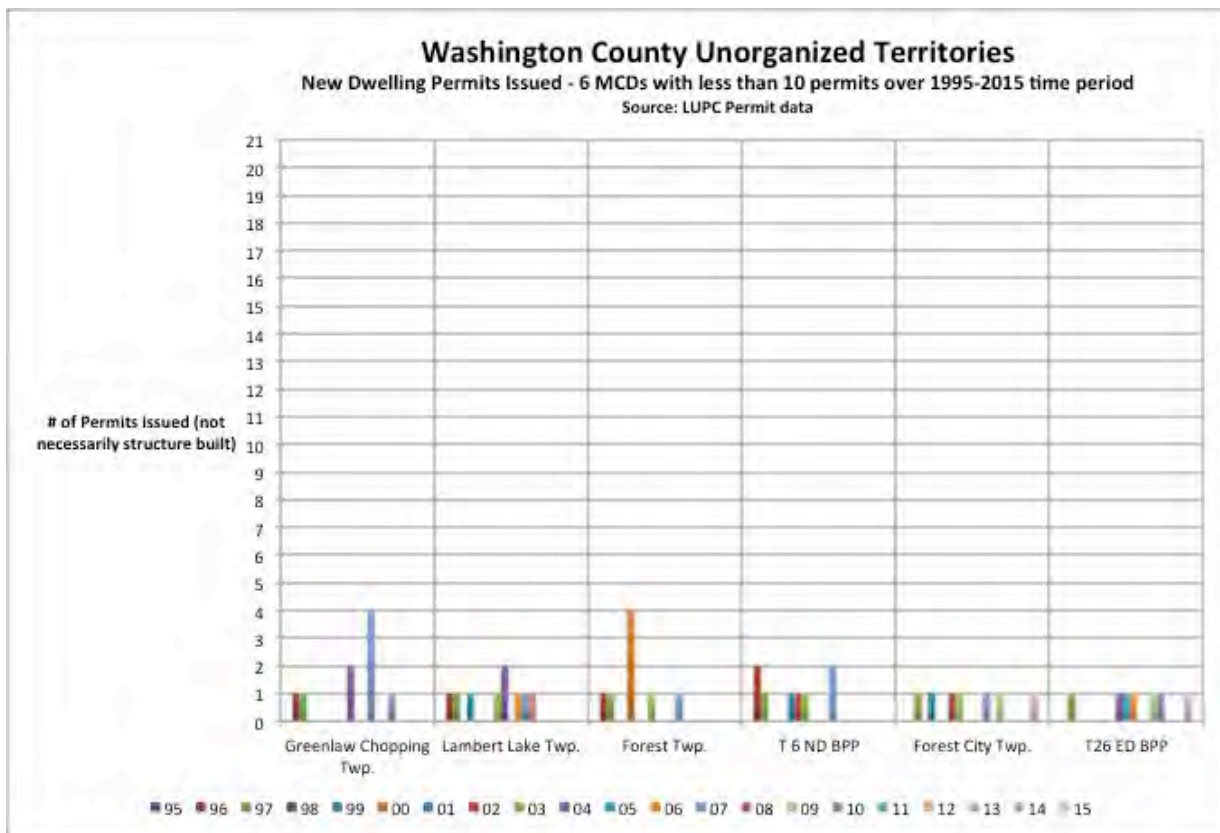
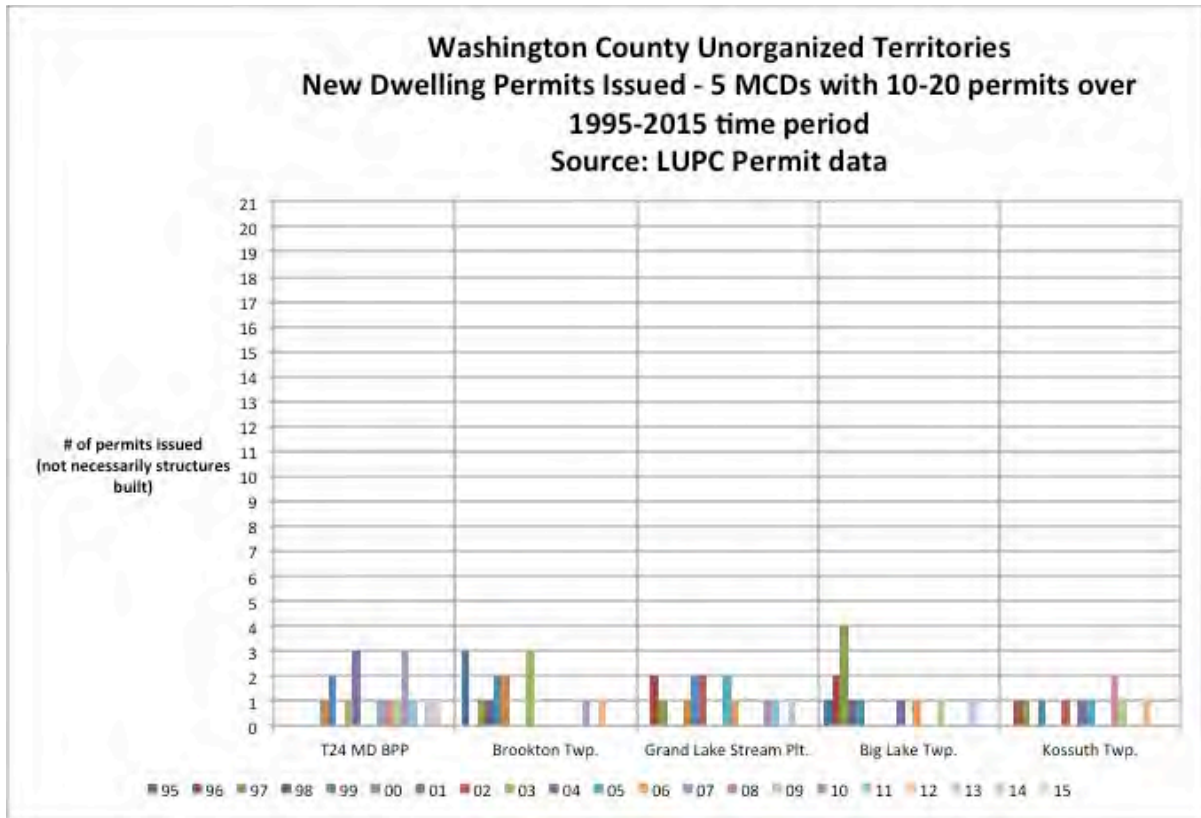
We can chart the number of new dwelling permits over the 20-year time period of 1995-2015. These are grouped in three charts (UTs and Plantations with five or less new dwelling permits over 20 years are not plotted.):

- a) Five UTs and Plantations with more than 20 new dwelling permits between 1995-2015 (Trescott, Cathance, Marion, Edmunds, Baring)
- b) Five UTs and Plantations with more than 10-20 new dwelling permits between 1995-2015 (Twp24, Brookton, Grand Lake Stream, Big Lake, Kossuth)
- c) Six UTs and Plantations with 6-10 new dwelling permits between 1995-2015 (Greenlaw Chopping, Lambert Lake, Forest Twp, T6 ND BPP, Forest City, T26,ED BPP)

Note 1 – MCD = Minor Civil Division and includes all types of organized and unorganized municipality, plantation, and territory in Maine.

Note 2 – There is a lot of data to parse visually in the following three charts. To aid the reader in understanding the charts: vertical gridlines separate each UT or Plantation, horizontal gridlines are drawn for individual permits, and colored bars (for each year) are presented within each chart in order (left to right). The UTs and Plantations with the highest number of total permits over the 20 year period are arranged in descending order from left to right.





The following conclusions can be drawn from tracking new dwelling permits over time:

- a) Except for a small spurt of activity in Twp 24 (six new dwelling permits since 2009) new residential dwelling permits have dropped everywhere by 50-100% since the housing bubble burst in 2007/2008.
- b) There was very little new residential permit activity throughout the UT and Plantations in the last two years of data (2014-2015).
- c) Trescott has the largest number of new residential permits overall and, while it has dropped since 2007 it has seen steady permit issuance each year except 2015.
- d) Cathance has the second largest number of new dwelling permits but over half (21 out of 38) are attributable to one subdivision and many of those permitted dwellings are not yet constructed.
- e) Marion has the third largest number of new residential permits and, if the single large subdivision in Cathance is excluded, Marion would be second in total permits and has a rate of adding new dwelling units that is lower than Trescott but as consistent as Trescott over time.
- f) Edmunds and Baring, like Marion, each have a lower but consistent rate of adding new residential permits over time.
- g) Twp 24 and Brookton had the next highest amount of new dwelling permits after those in the group above. However all but two of the permits in Brookton preceded 2003 while most of the new dwelling permits in Twp 24 were issued after 2004 (after reconstruction of Route 9).
- h) Both Grand Lake Stream and Big Lake have seen one or two new permits issued every few years with more activity in the late 1990s and early 2000s.

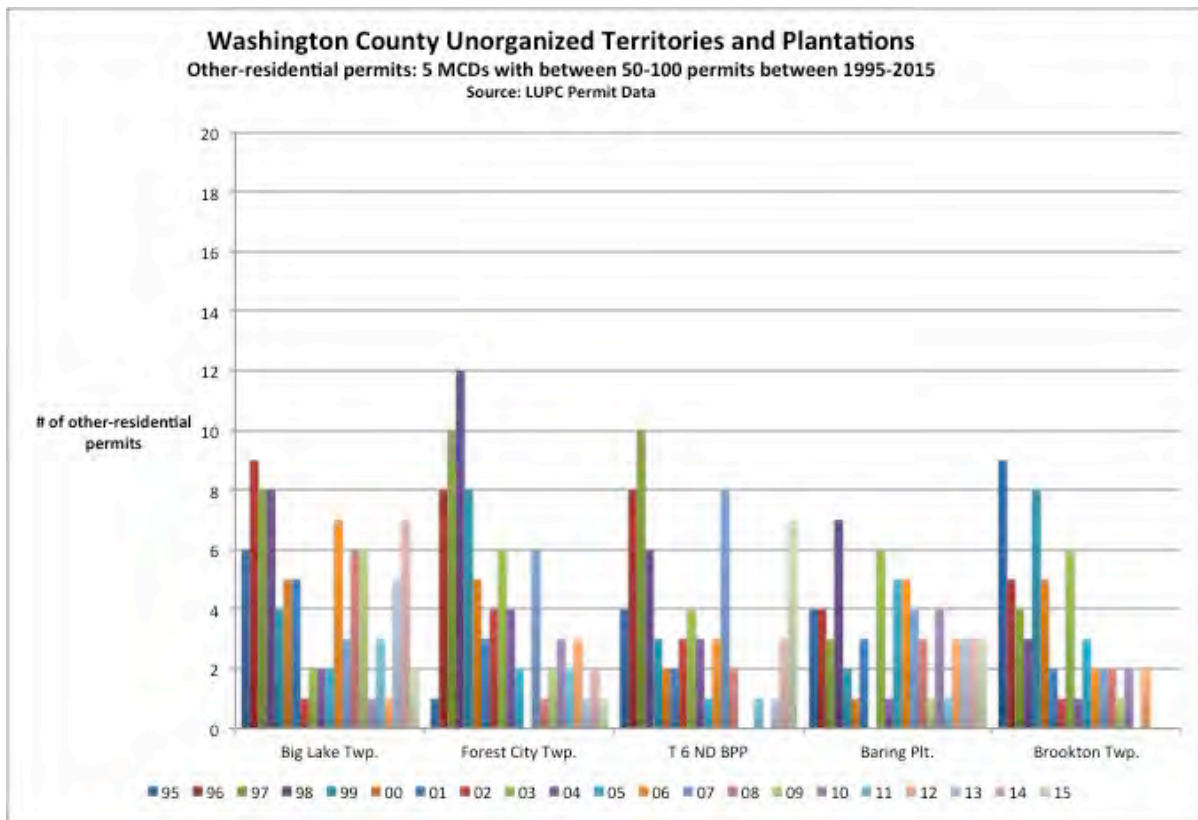
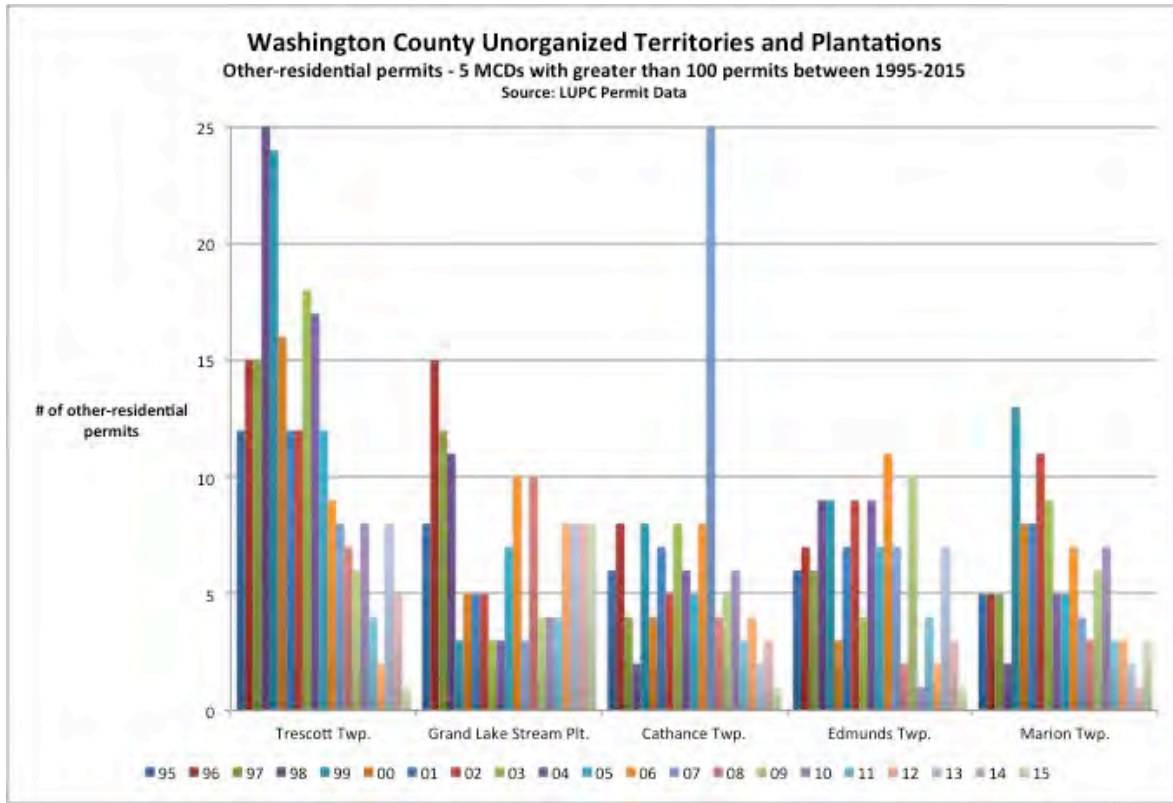
Other-residential permit activity over time

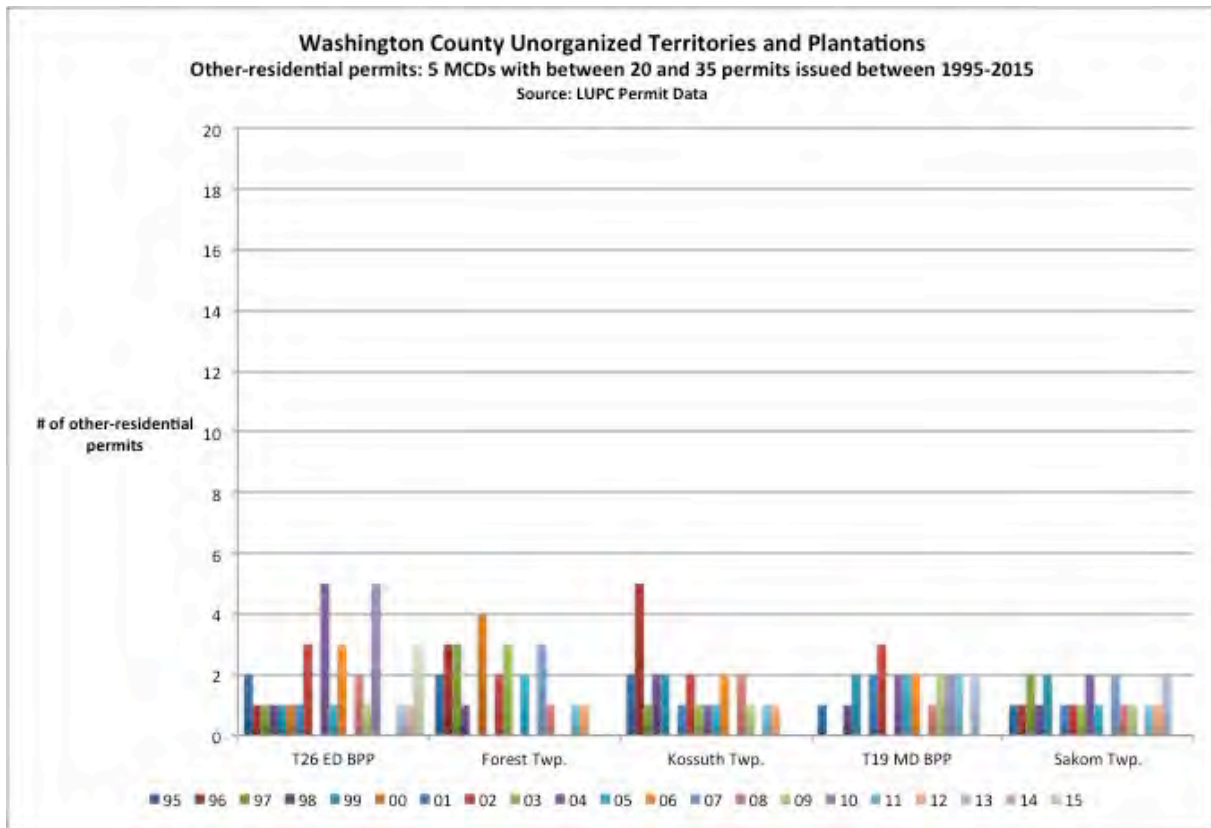
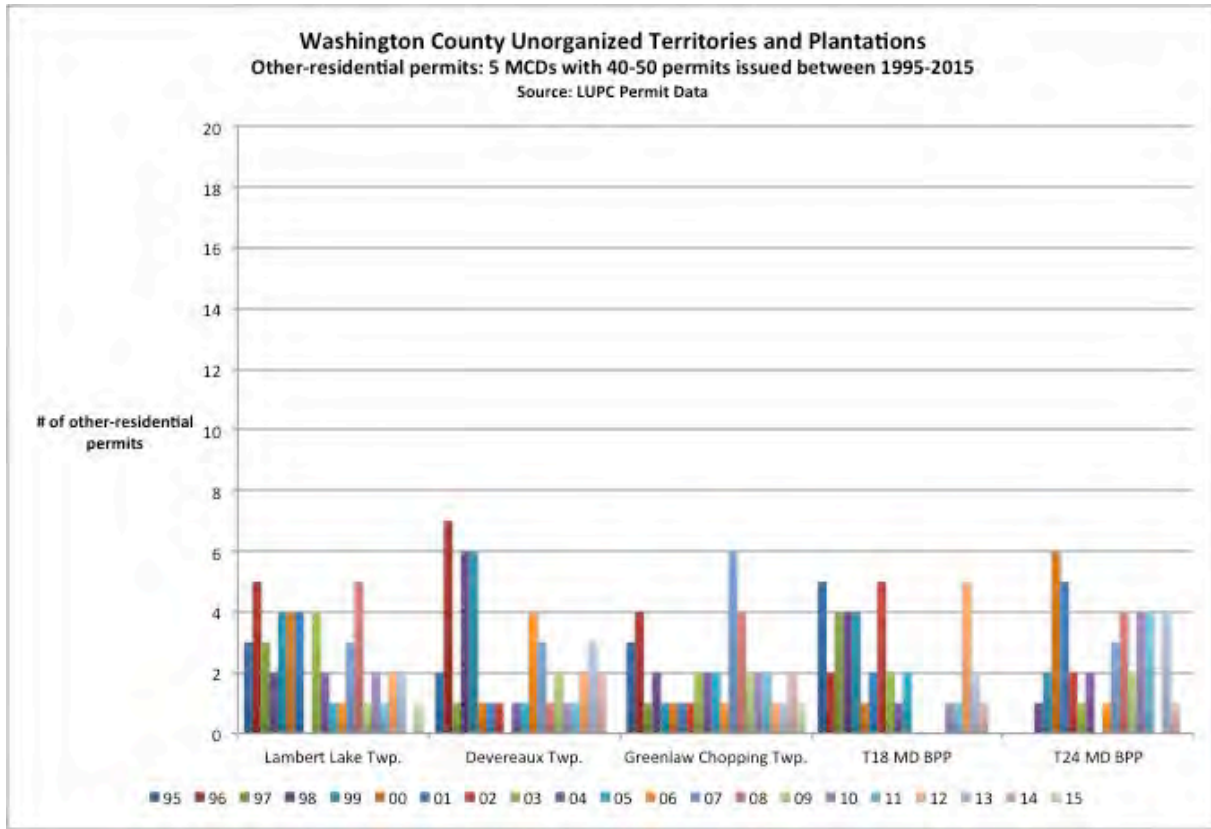
As charted above for new residential permits, we can chart the number of other-residential permits over the 20-year time period of 1995-2015. These are grouped in four charts in descending order from the most # of other-residential permits to the least:

- a) The five UTs and Plantations with more than 100 other-residential permits between 1995-2015 (Trescott, Grand Lake Stream, Cathance, Edmunds, and Marion)
- b) The five UTs and Plantations with between 50 and 100 other-residential permits between 1995-2015 (Big Lake, Forest City, T6 ND BPP, Baring, and Brookton)
- c) The five UTs and Plantations with between 40 and 50 other-residential permits between 1995-2015 (Lambert Lake, Devereaux, Greenlaw Chopping, Twp 18 MD, and Twp24)
- d) The final set of UTs and Plantations with between 20 and 35 other-residential permits between 1995-2015 (Twp 26, Forest Twp, Kossuth, Twp 19, and Sakom)

UTs and Plantation with 20 or less other-residential permits over 20 years are not plotted.

Note again to reader: MCD = Minor Civil Division and includes all types of organized and unorganized municipality, plantation, and territory in Maine.





The following conclusions can be drawn from tracking other-residential permits over time:

- a) As with new residential permits, the highest amount of other-residential permit activity is clustered in the same four UTs (Trescott, Cathance, Edmunds, Marion). However Grand Lake Stream has replaced Baring among the top five MCDs and, while other-residential permit activity is generally declining over time in the four top UTs, it is increasing in recent years (2013-2015) in Grand Lake Stream.
- b) Among the second set of MCDs, those with between 50 and 100 other-residential permits over the 1995-2015 period, there is a steady decrease in activity in Brookton and Forest City, steady permit activity in Baring, and spurts of activity, some recent in Big Lake and Twp 6 (encompassing West Grand Lake).
- c) Among the third set of MCDs, those with between 40 and 50 other-residential permits over the 1995-2015 period, there is a steady decline in activity in Lambert Lake and Greenlaw Chopping, and more recent activity in Devereaux, Twp 24 and Twp 18 in the Western Region.
- d) Among the fourth set of MCDs, those with between 20 and 35 other-residential permits over the 1995-2015 period, there is a steady decline in Forest Twp and Kossuth, more recent activity in Twp 26, and limited but steady activity in Twp 19 and Sakom.

Residential Development Permit Trends Criterion (#2a and 2b): Conduct Prospective Zoning in UTs and Plantations where (1) the number of new residential permits between 1995-2015 exceeds 20, or (2) where the highest proportion of new residential permits issued has taken place after 2010. And, conduct Prospective Zoning in UTs and Plantations where (3) the number of other-residential permits between 1995-2015 exceeds 100, or (4) where other-residential permit issuance shows a steady or increasing amount of activity since 2010.

Conclusion: This criterion and threshold for new residential permits suggest conducting prospective zoning in: Baring, Cathance, Edmunds, Marion, Trescott, and Twp 24; and for other-residential permits suggests conducting prospective zoning in Baring, Big Lake, Cathance, Devereaux, Edmunds, Grand Lake Stream, Marion, Trescott, Twp 6 ND, Twp 24 and Twp 26.

Non-residential Development Trend Criterion (#3)

New residential dwelling permits only tell part of the story of where development is taking place in the UT. We also wish to know whether other types of development activity suggest that we conduct prospective zoning. To do this we reviewed the LUPC permit data for Development Permit activity between 1995-2015. Development Permits cover activities such as commercial sporting camps, retail stores, warehouses, mills, wind turbines, campgrounds, and resorts. These permits exclude administrative actions such as advisory rulings or letters of exemption; they also exclude some environmental or resource impact actions such as shoreland alterations, wetlands alterations or a forest operations permit.

Analysis of Development Permit activity is more qualitative than a summation of new residential permits. The Development Permits in each UT and Plantation were examined to characterize:

- The types and amount of non-residential development activity.
- The number of zone change requests and how they changed allowable development activity.
- The level and types infrastructure and utility development.

A starting point for this analysis was to examine the non-residential permit activity in the thirteen UTs and Plantations suggested by the first two criteria:

Coastal Region: Baring, Cathance, Edmunds, Marion, Trescott.

Lakes Region: Big Lake, Grand Lake Stream,

Northern Region: Brookton, Lambert Lake, Twp 6 ND

Western Region: Twp 24, Devereaux, Twp 26

Review of the non-residential development permits in these thirteen UTs and Plantations over the 1995-2015 period reveals the following:

Municipal Civil Division	Non-residential development permits (# & Type)	Analysis of types of non-residential development activity	Conduct prospective zoning? (Yes/No/Maybe)
Key DR: BCP: Bridge Construction Permit; BLN: Boat Launch Notification; DP: Development Permit; HP: Hydropower Permit; RCP: Road Construction Permit; SA: Shoreland Alteration Permit; SLC: Site Law Certification; SP: Subdivision Permit; ULP: Utility Line Permit; WL: Wetlands Alteration Permit; ZP: Zoning Petition (NOTE: Detail on non-residential permit activity from 1995-2015 is provided in Appendix 5.			
Baring	17 DP 1 RCP 1 SLC 4 ZP	Considerable commercial activity ranging from large-scale commercial industrial activity to smaller scale retail. Zone change petitions also follow a pattern of change from general development (M-GN) to commercial, commercial/industrial and multi-family residential.	Yes with a focus on commercial potential
Cathance	2 DP 1 SP 1 ULP 2 ZP	One commercially related permit, associated with a construction and demolition landfill, but has development permits that are related to it's primarily residential level of activity.	Maybe: primarily residential; should examine C/D landfill for any zoning change needs
Edmunds	15 DP 3 WL	Pattern of development associated with agricultural expansion, water withdrawal for irrigation, campground expansion, educational facility expansion and boat launch facilities.	Yes, with a likely focus on agriculture, recreation and education
Marion	16 DP 1 RCP 4 SP 4 ULP 4 ZP	Pattern of development activity centered around the solid waste and composting facilities, a recreational camp for children and zone change conversion to accommodate growth in these activities.	Yes, given multiple commercial and recreational uses

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Municipal Civil Division	Non-residential development permits (# & Type)	Analysis of types of non-residential development activity	Conduct prospective zoning? (Yes/No/Maybe)
<p>Key DR: BCP: Bridge Construction Permit; BLN: Boat Launch Notification; DP: Development Permit; HP: Hydropower Permit; RCP: Road Construction Permit; SA: Shoreland Alteration Permit; SLC: Site Law Certification; SP: Subdivision Permit; ULP: Utility Line Permit; WL: Wetlands Alteration Permit; ZP: Zoning Petition (NOTE: Detail on non-residential permit activity from 1995-2015 is provided in Appendix 5.</p>			
Trescott	8 DP 2 ULP 1 WL 1 ZP	Limited mix of development activity associated with an education and community facility, wind power exploration, and use changes (autobody shop to food preparation; bed and breakfast).	Yes, we anticipate some use conversions and home occupations
Big Lake	5 DP	Limited development activity associated with home occupations and community institutions (Church).	Maybe given its proximity to secondary service center (Princeton) and its airport; also at terminus of Stud Mil Rd., and proximity to natural gas pipeline
Grand Lake Stream	10 DP 3 BCP 1 HP 2 RCP 1 SP 1 ULP 1 ZP	Non-residential development pattern associated with recreation, hydro power, a museum and maintenance of road infrastructure.	Yes, given existing seasonal population concentration and seasonal business operations
Brookton	2 DP 1 BCP	Very small footprint of commercial development activity (convenience store, church addition).	No
Lambert Lake	2 DP 1 BLN 1 SA	Non-residential development activity associated entirely with recreation and use of the St Croix River.	Maybe, associated with recreational development
Township 24	21 DP 3 BCP 3 RCP	Non-residential development activity associated with agriculture (water withdrawal, irrigation), temporary office trailers, and meteorological towers to explore wind development.	Maybe, residential permit activity is recent and prospective zoning should be evaluated to ensure that residential activity does not infringe on existing, and strong, agricultural activities
Township 26	0		No
Township 6 ND	1 DP 2 RP 1 SP	Non-residential development activity associated with 5 campsites, one access road and one lot elimination (all pre-2003; and 1 residential driveway in 2015.	No

Municipal Civil Division	Non-residential development permits (# & Type)	Analysis of types of non-residential development activity	Conduct prospective zoning? (Yes/No/Maybe)
Key DR: BCP: Bridge Construction Permit; BLN: Boat Launch Notification; DP: Development Permit; HP: Hydropower Permit; RCP: Road Construction Permit; SA: Shoreland Alteration Permit; SLC: Site Law Certification; SP: Subdivision Permit; ULP: Utility Line Permit; WL: Wetlands Alteration Permit; ZP: Zoning Petition (NOTE: Detail on non-residential permit activity from 1995-2015 is provided in Appendix 5.			
Devereaux	1 BCP 9 DP 7 RP 3 ULP	Non-residential development activity associated with stump dumps (6), extensions and modifications (5), temporary office trailers and microwave tower all pre-2004.	No

Transportation Access Criterion (#4)

Development is highly dependent on whether people or goods can reach it over transportation networks. In the Washington County UT, this is primarily a function of access to State highways (Routes 1, 9 and 6) or State-aid highways (Routes 191, 86, 169, Charlotte Road, Forest City Road, Grand Lake Stream Road). The active railroads in Washington County also traverse the UT and Plantations and have seen recent investment in sidings and track in the Northern Region.

Transportation access criterion (#4): Conduct prospective zoning in UTs and Plantations that are traversed by State highways, State-aid highways or by active rail networks.

Conclusion: This criterion and threshold indicates conducting prospective zoning in: Baring, Brookton, Cathance, Codyville, Day Block, Devereaux, Edmunds, Forest, Forest City, Grand Lake Stream, Kossuth, Lambert Lake, Marion, Trescott, Twp 8 R 3, Twp 8 R4, Twp 24 MD, and Twp 30 MD

TIF Investments Criterion (#5)

Tax Increment Financing (TIF) is a finance vehicle available to Maine municipalities (cities, plantations, towns) and the Unorganized Territories of Washington County.

The TIF district in the Washington County Unorganized Territories was created to capture tax monies generated by the *Stetson I* and *Stetson II* wind farms located in the Unorganized Territories near Danforth. This arrangement has made funds available for grants and loans to people and organizations that want to create and expand businesses and other opportunities in *any* of the Unorganized Territories of Washington County, Maine. Indeed TIF funds are supporting this Community Guided Planning and Zoning process.

The TIF Grant Program includes a:

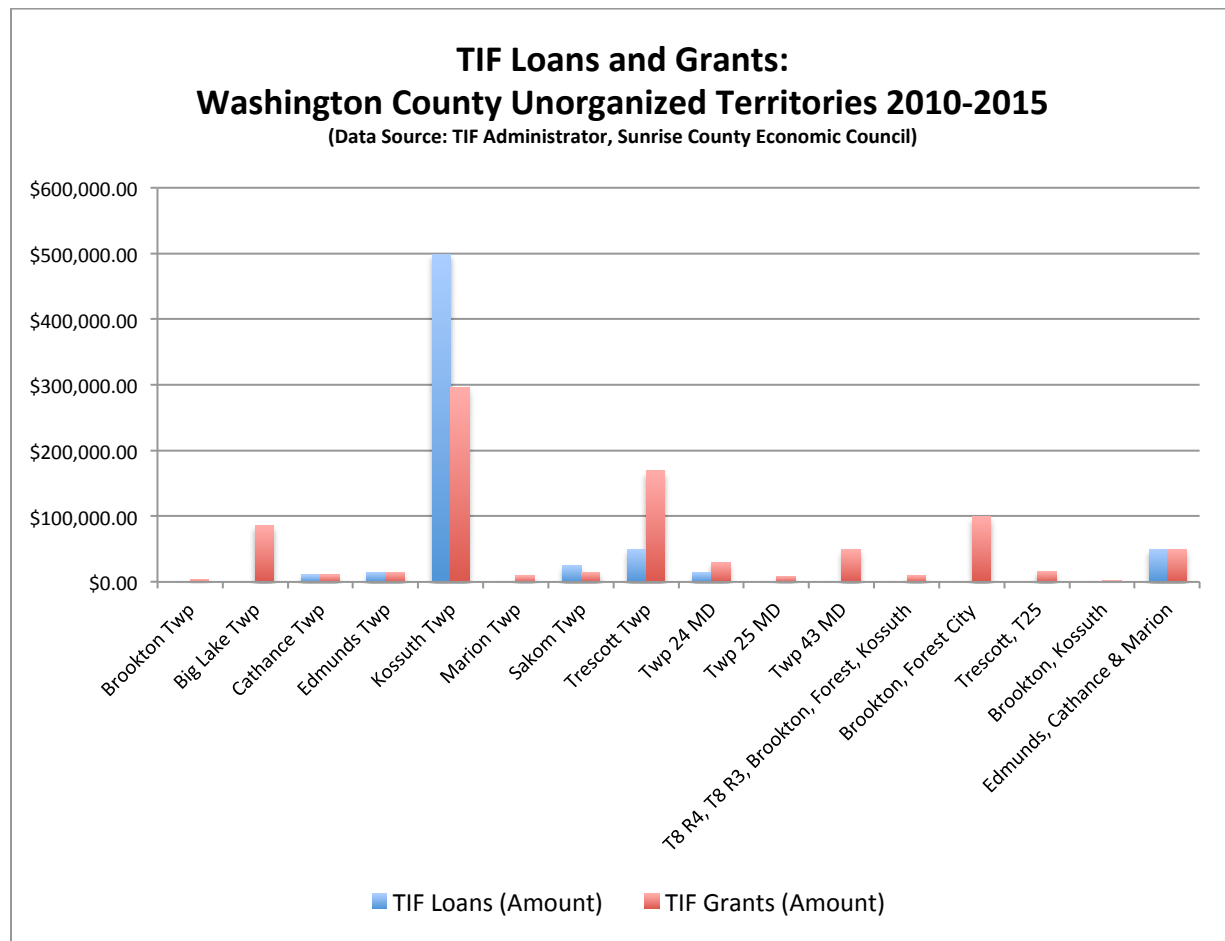
- nature-based tourism fund,

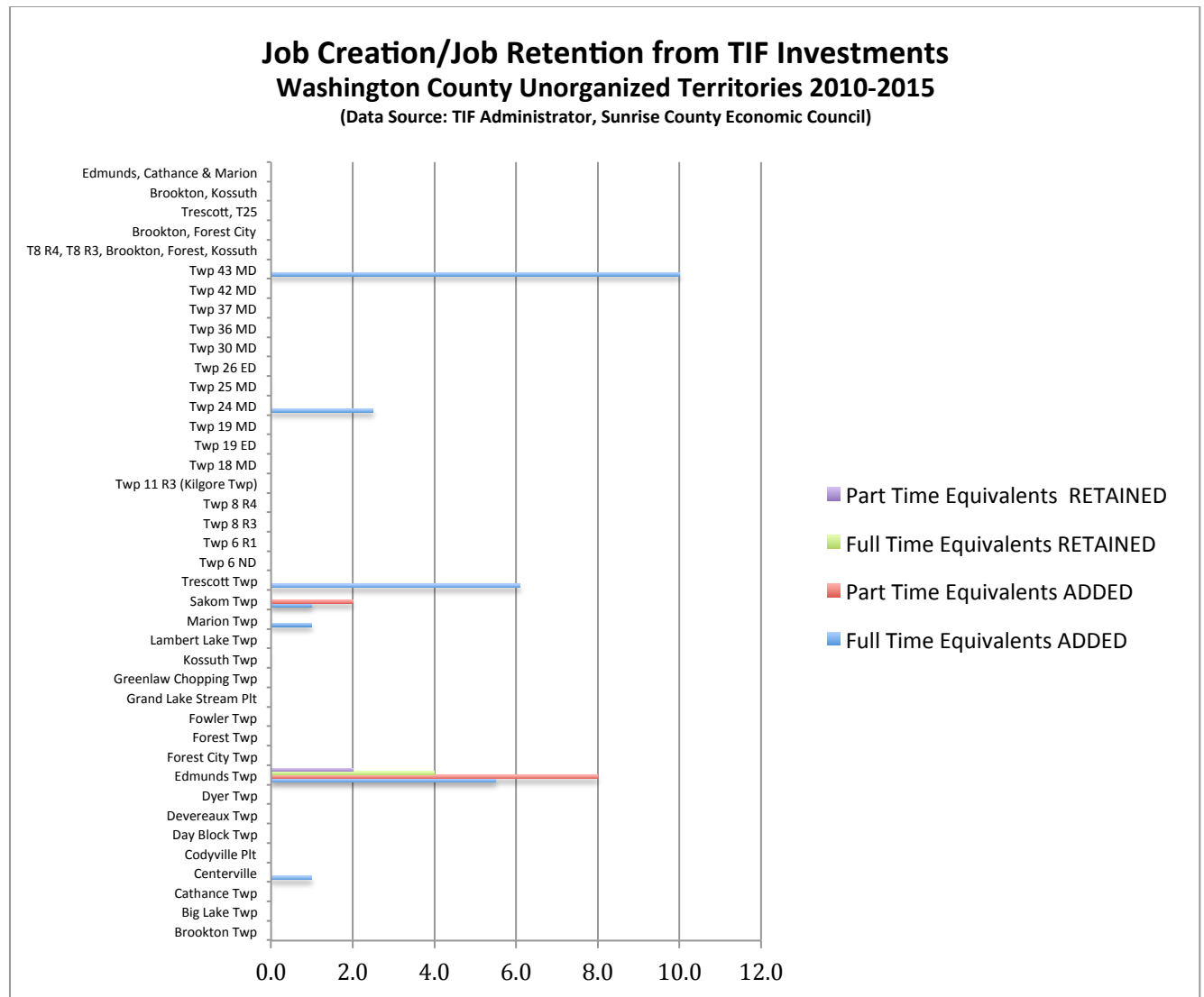
- revolving loan fund,
- economic development planning fund, and
- capital project fund.

Applications are reviewed by a TIF review committee on a rolling basis and referred to the County Commissioners for final approval. The purpose of the UT TIF Program is to provide new employment opportunities; improve and broaden the tax base; and improve the general economy of the State.

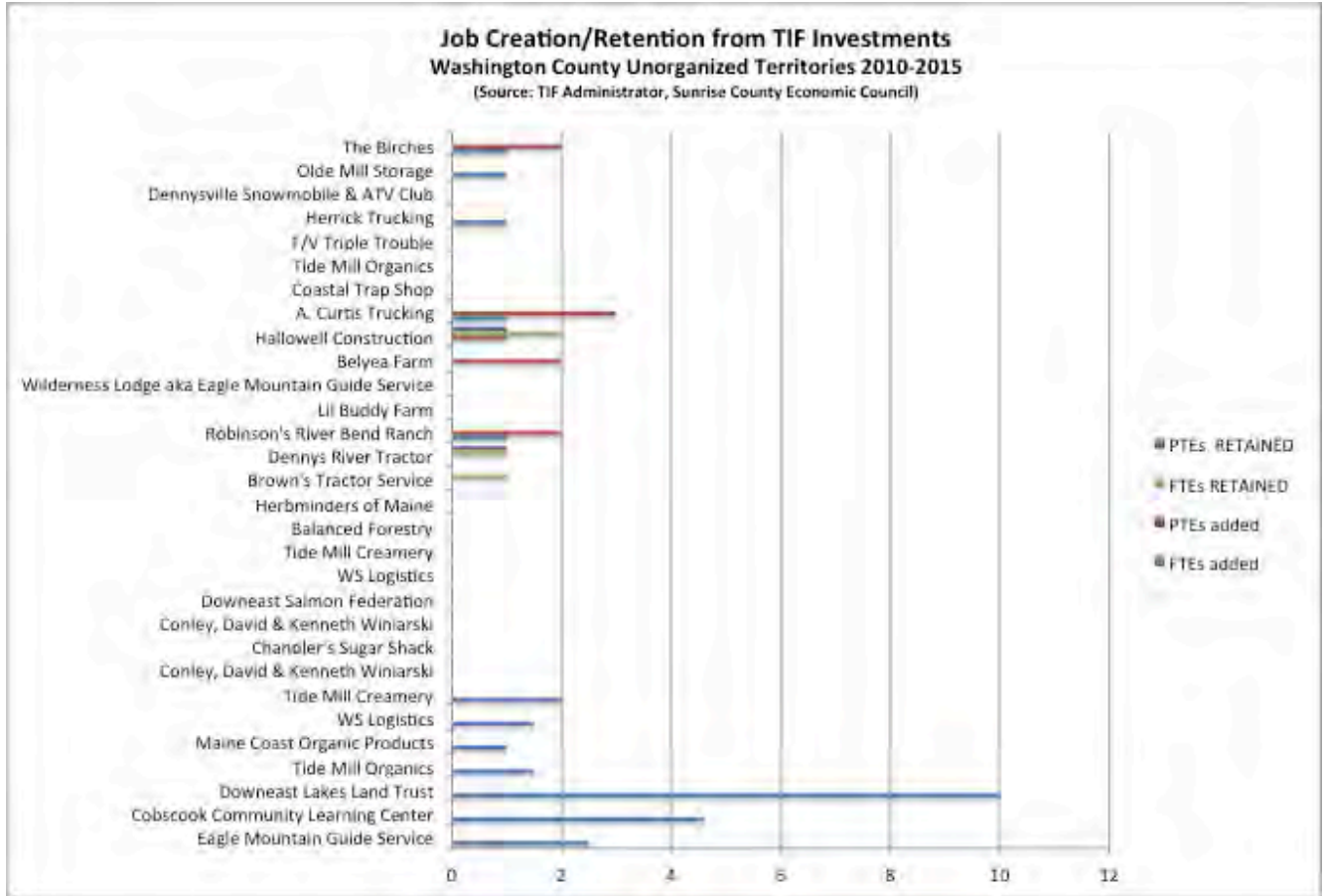
Since 2010 the UT TIF has awarded nearly \$900,000 in grants and close to \$700,000 in loans to businesses, individuals and other organizations. The following charts depict:

1. The distribution of these grants and loans by dollars awarded in grants and loans.
2. The jobs created and jobs retained, as measured by full time and part time equivalents (FTEs/ PTEs), resulting from these TIF investments
 - a. First, according to the Township where the TIF investment was made.
 - b. Second, according to the business who received the grant or loan.





Note: Job creation for the Downeast Lakes Land Trust TIF Grant (Twp 43) was reduced from 40+ jobs to 10 so that the chart scale would better depict the job creation/job retention figures of all other TIF grants and loans. The 40+ job creation figure for the DELT project is not substantiated by the current TIF Administrator. If it is this high it likely takes place throughout Northern Washington County.



NOTE: As in the chart above the job creation for the Downeast Lakes Land Trust TIF Grant (Twp 43) was reduced from 40+ jobs to 10 so that the chart scale would better depict the job creation/job retention figures of all other TIF grants and loans. The 40+ job creation figure for the DELT project is not substantiated by the current TIF Administrator. If it is this high it likely takes place throughout Northern Washington County.

The Planning Committee discussed the pros and cons of using 1) the amount invested with and without a threshold, 2) the likelihood that one TIF investment would spur another one, and 3) also questioned the very high job creation figure (40+ jobs created) in Twp 43; this figure could not be verified. The Planning Committee concluded that the criterion was business specific and that a UT met the threshold if there had been any TIF grant or loan and did not if there was not yet any TIF investment.

TIF Investments Criterion (#5): Conduct prospective zoning in UTs where there is a record of previous TIF grant and loan awards.

Conclusion: This criterion and threshold indicates conducting prospective zoning in Big Lake, Brookton, Cathance, Centerville, Edmunds, Forest, Forest City, Kossuth, Marion, Sakom, Trescott, Twp 8 R3, Twp 8 R4, Twp 24, Twp 25 and Twp 43.

Proximity to Services (Retail, Employment, Health, Emergency Response) Criterion (#6)

The efficiency of delivering services to new development is important when considering the fiscal demand that development places on the tax base of the UT. This criterion measures simply how far new development in a UT or Plantation would be from existing services centers. Service centers are defined as those places with a concentration of retail services, health and emergency services, educational institutions and employment centers. The primary service centers in Washington County include the cities of Calais and Eastport, and the towns of Lubec, Machias, and Milbridge. Secondary service centers include the towns of Princeton, Baileyville and Danforth.

Proximity to services criterion (#6): Conduct prospective zoning in UTs and Plantations that are located in close proximity (within 10 miles) of a service center or retail hub.

Conclusion: This criterion and threshold indicates conducting prospective zoning in: Baring, Big Lake, Brookton, Centerville, Edmunds and Trescott.

The conclusions from all 6 criteria are were assembled in a matrix that allowed the Planning Committee to review which among all of the UTs and Plantations met all, some, or none of the criteria above. The decisions reached over where to conduct prospective zoning are described in **Chapter 5 Consensus**.

Things to “fix”

A somewhat separate criteria for selecting UTs or Plantations to work in, this criteria responds to issues raised in the public meetings and during field visits with Karen Bolstridge (LUPC Permit Review staff) where specific situations or problems could be fixed as we take this closer look at Washington County.

There were no issues raised in the public meetings or by LUPC staff involved in permit review that added to the number or location of UTs or Plantations where prospective zoning will be proposed. There were however several particular parcels in Baring Plantation where public input directed prospective zoning changes that are recommended here. These are summarized in the July-October 2016 Public Input Summary provided to the Planning Committee at their October 18, 2016 meeting (posted here <http://www.wccog.net/planning-committee.htm>) and recommended to the Land Use Planning Commission in **Chapter 5 Consensus**.

Existing Zoning Subdistricts

Throughout the jurisdiction of the Land Use Planning Commission there are some 13 Development subdistricts, 3 Management subdistricts and 18 Protection subdistricts. These are described in *Chapter 10 Subchapter II Land Use Subdistricts* posted on both the LUPC and the WCCOG web sites¹.

¹ LUPC: http://www.maine.gov/dacf/lupc/laws_rules/index.shtml

WCCOG: <http://www.wccog.net/community-guided-planning-and-zoning.htm>

While this is as an extremely detailed regulatory structure, some of these subdistricts do not and never will apply in Washington County. Indeed of the three Management subdistricts only one, the General Management (M-GN) subdistrict, is found in anywhere in the UT and accounts for more than two thirds of the entire 800,000 acres of land in the Washington County UTs and Plantations. Likewise among the thirteen Development subdistricts only four exist in Washington County (Commercial Industrial, General Development, Planned Development and Residential Development) and account for less than 1% of the land area in the UTs and Plantations. Of the 18 Protection subdistricts, thirteen are found in Washington County and the largest among them are Open Water Wetlands and Forested Wetlands together at approximately 15%, with the remainder (wetlands, shorelines, flood zones, Great Ponds, aquifers, fish and wildlife) accounting for the other 14% of the land area.

A summary of the most common LUPC zones in Washington County was distributed at the public meetings and is posted on the WCCOG web site (http://www.wccog.net/assets/files/UTPlanning/CommunityInput/DZones_handout072016FINAL.pdf). LUPC staff provided the Planning Committee with a presentation that illustrated the development typical of existing zoning subdistricts as they contemplate the locations and intensities of development that might be proposed for expansion.

The Residential Development Subdistrict (D-RS) allows an area of relatively dense residential development, for example a neighborhood with four or more residences within a 500-foot radius that also allows home occupations, schools and daycares, and churches. While still rural it does allow more than the scattered single family homes that are allowed in the General Management (M-GN) subdistrict (see photos below provided by LUPC Planner Stacie Beyer).

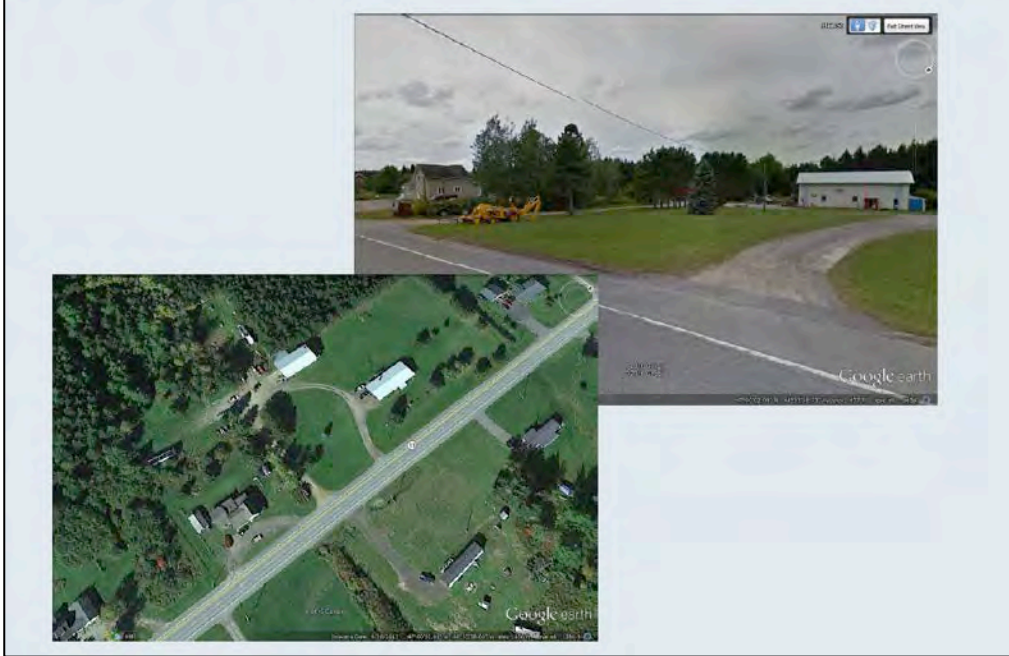


Residential Development Subdistrict (D-RS)



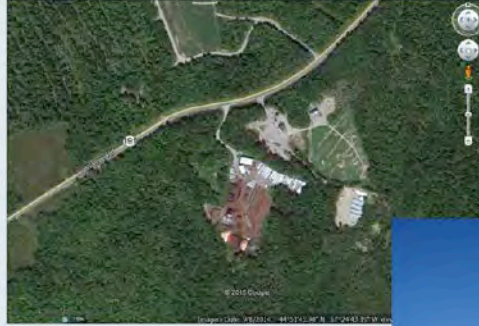
The General Development subdistrict (D-GN) allows areas of mixed use development that are compatible with residential development such as a neighborhood with four or more buildings within a 500 foot radius with at least one that is non-residential. A small neighborhood store would be allowed in this subdistrict.

General Development Subdistrict (D-GN)



The Commercial Industrial Development (D-CI) subdistrict allows commercial and industrial uses that are incompatible with residential uses and are commonly two or more acres devoted to intensive, commercial uses. These could include commercial extraction of minerals, materials storage, refuse disposal and transportation facilities like transport shipping and airports.

Commercial Industrial Development Subdistrict (D-CI)



Commercial Industrial Development



While not currently found in Washington County the Maritime Development (D-MT) subdistrict is certainly a possible option for prospective zoning as it allows development of commercial fishing or water dependent uses. These could include finfish and shellfish buying stations, fish and shellfish retail sales ancillary to buying stations and ferry services.



Prospective Zoning

Planning for where development will locate is the purpose of Community Guided Planning and Zoning (CGP&Z), a process that results in new *prospective* zones where growth is suitable given natural resources constraints and supporting infrastructure. Prospective zoning is the term used by the LUPC for a public process that allows residents, property owners, businesses and other interested parties in the UT to work together to prospectively identify suitable areas for commercial, residential and/or recreational uses, so that businesses and property owners can propose new uses with greater assurance that the proposal is appropriate for that location.

Conducting Community Guided Planning and Zoning throughout the LUPC jurisdiction is not and has never been possible given its immense size and the limitations of staff and financial resources. When the Land Use Regulation Commission (now the LUPC) was created in the 1970s, zoning of approximately 10 million acres of land was based on existing development.

In Washington County there are 800,000 acres of land in the UT, 2/3rds of which are zoned for General Management. The General Management Zone (M-GN) allows a single-family home but is essentially zoned for natural resource management activities like forestry and agriculture.

Zone Changes and the Adjacency Principle

Conventional zoning, the method of controlling land use by setting up established districts with set boundaries, is known as “Euclidian” zoning after the US Supreme Court decision that upheld the validity of the zoning ordinance of the Village of Euclid, Ohio (Euclid v. Ambler Co. 272 U.S. 365; 1926) as within the police powers of the state. The concept of zoning, as a device for regulating the use of land, height of buildings and area of lots by dividing a municipality into territorial districts derives from this 1926 court case.

While hardly a favorite regulatory instrument to many rural landowners zoning does have its advantages in that zoning:

- Helps avoid conflicts between different types of uses, making it easier to predict how an area will change over time and making community and business investment decisions easier.
- Fixes zones geographically on maps that are publicly available.
- Can be overlain with other zones to protect natural features – eg. Protection – Flood Prone.
- Allows certain uses, lot sizes, building requirements, buffering and so on that are known to owners, developers and potential purchasers.

Typically, on land that is in the General Management subdistrict (2/3rds of the Washington County UT) new development, like most single-family homes and some businesses, do not need rezoning. Subdivisions and commercial developments often do need a rezoning either because there isn’t space in an existing development zone, or they are proposed for an area previously not zoned for development.

Unlike with Prospective Zoning, where the community takes time to designate areas for future growth and development, the vast majority of areas within the UT are zoned in the General Management district. As requests for development are submitted to the LUPC in these areas the LUPC rules call upon the **adjacency principle** that requires new development to be located in proximity to existing developed areas that are comparable in nature and scale to the proposed new development.

The adjacency principle is a tool that assumes that locating most development near (within 1 road mile) of existing compatible development is cheaper for the taxpayer in the long run and helps towns and small villages keep population and tax base. This can be a fair assumption overall. Regions need a certain amount of people and businesses to be successful, and encouraging the concentration of new development means new growth can happen efficiently and cost less. However, meeting the adjacency requirement requires that new development in the UT be located within 1 mile of existing developed areas. When seeking a zone change this can be a very high hurdle and often leads to a denial of the zone change and thus a denial of the permit being sought.

The adjacency policy is the tool that, for over 40 years, has substituted for the inability to conduct detailed planning and community outreach activities given the immense size of the LURC, now LUPC, jurisdiction.

Thus – Washington County is conducting Community Guided Planning and Zoning to determine new zones for growth. This can cause discord when existing landowners do not want change from existing uses and when planning processes cannot, by definition, anticipate future business needs.

Alternative Zoning Tools: Floating Zones

Parcel by parcel zone changes that are not consistent with a community defined process and/or a Comprehensive Plan for community development can be interpreted by the courts as “spot zoning” that only confer benefit to the private landowner and not necessarily to the community. This push-pull of the interests of the community and the private landowner led to the creation, upheld in the courts of over 30 states, of a zoning device called a floating zone.

A floating zone is a zoning district that delineates conditions that must be met before that zoning district can be approved for an existing piece of land. Rather than being placed on the zoning map as traditional zones are, however, the floating zone is simply written as an amendment in the zoning ordinance. Thus, the zone “floats” until a development application is approved, when the zone is then added to the official zoning map. Floating zones can be used to plan for future land uses that are anticipated or desired in the community². This type of zone was legally established over 60 years ago³. The court found a rezoning was in accordance with a comprehensive plan and, as with the traditional zoning power, the town had the power to amend its basic zoning ordinance such that it reasonably promotes the general welfare. A Comprehensive Plan for a municipality is the analogous document of this CGP&Z process and Regional Plan in the Washington County UT. This **Chapter Contemplation**, in particular, describes the assembly of information to direct CGP&Z efforts to parts of the Washington County UT that have the most population, available infrastructure, residential and non-residential permit trends describing growth, and TIF investments. In addition any new development will only be located in areas appropriate for growth based on extensive GIS mapping and analysis of development suitability and avoiding lands suitable for conservation, recreation, or resource dependent industry.

There are two potential floating zones under consideration by the Planning Committee, Rural Business Development and Recreational Support Business Development. These are described below but let’s first examine the benefits of the floating zone concept as well as the standards needed for it to fulfill its purpose.

² American Planning Association – Planning and Law
(<https://www.planning.org/divisions/planningandlaw/propertytopics.htm>)

³ *Rodgers v. Village of Tarrytown*, 302 N.Y. 115 (N.Y. 1951) was instrumental in establishing the legality of floating zones. Further favorable decisions have established floating zones as a viable planning tool.

Benefits of Floating Zone Concept

There are three significant benefits to the creation of a floating zone in Washington County:

1. Adjacency hurdle no longer applies - In the areas where a floating zone can “land” the customary adjacency requirements need not be met. A landowner still needs a zone change and a permit according to usual LUPC authority but there is a presumption that basic thresholds have been met for the proposed use and the adjacency rule does not apply.
2. Fewer review standards and greater flexibility - A significant motivating factor for conducting CGP&Z in Washington County was to simplify the permit review process and allow more flexibility in the kinds of small business development that could be permitted - floating zones provide fewer review standards and greater flexibility to residents of the UT.
3. Future flexibility - the economic development interests and needs of UT residents are currently unknown and in fact unknowable. Regional, state and global economies are moving with greater speed than ever in response to changes in technology, climate and available resources. A regulatory tool that assumes rural residents may want and need to develop small businesses in response to rapid and unknown changes is consistent with the purpose given to the staff and committee working on this CGP&Z effort.

Critics argue that floating zones undermine the ability of citizens to rely on the predictability of the zoning map and can favor private development over the public interest. Thus an intrinsic factor in the creation of a floating zone is recognition that development will now be allowed in areas where it may not have been allowed before. Thus all floating zone districts must include clear standards to mitigate the impacts of potentially incompatible uses with whom they can now co-exist. There are several zoning tools available to regulate the placement and compatibility of a mixture of uses including performance based zoning⁴, form-based codes⁵ or more simply good neighbor standards. Performance-based codes and form-based codes are more common in urban and sub-urban settings. The focus here is therefore on good neighbor standards.

Good Neighbor Standards

Good neighbor policies or standards are established to ensure that development will be an asset to its neighbors and the community as a whole. They are used to address compatibility concerns from commercial activity when it is near residential uses in the areas of noise, traffic, aesthetics, hours of operation, signs, lighting, and other items of concern to the community. There are current provisions within the LUPC Land Use Districts and Standards (Chapter 10 Rules) that apply in any development district and in the D-RB floating subdistrict. The Planning

⁴ An alternative to the traditional, conventional zoning method, performance standards regulate development by setting the desired goals to be achieved by regulation rather than regulating how those community goals are met. Instead of restricting specific uses on a property, performance requirements allow any use that meets the set standard. <https://www.planning.org/divisions/planningandlaw/propertytopics.htm#Performance>

⁵ A form-based code (FBC) is a way to regulate development that controls building form first and building use second, with the purpose of achieving a particular type of “place” or built environment based on a community vision. <http://plannersweb.com/2014/12/fbc1/>

Committee reviewed a summary of these standards and notice of that review was shared with the stakeholders e-mail list. Public comment came in as a result of this sharing of the Planning Committee activity with the stakeholders group that will be incorporated into the final recommended revisions. The following table provides a summary of the recommended good neighbor standards with references to the rule, citation and page number to find full details. Changes and additions to the standards in the following table were the subject of the discussion of the push-pull of public opinion at the final public meeting in April of 2017. A summary of that discussion and the decisions reached is provided in the minutes of the April 25, 2017 public meeting on the Community Outreach page (<http://www.wccog.net/community-outreach.htm#3rdRound>).

Good Neighbor Standards			
Topic	Current provision	Rule Citation	Notes
<i>Buffering</i>	From neighbors - fences, walls or vegetation.	10.27,R,3	pg. 320.
<i>Lighting</i>	Full cut-off, essential only, other standards.	10.25,F,2	pg. 212.
<i>Noise</i>	At property line - Category 3: 70 dB(A) daytime 65 dB(A) night; Category 1 or 2: 65 day, 55 night.	10.25,F,1	pg. 212. There was a comment about motorized trails being noisy as well as comments about non-residential uses.
<i>Maximum structure height</i>	100 feet for commercial, industrial and other non-residential uses involving one or more structures.	10.26,F,1,b	pg. 265. Exceptions exist for structures adjacent to water bodies and structures with no floor area.
<i>Outside storage</i>	Limit visual impact - specific to category, see rule for limits on outdoor display, storage, activities, and shipping and receiving.	10.27,R,1: a,3; b,3; and c,3	pp. 317 – 319. TA Bulletin also mentions hazard to children.
<i>Vehicles and equipment</i>	Limits on the type and number of trucks and heavy equipment stored onsite by category.	10.27,R,1: a,6; b,6; and c,6	
<i>Parking location</i>	To the side or rear of principal building where practicable and 75' setback to roadways.	10.25,D,3,d	pg. 208.
<i>Traffic</i>	If not on a numbered state or federal route, traffic generated by the business may not exceed levels common to the surrounding setting and uses.	10.27,R,1,a,4 (and b,4 and c,4)	pp. 317-319.
<i>Hours of operation (includes shipping and receiving)</i>	Must "conform to surrounding settings and uses" and may be limited by the Commission.	10.27,R,1,a,5 (and b,5 and c,5)	pp. 317-319. Should there be a broader, zoning-based delivery timing standard?
<i>Distance from residences</i>	Zone description makes it clear that this zone is generally not compatible with residential uses. This would discourage placement of the zone in close proximity to residences, but not prevent it entirely,	10.21,I,2,a	pg. 103.
<i>Signs</i>	Size/ type - various provisions. On-premise signs in D-RB limited to 32 sq. ft. per sign, 64 sq. ft. total for all signs per facility.	10.27,J	pp. 296-298.
<i>Design standards</i>	None	None	Brought up in the context of the bold coast scenic byway.

Rural Business Development Floating Zone

The Rural Business Development (D-RB) floating zone was created (and adopted in May 2016) in the Aroostook County UTs as a product of their CGP&Z process. It allows three categories of use at varying intensities of scale and in varying locations to limit its impact on existing land uses. The following chart summarizes the three categories, their allowed uses and dimensional factors.

Rural Business Development Floating Zone – Use Categories and Dimensional Factors as adopted for Aroostook County by LUPC (May, 2016)			
Factors	Category 1 Natural Resource-Based	Category 2 Retail/ Restaurant/ Offices	Category 3 Manufacturing/ Construction/ Service
Size	Up to 4,000 sq ft gross floor area; 3 acres site area	Up to 2,500 sq ft gross floor area for commercial activities	Up to 20,000 sq ft gross floor area
Distance from a public road	1 mile	¼ mile	½ mile

Selected Excerpts of Chapter 10 of the LUPC Rules that describe the Rural Business Development floating subdistrict as adopted in May 2016 for Aroostook County are provided here:

<http://www.wccog.net/assets/files/UTPlanning/CommunityInput/Chapter%2010%20LU%20D-RB%20Selected%20Excerpts.pdf>

Recreation Support Business Development Floating Zone

A Recreational Support Business Development floating zone was considered and would be entirely new to LUPC regulations. This new floating zone could provide a zone that allows small commercial activities near recreation assets such as sandwich shops, kayak rental, or bike shop rental/repair. Currently these activities are not allowed except in a Commercial Industrial Development (D-CI) subdistrict or a General Development (D-GN) subdistrict. D-CI and D-GN subdistricts are not common near our recreational assets and, if present, would also allow considerably more intense, and not likely appropriate, development near recreation assets. The Planning Committee concluded that it might be an important and useful zone that could provide necessary services near recreation access points. The types of uses it could allow are not allowable under General Management. While the General Management subdistrict does allow some recreation lodging it does not allow a non-lodging related business such as a sandwich shop or kayak rental that is not part of a lodging facility.

Further discussion in public meetings and at Planning Committee meetings did not resolve two issues:

1. Recreational assets are often, by definition, in remote locations and if a Recreational Support Business Development floating zone is only allowed near them they may either compromise the integrity of those remote locations and/or be so remote they would not be used because they would not support a viable business.
2. If restricted to primary transportation corridors as suggested at both public meetings and Planning Committee meetings, Recreational Support Business Development is not different than the Category 1 businesses of the Rural Business Development floating zone – so why create a separate classification?

Resolution of this issue is provided in the recommendations in **Chapter 5 Consensus**.

Geographic Information System (GIS) Suitability Analyses

GIS, or Geographic Information System, is a computer mapping system designed to capture, store, manipulate, analyze, manage, and present all types of spatial or geographical data. A geographic information system (GIS) lets us visualize, question, analyze, and interpret data to understand relationships, patterns, and trends. GIS applications are tools that allow users to create interactive queries (user-created searches), analyze spatial information, edit data in maps, and present the results of all these operations on one or more maps. This enables people to more easily see, analyze, and understand patterns and relationships.

Under the direction of Dr. Tora Johnson⁶ and with assistance from students and graduates of her program, the CGP&Z effort used four GIS models to review the suitability of any areas in the UT proposed for growth and development.

In previous collaborations between the Washington County Council of Governments (WCCOG) and Dr. Johnson's GIS lab we have developed Development Suitability and Conservation Suitability models to assist organized towns with visualizing appropriate areas for future growth and development. The UT posed a more complex challenge for land use suitability analysis due to its sheer size and the variety of factors in play. We found that we needed additional models to examine resource dependent industry as well as recreational assets. For the Washington County CGP&Z effort we therefore created four models in which to examine future growth:

- Development – proximity to services/infrastructure; low density development soils
- Development – resource dependent industries: agriculture, forestland, shellfish harvesting
- Conservation - critical habitats, wetlands, conserved lands
- Recreation – cluster analysis: access, recreation assets

These GIS models are decision support tools that produce visual pictures/maps of places where development should or could take place and where it should or could not be located. They do this with four types of analysis:

- Proximity to things that support development.
- The presence or absence of factors that support or inhibit development.
- The presence or absence of things where conservation is needed/desired to protect important natural features or ecosystem function (this can sometimes necessitate establishment of buffers between the feature and future development).
- In some cases, weighting of the importance of each factor, a value judgment.

As the models were developed the Planning Committee and several stakeholders responded to a survey circulated in February of 2016, which established the relative importance of the factors on which each model is based. These factors provided the starting point for the analysis. However the models are interactive and the original assumptions can be adjusted as staff and the Planning Committee examine the outputs. All four models were run for the entire county.

⁶ Associate Professor of GIS and Director of the University of Maine at Machias Geographic Information Service Center and Laboratory

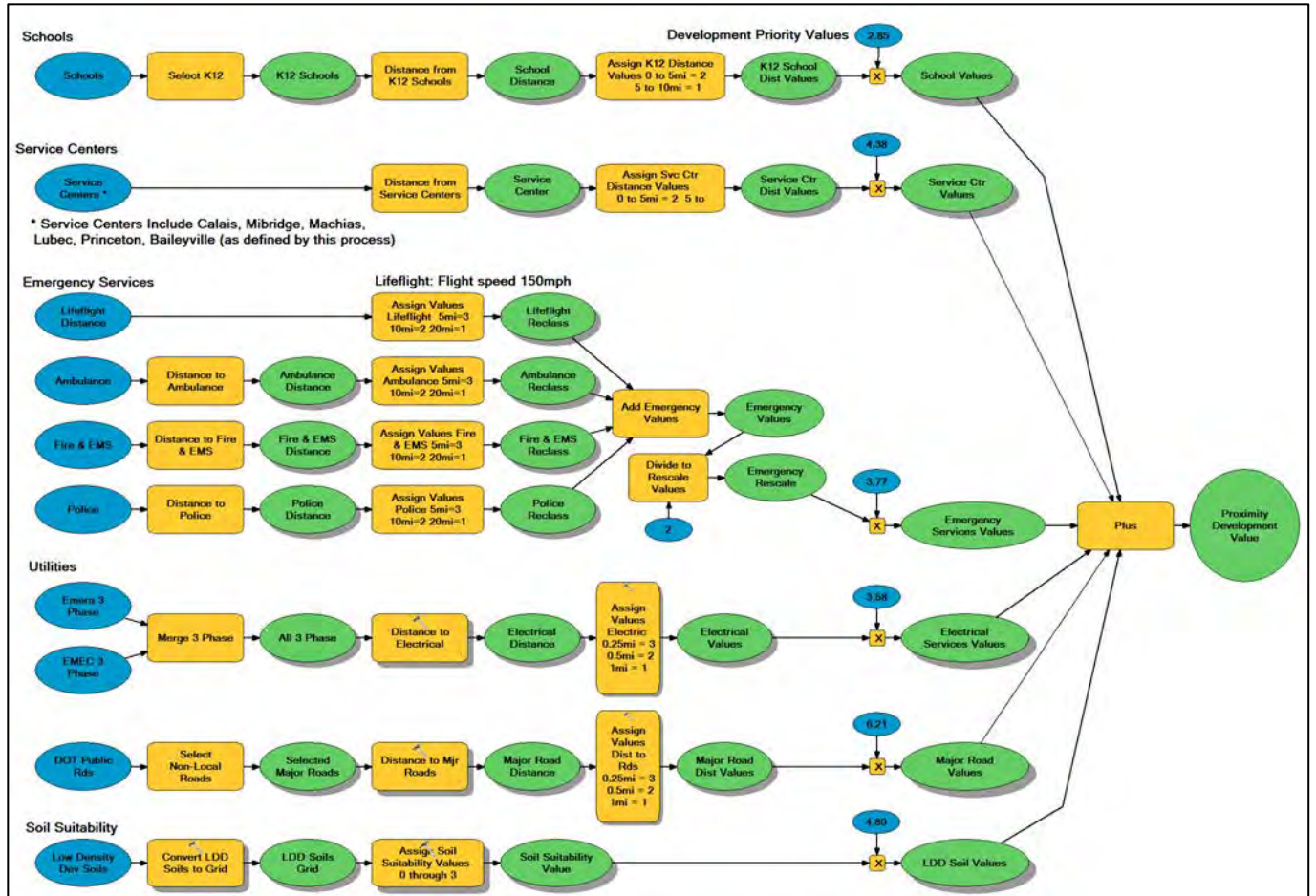
Over the course of four meetings (March, April, May and June in 2016) the models were presented to the Planning Committee, the model outputs were reviewed, inputs were added, and modifications to the assumptions were made to ensure various input factors were not being over or under emphasized in each analysis. A record of this process is provided in the minutes of the Planning Committee meetings posted online (<http://www.wccog.net/planning-committee.htm>).

Development Suitability Analysis – Proximity to Services and Soils

The development suitability model is primarily one that examines proximity to services. These include access to the transportation network, the utility grid and the services provided for emergency response, access to employment, retail hubs, and other services. The development suitability model also includes an analysis of soils suitability for low-density development⁷.

Each suitability model combines several smaller models with each of their assumptions into something that maps development suitability. The model diagram depicting the data and decision points in each submodel and how it combines to generate the final model output is provided on the following page.

⁷ Very few areas of the UT, or indeed of Maine in general, have large tracts of land that are ideal for residential development. The Natural Resources Conservation Service of the USDA has produced a handbook of Soil Survey Data for Growth Management in Washington County. The Soil Survey handbook includes many tables that interpret the suitability of different soils for agricultural production, woodland productivity, erodability and low-density development. Under this system soil potentials are referenced to an individual soil within the county that has the fewest limitations to development (depth to water table, bedrock etc.). This reference soil is given a value of 100 points. Costs that are incurred to overcome limitations to development are developed for all other soils. These costs, as well as costs associated with environmental constraints and long term maintenance, are converted to index points that are subtracted from the reference soil. The result is a comparative evaluation of development costs for the soils in the county. The overall range is large with values between 0 and 100. These numerical ratings are separated into Soil Potential Rating Classes of very low to very high.



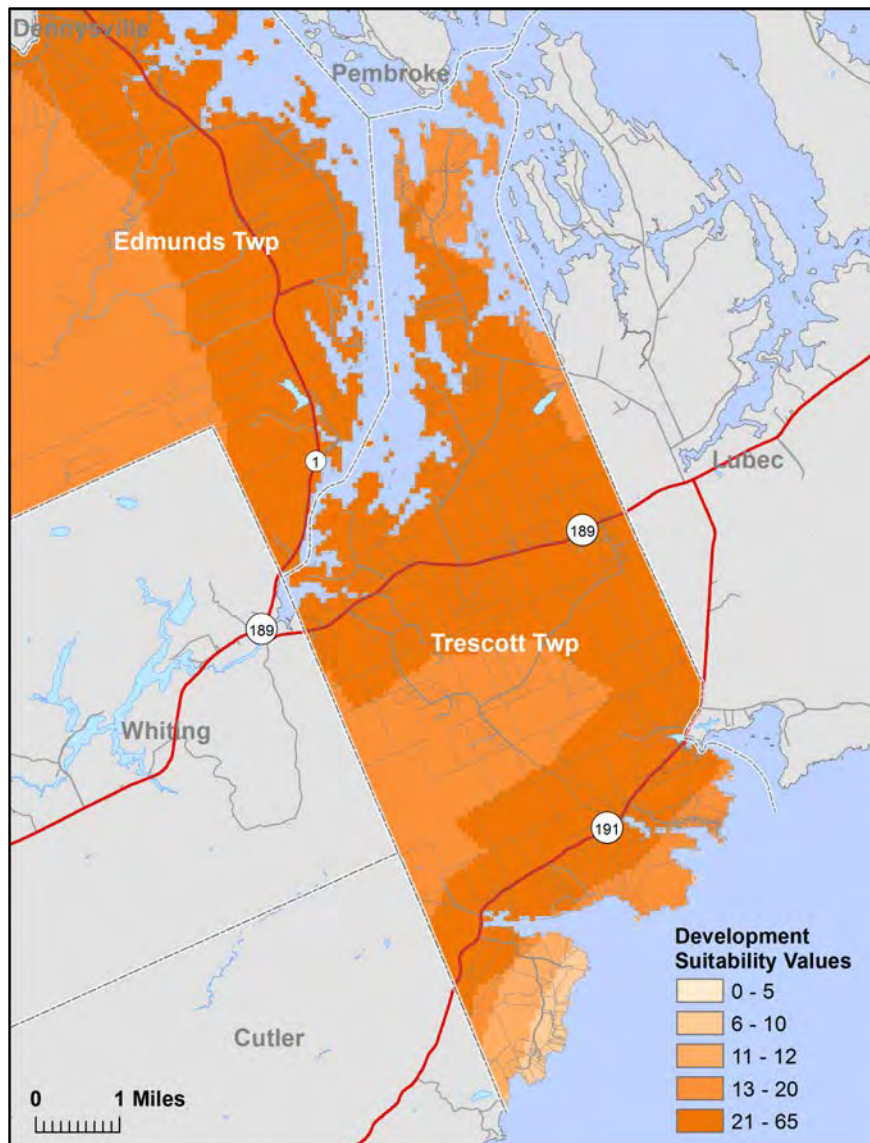
GIS Model Diagram: Development Suitability Analysis; Tora Johnson, University of Maine at Machias GIS Laboratory and Service Center, 2017

Staff and the Planning Committee reviewed the model diagram and the maps generated by them and noticed several items that needed revision so that certain model elements did not overwhelm the analysis in unrealistic ways. The following (from 4-21-2016 Planning Committee minutes) provide the kinds of revisions generated by that review and discussion:

- Add Lubec, Princeton, Danforth and Baileyville as “service centers” recognizing they provide significant services to the UT even though they do not meet the statewide definition of a Service Center according to the 1998 report to the Maine Legislative Task Force on Regional Service Centers (see https://www1.maine.gov/dacf/municipalplanning/service_centers.shtml). Calais, Machias, Eastport and Milbridge do meet this definition and all are in the model except for Eastport as it is greater than 10 miles of driving distance from any UT. Note that the model uses Euclidian distance, i.e. “as the crow flies” but we are aware of driving distances and can adjust the model as we go with such knowledge.
- Tora will request Life Flight points from Mike Hinerman and add them to the Ambulance database.
- Proximity to ambulance, fire/EMS, and police was initially grouped as one service in measuring proximity so they would not overemphasize the model as 3 inputs. Discussion concluded that this could result in equating Wesley with Calais, which is inaccurate. Tora will separate the 3 first response services to recognize the significance of larger first response capacity but attempt to dampen the overemphasis of that separation based on actual service possibility.

- There is a distance-from-fire-suppression-services limit for insurance purposes. Tora will check with an insurance agent to see if that provides an objective proximity criterion for us.
- Note Grand Lake Stream and Baring have fire departments – Heron will check to see if they are in the layer; if not add them.
- The distance from power and major roads criterion will be reclassified to 3 ranges: 0.25, 0.5, and 1 mile.
- Soils interpreted for their suitability to sustain low-density development are available countywide. However these values have not been added to the soils attribute table north of Route 9. Tora will add them.

An example of the output from the Development Suitability model made after the refinements discussed above is provided below for Trescott and a portion of Edmunds. For all model outputs the darkest color indicates areas of highest suitability for the model. Thus the areas of darkest orange correspond to areas of highest suitability for development. However see discussion below about the practice of merging the results of both the Development and Conservation Suitability models to determine final output to aid in decision-making.

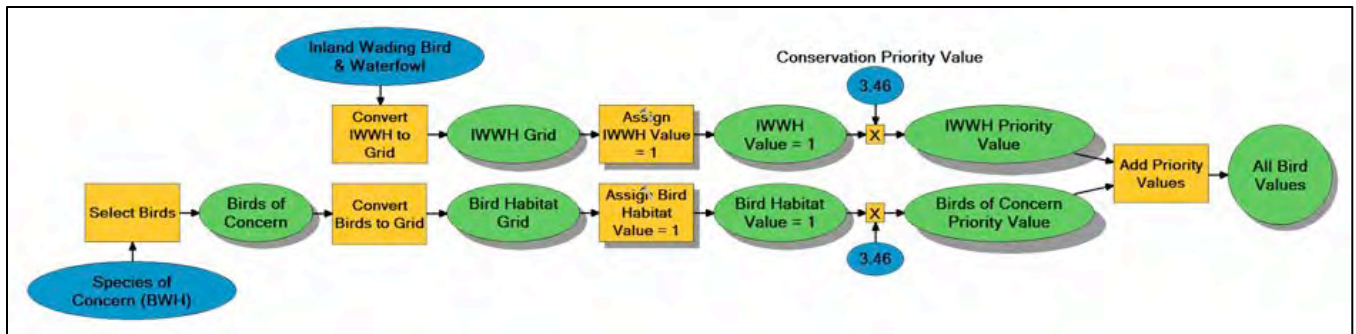


Conservation Suitability Analysis – Presence/Absence and Proximity

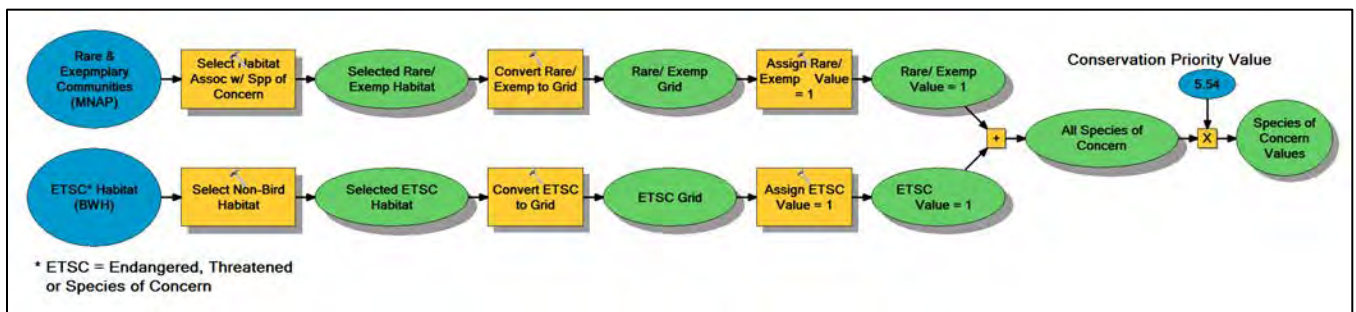
The Conservation Suitability model also incorporates the weightings provided by the Planning Committee in the Criteria for Prospective Zoning survey. This model primarily depicts presence or absence of a conservation element rather than proximity of a location to another service or type of infrastructure. The Conservation Suitability model includes elements such as critical habitats, wetlands, aquifers, existing conservation lands, marine shellfish habitats, among others. In the Planning Committee’s initial review of the mapped output of the conservation suitability model we discussed

- things that are missing (marine habitats, salt marsh migration associated with sea level rise);
- things that may be overemphasized (water systems/habitats vs. individual species);
- the fact that the survey had a limited sample size (12 Planning Committee members and 11 stakeholders); the limitations of ranking in general (forced ranking, inability to see impact of varying ranking choices (would take a day-long retreat to see dynamic change as variables are changed or a month of work to depict using snap shots of outputs);
- and that we may be asking too much of the model.
- We concluded that the output is sufficient to initiate the conversations and make adjustments based on the discussion.
- We also observed that when we use the output within an individual UT we would be able to drill down into the factors that generate the model output and continue to make judgment calls at that time.

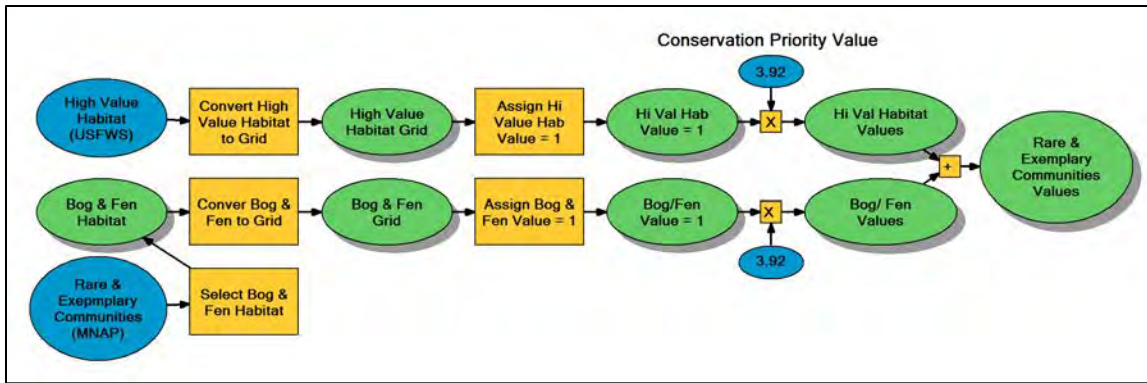
Diagrams of the submodels that contribute to the entire Conservation Suitability model are included below. The conservation priority value in each model was derived from the Criteria for Prospective Zoning survey that established the relative significance of each factor.



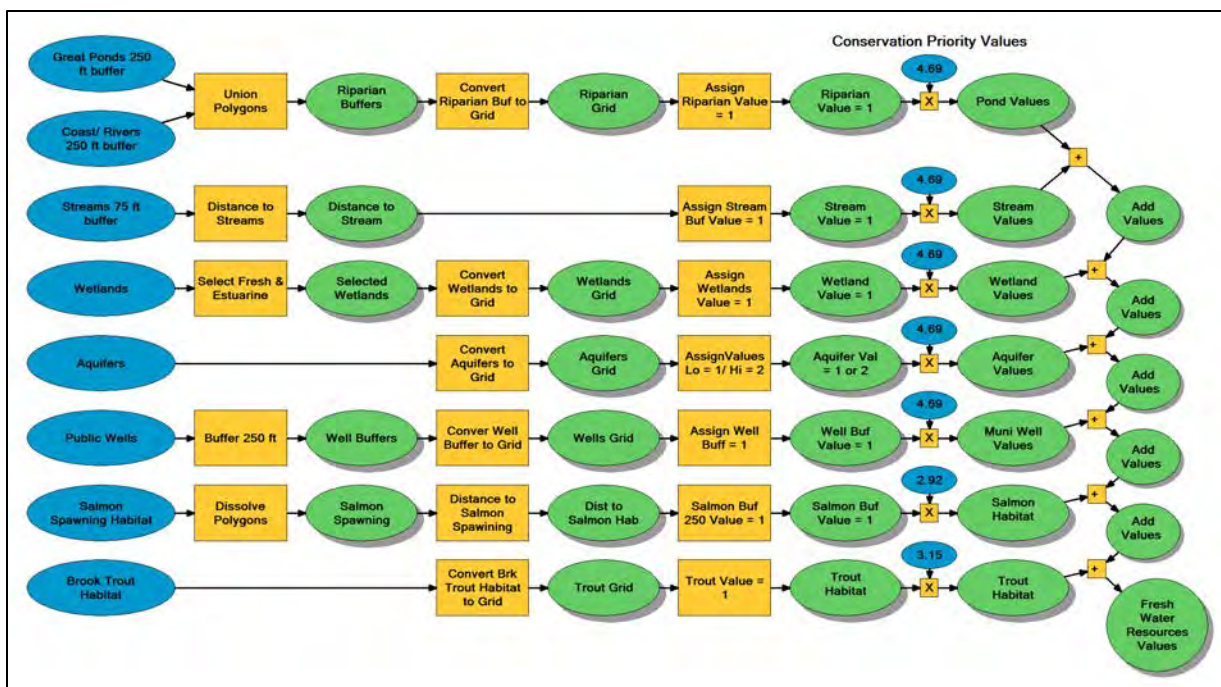
Conservation Suitability sub-model: bird habitat



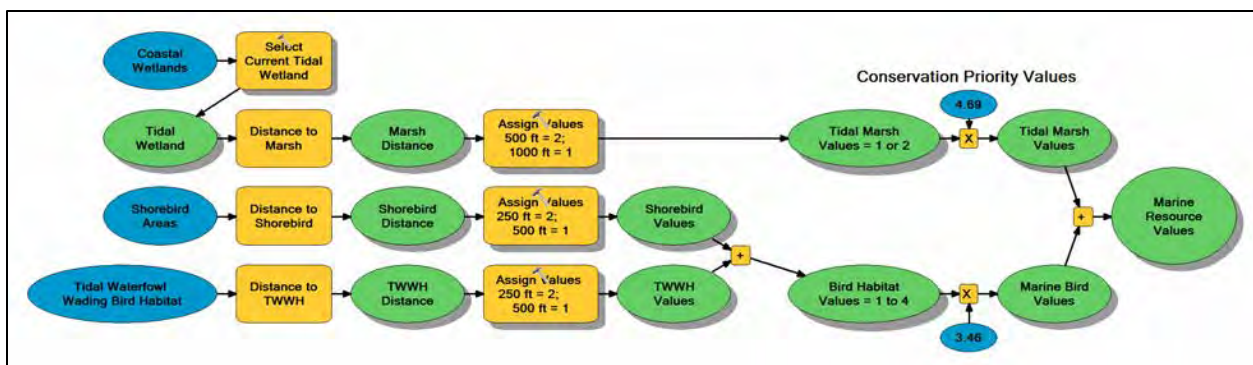
Conservation Suitability sub-model: species of concern



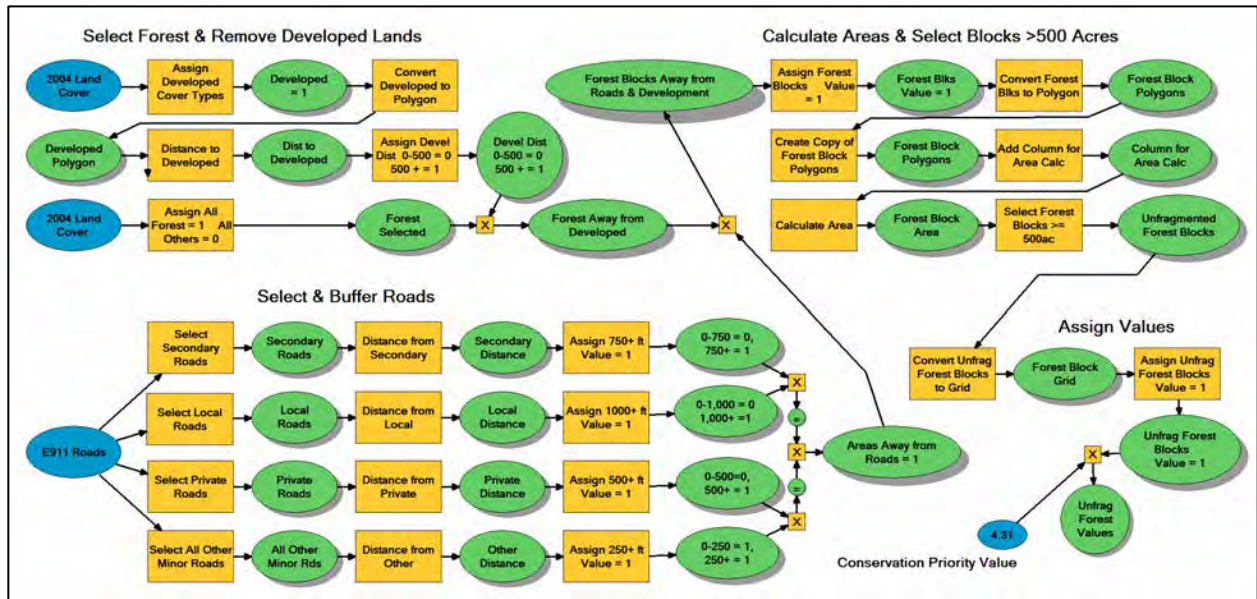
Conservation Suitability sub-model: rare & exemplary communities



Conservation Suitability sub-model: freshwater resources

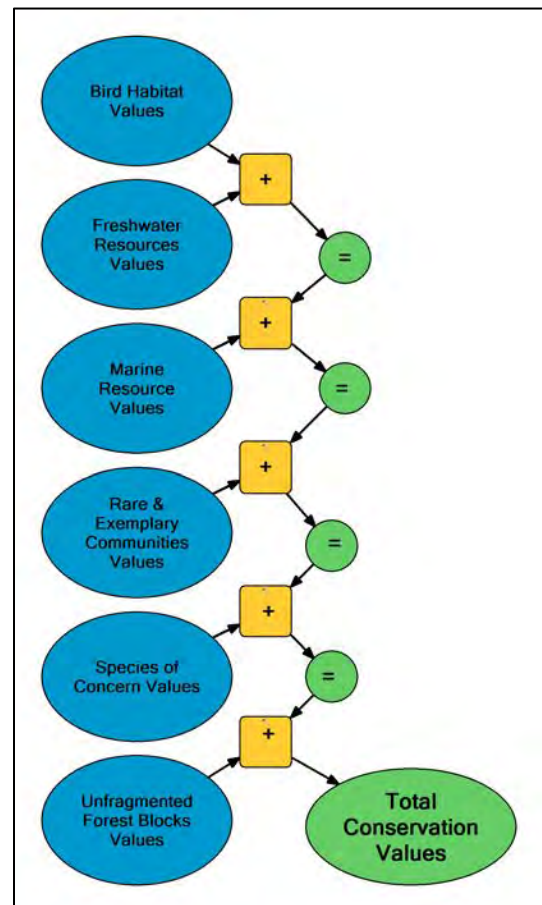
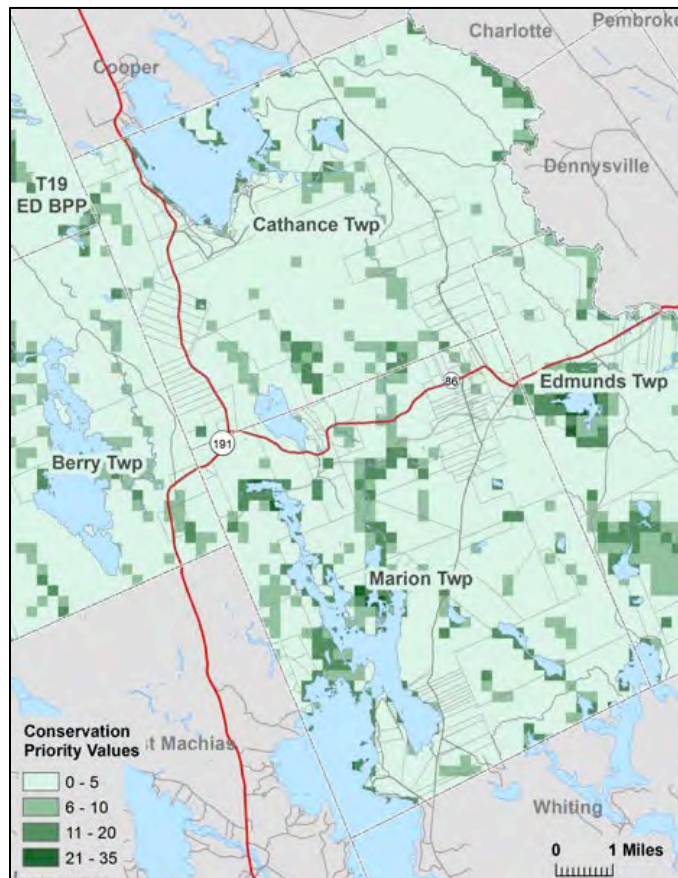


Conservation Suitability sub-model: marine resources



Conservation Suitability sub-model: unfragmented forest blocks

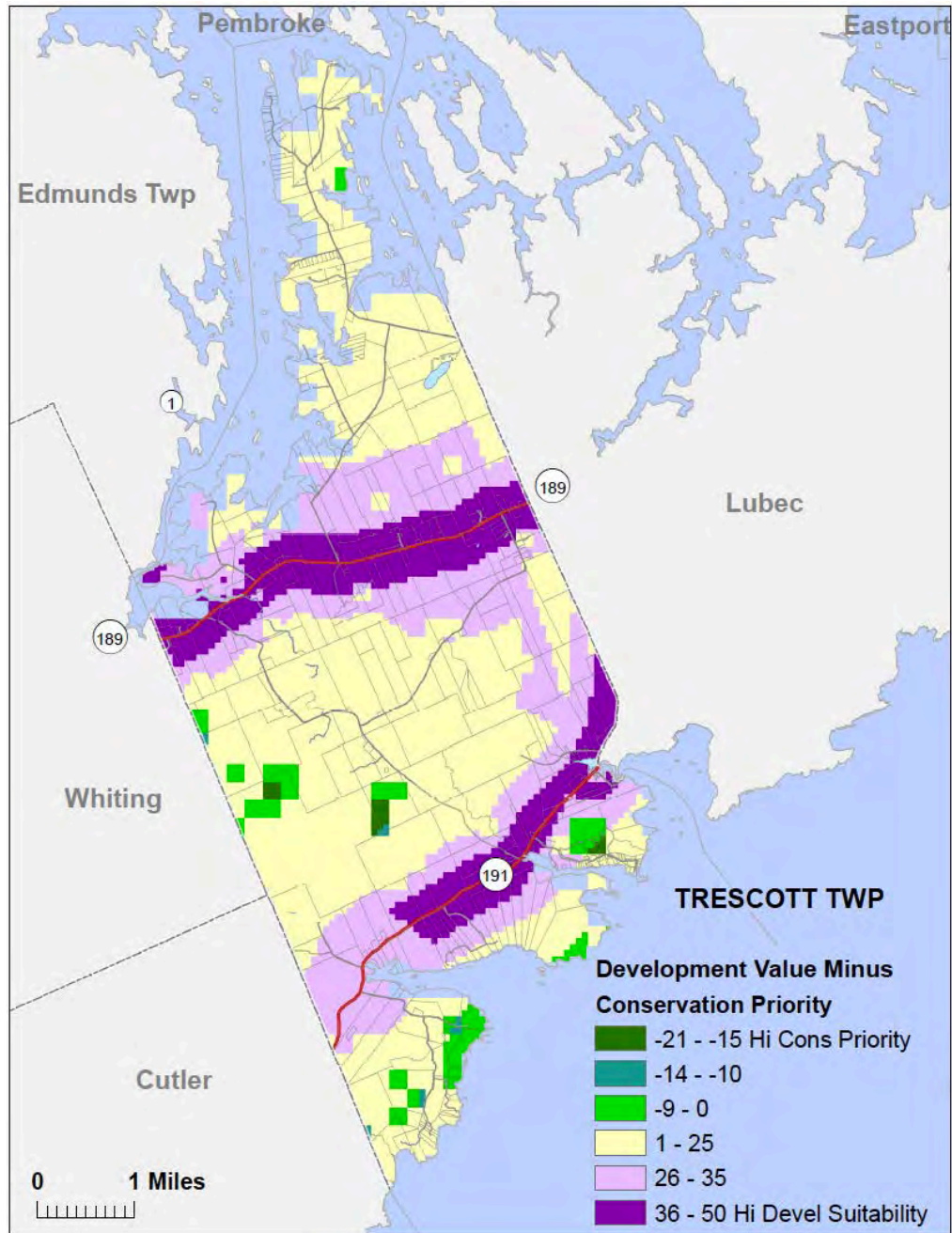
The entire Conservation Suitability model is a compilation of each of the sub-models above as depicted in the final diagram at right.



GIS Model Diagram: Conservation Suitability Analysis; Tora Johnson, University of Maine at Machias GIS Laboratory and Service Center, 2017

An example of the Conservation Suitability model output for Cathance/Marion is shown above. For all model outputs the darkest color indicates areas of highest suitability for the model. Thus the areas of darkest green in Cathance/Marion correspond to areas of highest conservation significance.

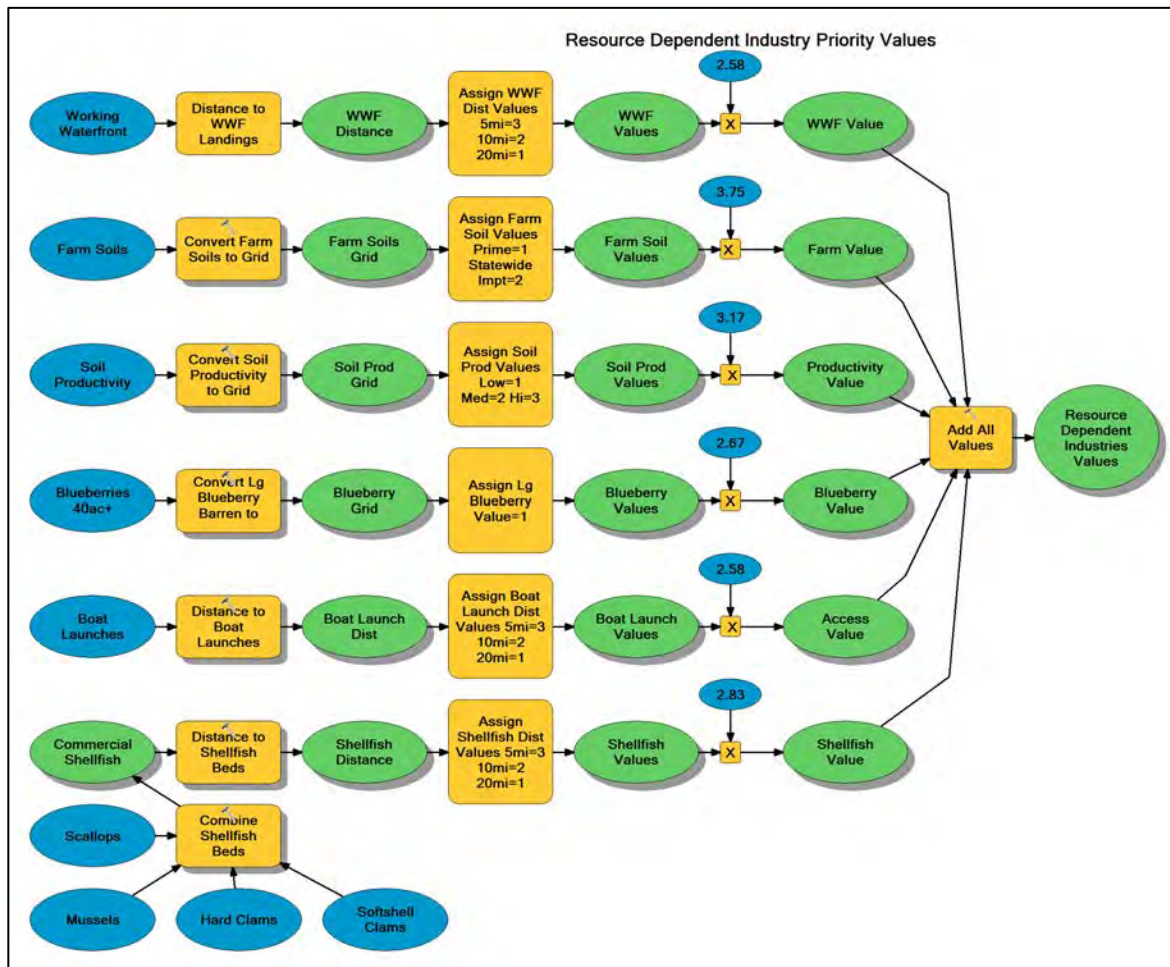
It is common to merge the output of the Development Suitability and Conservation Suitability models. The assumption in such a merger is that high conservation value is not suitable for development. Thus the merger subtracts conservation values from development values to yield a final output. This gives us a picture of those areas that are best suited for development and also those to stay away from in order to protect the highest conservation values.



An example of this merged output is depicted here for Trescott. Further integration and analysis of the four models is provided below in the final section of the chapter: *Application of Suitability Analyses*.

Development Suitability Analysis – Resource Dependent Industries

Another development suitability analysis, for resource dependent industries, was prepared in recognition of their significance to the economy and land use of the Washington County UT. This model is primarily a presence/absence model but also includes a proximity feature in consideration of access to working waterfront. A diagram of the model is provided below and includes inputs related to soils (farm, productivity, blueberry land), boat launches, harvested shellfish species and working waterfront.



GIS Model Diagram: Resource Dependent Industries Suitability Analysis; Tora Johnson, University of Maine at Machias GIS Laboratory and Service Center, 2017

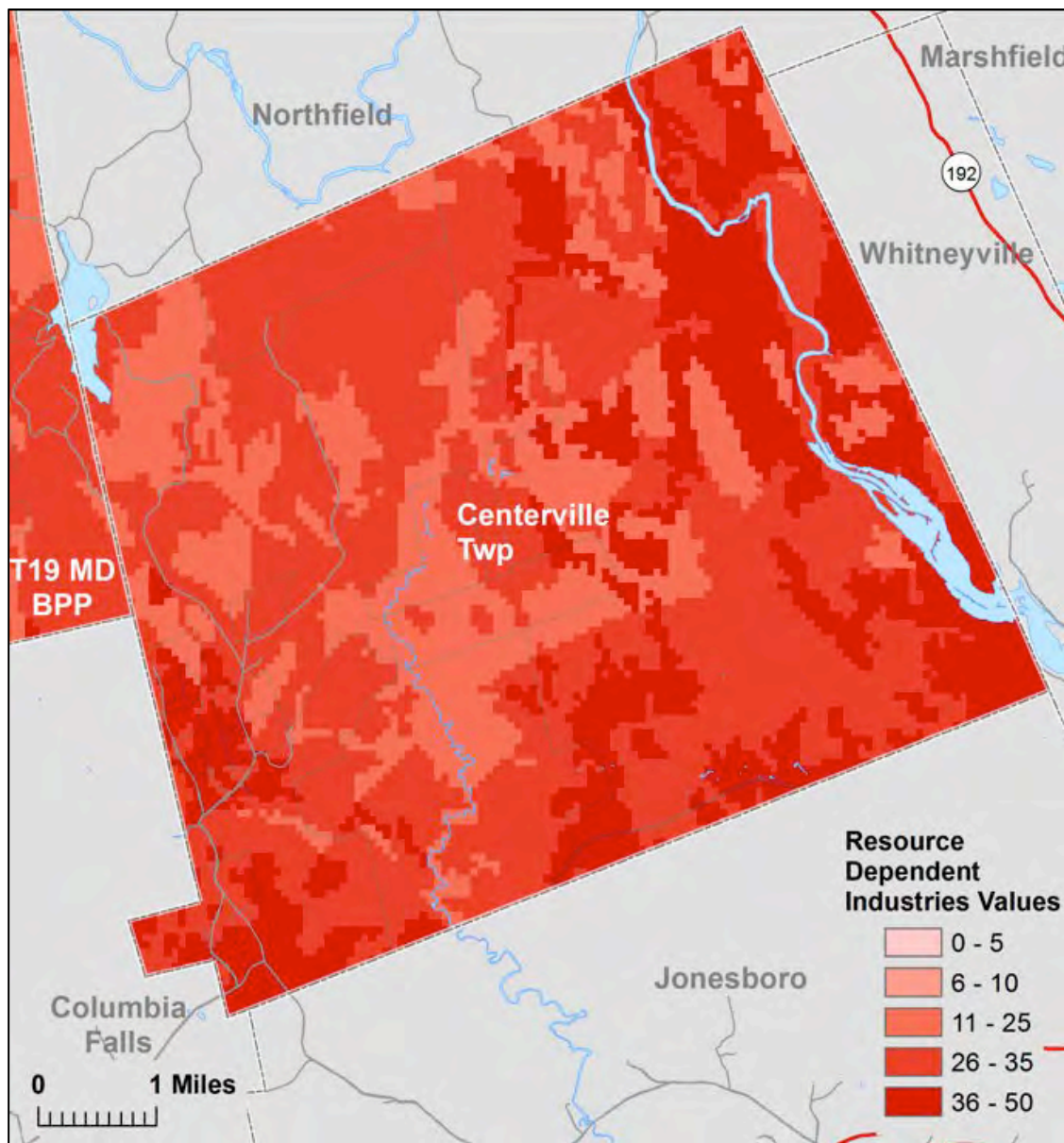
In their initial review of this model the Planning Committee noted the following:

- Some data is still missing including the waterfront access information; Judy will get the Island Institute database of public and private wharves and access points to Tora.
- David Bell noted that the prime agricultural soils are not necessarily those that support blueberries. Tora is using both soils and land cover data for land in blueberry production with a threshold of greater than 40 acres in blueberry production.
- We looked at the attribute information and David noted that the soils that support blueberries are mapped where those blueberry lands are located. Tora can run a statistical analysis on which soils are

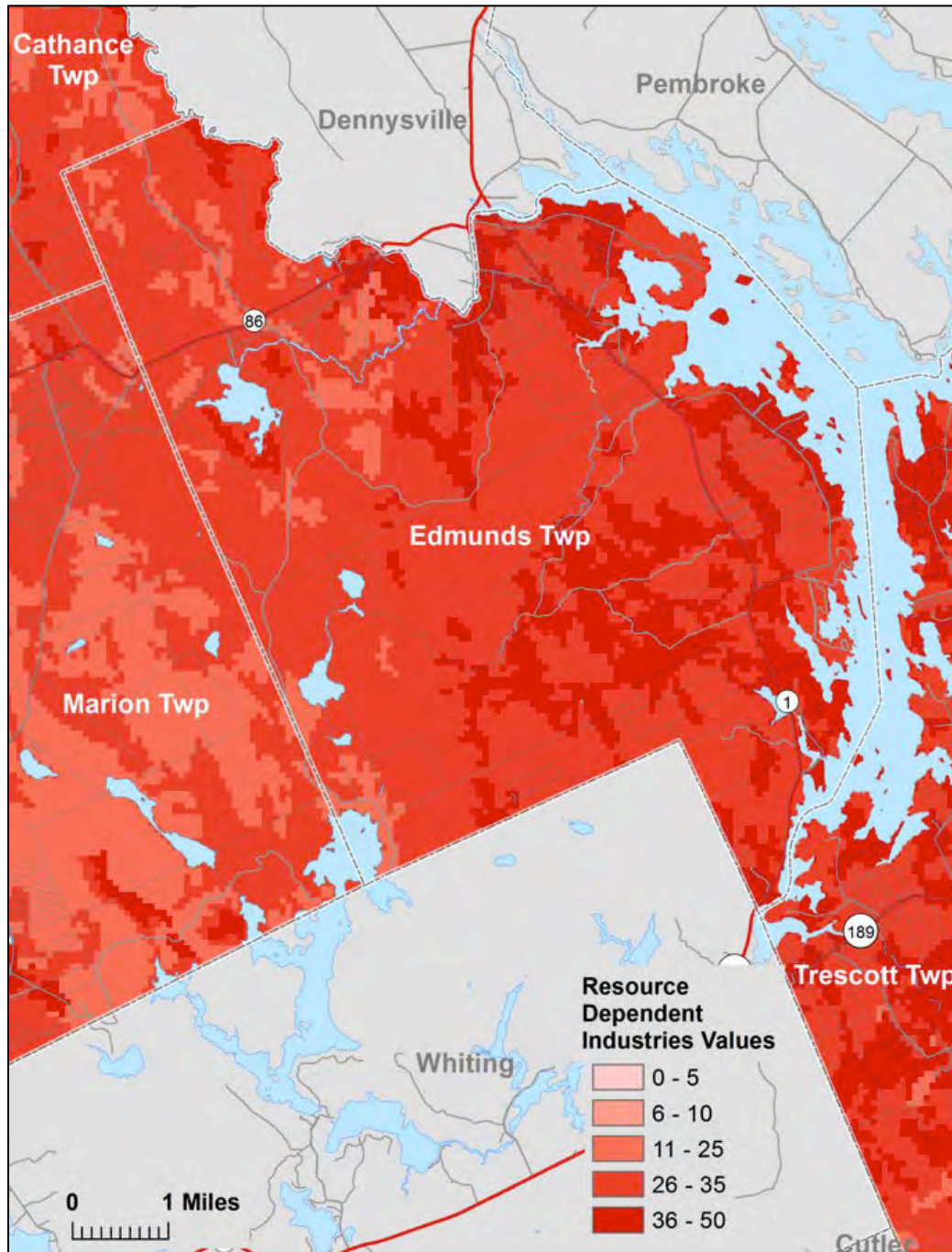
associated with the land in blueberry production and then predict blueberry production lands (whether currently in production for blueberries or not) from that output.

- Soils ratings for forestland productivity are also available in the NRCS publication (see reference in following paragraph). John Bryant did not feel that running that analysis would add significantly to our understanding of forest products industry issues.

Note that the ratings of soils for various uses come from a 1997 publication by the Natural Resources Conservation Service (USDA-NRSC Orono, ME – Soil Survey Data for Growth Management in Washington County, Maine, 1997). The Soil Survey handbook includes many tables that interpret the suitability of different soils for agricultural production, woodland productivity, erodability and low density development⁸ (used in the development suitability model). Examples of the Resource Dependent Industry model output are provided below for Centerville and Edmunds.

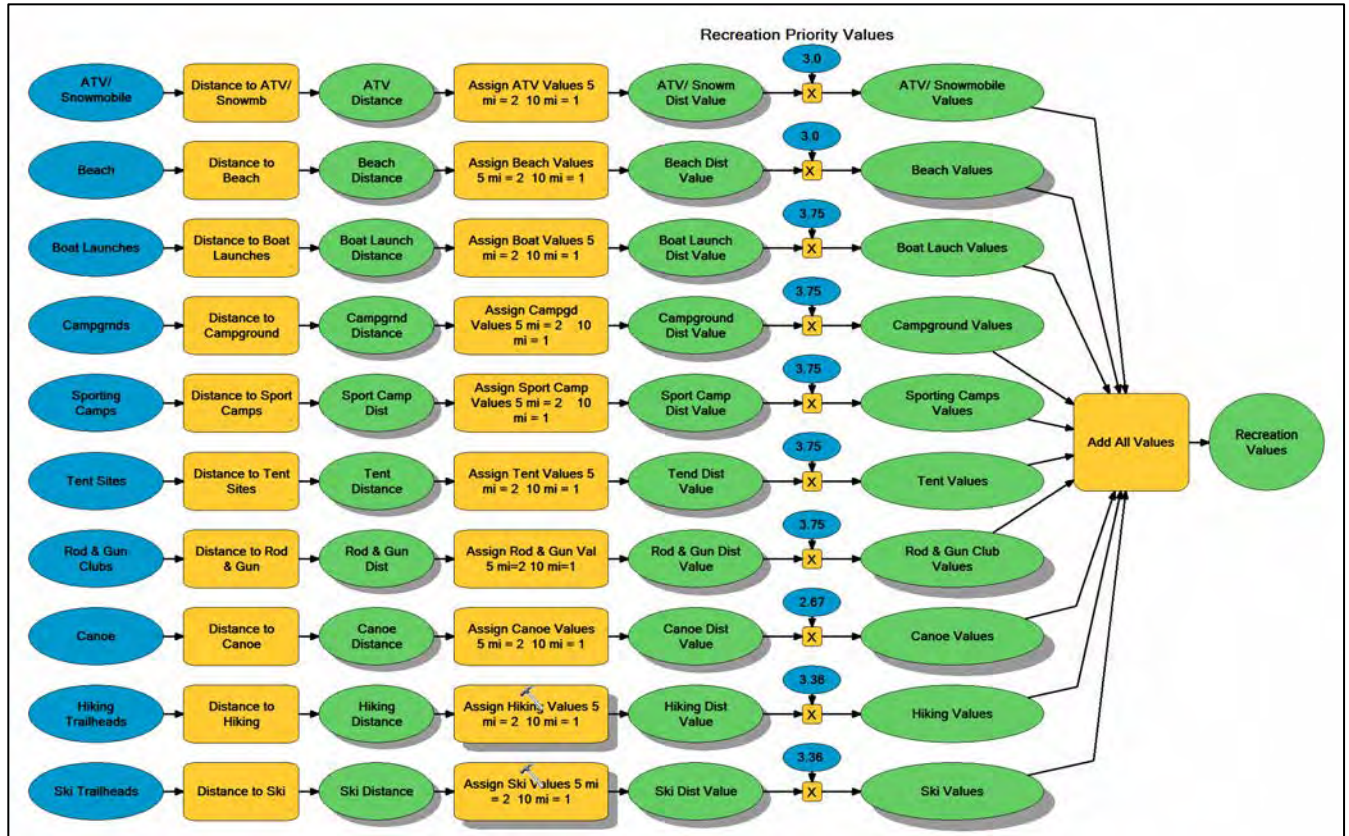


⁸ See Footnote 7



Recreation Suitability Analysis – Proximity to Recreational Assets

Also a new model developed for this project, the Recreation Suitability Analysis model is entirely based on proximity to recreation assets. Proximity is described in concentric rings of 5 or 10 miles from the feature in question. These features include boat launches, campsites, recreational lodges, public parklands, and hiking trail access points. The output depicts recreation clusters; as with the mapped outputs of the other models the most intense colors indicate high concentrations of recreation assets. The input model diagram is depicted below.

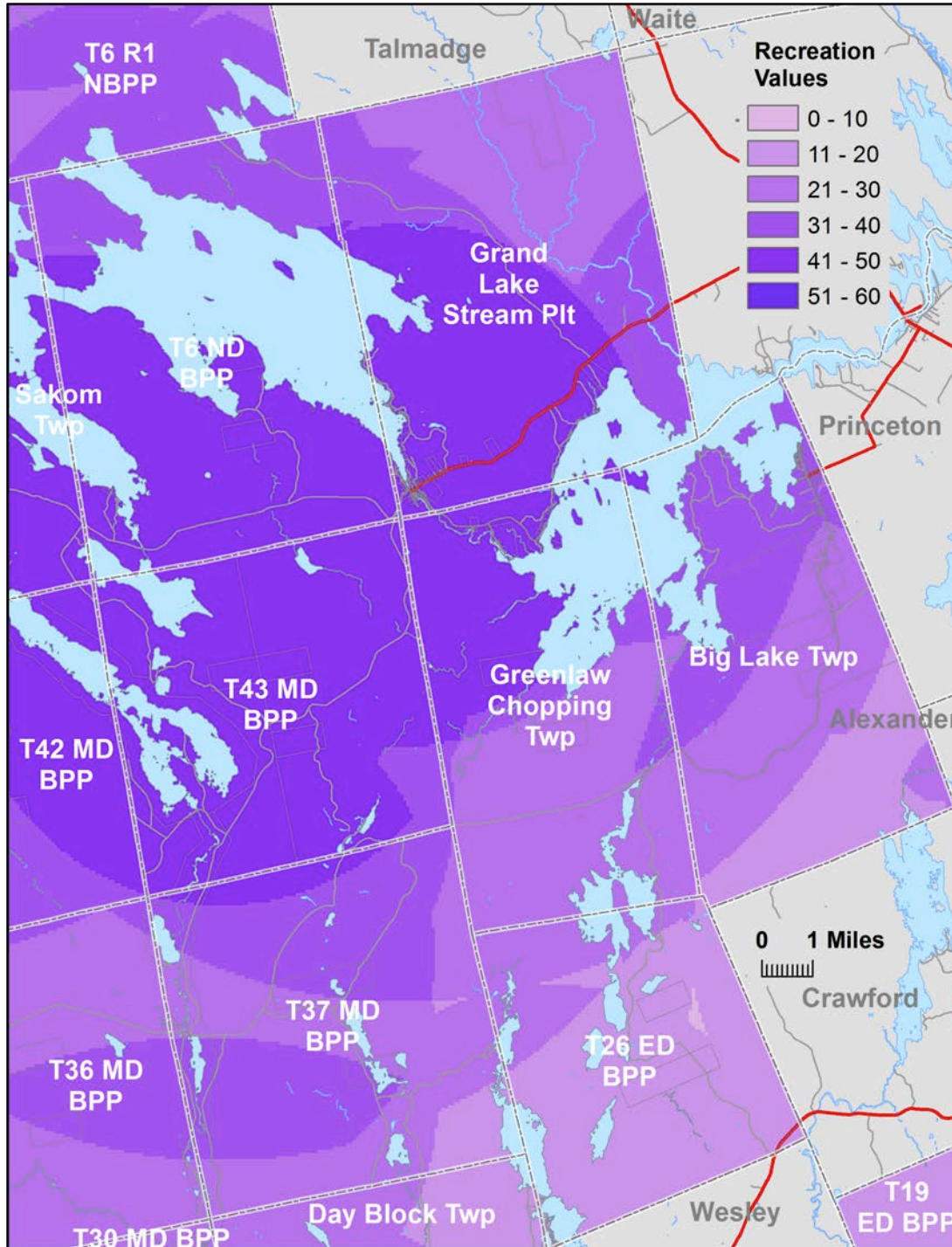


GIS Model Diagram: Recreation Suitability Analysis; Tora Johnson, University of Maine at Machias GIS Laboratory and Service Center, 2017

Planning Committee review of the recreation model included the following discussion and refinements:

- Campsite and boat launch data were added in the upper St Croix. These additions increased the intensity of recreation assets (darker color model output) in Forest City from the earlier model output.
- Heron removed guide services because their base of operations (often in a nearby service center like Machias) is not indicative of the recreational asset.
- Sportsfishing was not included because it is prevalent everywhere and boat launches provide the access point to that opportunity.
- When the individual point data is turned on in the view of model output the map lights up with recreational opportunities – the “fun county”.

An example of the Recreation Model output for Lake Region is provided below.



Application of Suitability Analyses

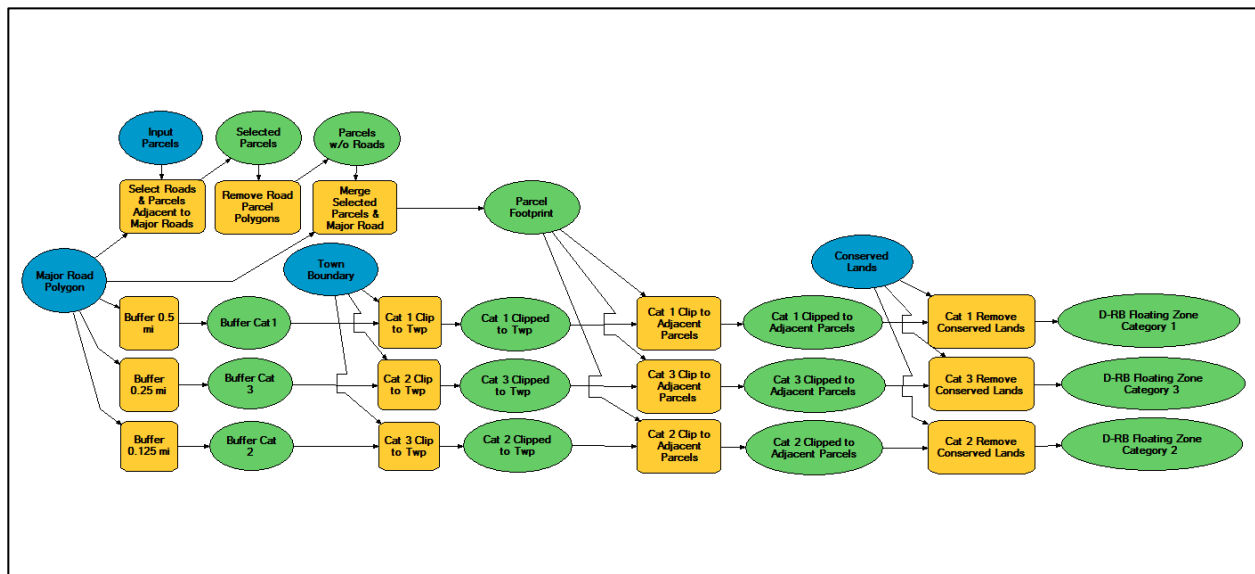
The screen captures used above depict examples of the four suitability analyses, some by single UT and some by larger areas. This output provided staff and the Planning Committee with information to support the choices of the UTs and Plantations in which to conduct prospective

zoning. However as with most application of GIS mapping, the true value of the suitability analyses is the ability to interact with the data depending on the question under consideration.

Each suitability analysis depicts the highest relative suitability of an area with increasingly darker shading. While this output provides target areas of greatest suitability, for conservation for instance, it is possible to zoom in to a cluster of parcels and then turn on the individual layers contributing to the high conservation output. A particular parcel may have a deer wintering area on it, or only near to it, or a parcel may have critical habitat for an endangered species; interacting with the model at that level of detail can reveal the reason for the model output and suggest a regulatory response. Likewise a darkly shaded area from the development suitability analysis will suggest that development is suitable but a zoomed in analysis will reveal which factors make it so such as road access and nearby 3-phase power in addition to the proximity of services and retail opportunities. In similar fashion the resource dependent industries output can generally indicate that there are resource-dependent industries but a parcel-by-parcel analysis will tell you the specific resource (eg. blueberries) and whether a development proposal (eg. processing) is a suitable use nearby.

Merged Suitability Analyses Output for D-RB Floating Zone Proposal Review

The Rural Business Development (D-RB) floating zone described above and depicted in particular areas in **Chapter 5 - Consensus** was created using a GIS model similar in structure to the models that created the four suitability analysis. The model diagram describing the inputs is provided below.

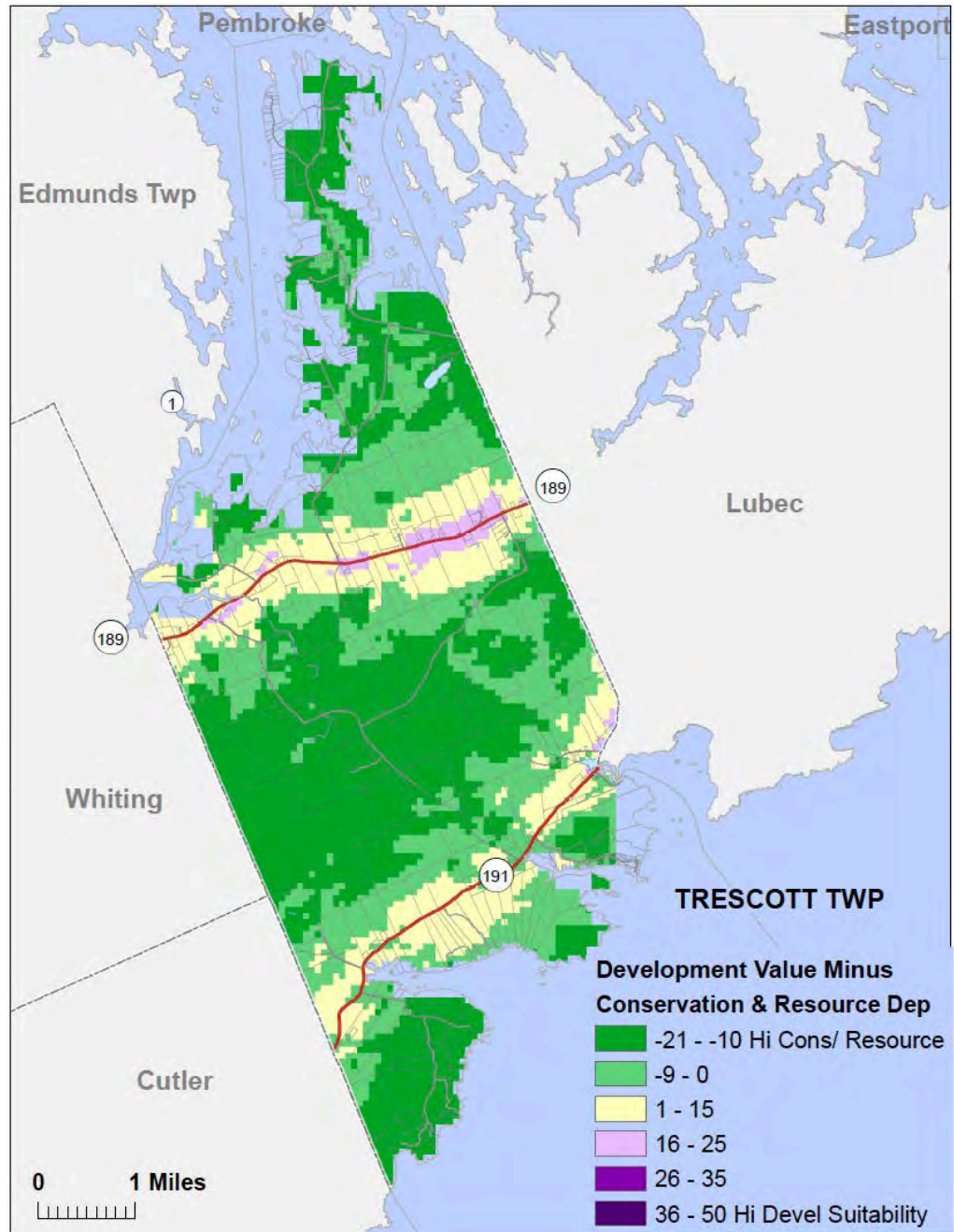


GIS Model Diagram: Floating Zone applicable areas; Tora Johnson, University of Maine at Machias GIS Laboratory and Service Center, 2017

We intentionally did not include the output of each of the four suitability analyses in the model that created the floating zone areas. While it would be possible to create an algorithm that brought the output of the four suitability analyses into the model that creates the floating

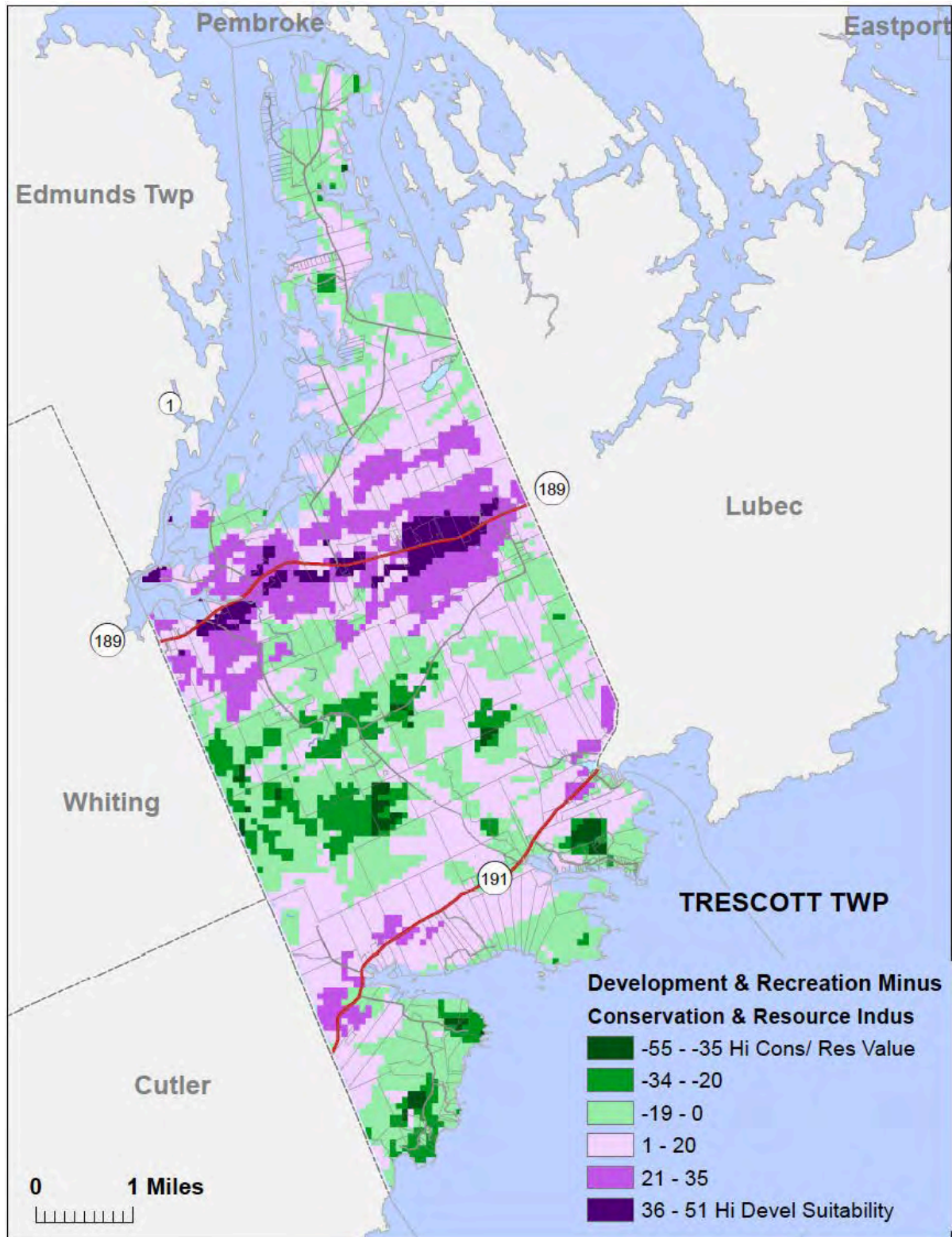
zones there are just too many variables for the picture created by that step to be informative. Rather, the outputs of the four suitability models can be merged within a UT to refine the picture of appropriate areas for development and then the particular factors within each analysis can be examined to evaluate a parcel-by-parcel zone change and permit request that may result from creation of the Rural Business Development floating zone opportunity.

An example of how the four models can be refined is provided here for Trescott. Page 40 above provides a screen capture of the merged output of the Development Suitability Model minus the Conservation Suitability Model. However it is reasonable assume that development is not suitable in the areas that are most suited to Resource Dependent Industries. Thus the screen capture here depicts the merged output of the Development Suitability values minus the Conservation AND the Resource Dependent Industries values.



A further refinement is possible if you assume that the areas with high recreation suitability, and thus businesses that may be supported by those recreational assets, should be kept away

from both high conservation values and high resource dependent industry values. The screen capture below therefore depicts the output of the Development model PLUS the Recreation model MINUS the output of the Conservation and the Resource Dependent Industries model.



Finally all models are as useful and as pliable as the assumptions that go into them. The values that each model generates and the map shading that those values create can be reduced and/or intensified by the weightings given to their inputs. Thus if a community wishes to add weight to conservation or resource dependent industries then the model can increase the significance of those factors. Once created these models can be used in any way that a community wishes to use them.

In **Chapter 5 Consensus** there are several recommendations for how to address the “push-pull” of concerns expressed throughout the CGP&Z planning process. These are summarized in the Chapter 5 section *Floating Zone Rule Change Recommendations*. A primary recommendation is inclusion of a review of the impacts of the implementation of the D-RB floating zone in each UT after five permits or five years whichever comes first.

Given that these suitability models are based on data that can change over time, the model outputs can be re-generated with the most up-to-date information for that five-year review.

In addition the assumptions and weightings of factors behind the models can always be changed as part of a community discussion.



Ever changing mud flats of Cobscook Bay, Trescott Twp
Photo by Crystal Hitchings

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Chapter 5 – Consensus

This chapter provides the conclusions reached in this Community Guided Planning and Zoning Process. The Planning Committee review of multiple sources of data about the Washington County UT is provided in detail in **Chapter 4 Contemplation**. This chapter provides the conclusions they reached to narrow the focus from over 800,000 acres to a more manageable and relevant, for development purposes, 200,000 acres. This chapter also provides maps and links to online interactive mapping resources that depict the prospective zoning recommendations. While the prospective zoning recommendations in Baring and Grand Lake Stream are parcel specific and thus clearly delineated on the maps provided, the Floating Zone recommendations must, by definition, be described in rules to be written and interpreted by the LUPC. Thus the maps depicting the Floating Zones are illustrative and not definitive.

The many types of outreach and input that took place over 18 months, thirteen public meetings, and two online surveys are described in **Chapter 2 Collaboration**. The analysis of how that input tugged in opposite directions is provided below. The final recommendations result from our best effort to reconcile the, at times, conflicting input received from multiple sources of public input. Finally a Capital Investment Plan provides an analysis of the needs going forward for both further study and infrastructure investment.

Narrowing the Scope of the Planning Effort

As fully described in **Chapter 4 Contemplation** the staff and planning committee examined multiple sources of data to establish criteria that could narrow the scope of the prospective zoning task to those areas that have the people, the infrastructure, the investment, the services, and a record of development activity to support additional development.

Five tables follow that summarize this effort. The first provides a summary of each criterion and the threshold established to determine whether prospective zoning should be conducted in a particular UT or Plantation. Answers were reached for each criterion; however, no single criterion determined whether to proceed with prospective zoning. Rather, Planning Committee deliberations examined the entire picture in determining the anticipated level of focus. The four tables that follow provide the answers reached for each UT or Plantation across all criteria and are organized according to the consensus reached as to three tiers of focus for where to conduct prospective zoning and where not to propose any new prospective zoning.

This effort narrowed the scope of the planning effort from:

- thirty-four UTs to nine
- three Plantations to two
- over 800,000 acres to roughly 200,000
- a year round population of 1611 to roughly 830.

Most of the UTs and Plantations of focus are in the Coastal sub-region with another three from the Northern sub-region, two from the Lakes sub-region and one from the Western sub-region.

Table 1 – Criteria and Thresholds to Decide on Prospective Zoning Focus

#	Criterion	Threshold
1	Population	Conduct prospective zoning where year round population exceeds 50
2a	New residential development permit activity	Conduct prospective zoning where (1) the number of new residential permits between 1995-2015 exceeds 20, or (2) where the highest proportion of new residential permits issued has taken place after 2010.
2b	Other-residential development permit activity	Conduct prospective zoning where (3) the number of other-residential permits between 1995-2015 exceeds 100, or (4) where other-residential permit issuance shows a steady or increasing amount of activity since 2010s
3	Non-residential permit activity	Threshold more qualitative than quantitative based on analysis of types, patterns and intensity of non-residential activity. See Table in Chapter 4 Contemplation.
4	Transportation access	Conduct prospective zoning where traversed by State highways, State-aid highways or by active rail networks.
5	TIF investments	Conduct prospective zoning where there is a record of previous TIF grant and loan awards.
6	Proximity to service centers	Conduct prospective zoning where located in close proximity (within 10 miles) of a service center or retail hub.
	Comments/discussion	Conduct prospective zoning where additional factors not specifically supported by available data suggest that development opportunity or interest may exist, eg. near secondary service centers, near significant recreational assets, and/or near other infrastructure such as telecommunication towers, border crossings, energy infrastructure.

The collective answers as to whether each UT or Plantation met the threshold for each criterion were maintained in a summary matrix with each geographic unit along the vertical and each criterion along the horizontal. The following four tables describe the three tiers of focus (and the last of no further focus) that the Planning Committee reached in their decisions as to whether, where and at what intensity to conduct prospective zoning. These three tiers included:

1. Conduct Prospective Zoning throughout UT or Plantation AND consider Rural Business Development Floating Zone in all or part of UT or Plantation
2. Conduct Prospective Zoning in some or part of UT or Plantation AND consider adapting the Rural Business Development Floating Zone from Aroostook County in all or part of UT or Plantation
3. Consider adapting the Rural Business Development Floating Zone from Aroostook County in all or part of UT or Plantation
4. Do not conduct Prospective Zoning

Tier 1: Conduct Prospective Zoning throughout UT or Plantation AND consider Rural Business Development Floating Zone in all or part of UT or Plantation								
UT/Plantation	Criterion 1 Population	Criteria 2a New residential permits	Criteria 2b All other residential permits	Criteria 3 Non-residential development	Criteria 4 Transportation access	Criteria 5 TIF investments	Criteria 6 Proximity to service centers	Comments
Baring Plt	yes	yes	yes	yes	yes	not eligible	yes	
Cathance Twp	no	yes	yes	yes	yes	yes	no	

Chapter 5: Consensus

Tier 1: Conduct Prospective Zoning throughout UT or Plantation AND consider Rural Business Development Floating Zone in all or part of UT or Plantation								
UT/Plantation	Criterion 1 Population	Criteria 2a New residential permits	Criteria 2b All other residential permits	Criteria 3 Non- residential development	Criteria 4 Transportation access	Criteria 5 TIF investments	Criteria 6 Proximity to service centers	Comments
Edmunds Twp	yes	yes	yes	yes	yes	yes	yes	
Grand Lake Stream Plt	yes	no	yes	yes	yes	not eligible	no	
Marion Twp	no	yes	yes	yes	yes	yes	no	
Trescott Twp	yes	yes	yes	yes	yes	yes	no	

Tier 2: Conduct Prospective Zoning in some or part of UT or Plantation AND consider adapting the Rural Business Development Floating Zone from Aroostook County in all or part of UT or Plantation								
UT/ Plantation	Criterion 1 Population	Criteria 2a New residential permits	Criteria 2b All other- residential permits	Criteria 3 Non- residential development	Criteria 4 Transportation access	Criteria 5 TIF investments	Criteria 6 Proximity to service centers	Comments
Big Lake Twp	yes	no	yes	maybe	no	yes	yes	proximity to service center (Princeton) and its airport; terminus of Stud Mill Road, proximity to Natural Gas Pipeline
Twp 24 MD	no	yes	yes	maybe	yes	yes	no	Reduced priority given very limited population & minimal other criteria besides being bisected by SR 9

Tier 3: Consider adapting the Rural Business Development Floating Zone from Aroostook County in all or part of UT or Plantation								
UT/ Plantation	Criterion 1 Population	Criteria 2a New residential permits	Criteria 2b All other- residential permits	Criteria 3 Non- residential development	Criteria 4 Transportation access	Criteria 5 TIF investments	Criteria 6 Proximity to service centers	Comments
Brookton Twp	yes	no	no	no	yes	yes	yes	
Forest City Twp	no	no	no	no	yes	yes	no	significant recreational assets (East Grand Lake, St Croix River); recent investment in border crossing facility; recent cell tower investment.
Lambert Lake Twp	no	no	no	maybe	yes	no	no	significant recreational assets (Spednic Lake, St Croix River) in the area, recent investment in the border crossing facility (in Vanceboro), and recent investment in rail siding

Tier 4: Do not conduct Prospective Zoning								
UT/ Plantation	Criterion 1 Population	Criteria 2a New residential permits	Criteria 2b All other residential permits	Criteria 3 Non- residential development	Criteria 4 Transportation access	Criteria 5 TIF investments	Criteria 6 Proximity to service centers	Comments
Berry Twp	no	no	no	no	no	no	no	
Centerville	no	no	no	no	no	yes	yes	
Codyville Plt	no	no	no	no	yes	no	no	
Day Block Twp	no	no	no	no	yes	no	no	
Devereaux Twp	no	no	yes	no	yes	no	no	minimal year round population (2) proximity to Bangor (45 mins)
Dyer Twp	no	no	no	no	no	no	no	
Forest Twp	no	no	no	no	yes	yes	no	
Fowler Twp	no	no	no	no	no	no	no	
Greenlaw Chopping Twp	no	no	no	no	no	no	no	
Kossuth Twp	no	no	no	no	yes	yes	no	
Sakom Twp	no	no	no	no	no	yes	no	
Twp 6 ND	no	no	yes	no	no	no	no	
Twp 6 R1	no	no	no	no	no	no	no	
Twp 8 R3	no	no	no	no	yes	yes	no	
Twp 8 R4	no	no	no	no	yes	yes	no	
Twp 11 R3	no	no	no	no	no	no	no	
Twp 18 MD	no	no	no	no	no	no	no	
Twp 19 ED	no	no	no	no	no	no	no	
Twp 19 MD	no	no	no	no	no	no	no	
Twp 25 MD	no	no	no	no	no	yes	no	
Twp 26 ED	no	no	no	no	yes	no	no	
Twp 30 MD	no	no	no	no	yes	no	no	
Twp 36 MD	no	no	no	no	no	no	no	
Twp 37 MD	no	no	no	no	no	no	no	
Twp 42 MD	no	no	no	no	no	no	no	
Twp 43 MD	no	no	no	no	no	yes	no	

This analysis provided the foundation on which to choose the locations and focus of the second round of public meetings. As noted in **Chapter 2 Collaboration**, outreach was conducted in eight public meetings during the summer and fall of 2016 throughout the four regions. Two additional meetings were held in Trescott and Grand Lake Stream in November of 2016, in Grand Lake Stream in January of 2017 and the final public meeting was held in Calais in April of 2017.

Prospective Zoning Recommendations

Prospective zoning is a process that allows residents, property owners, businesses and other interested parties in the UT to work together to prospectively identify suitable areas for commercial, residential and/or recreational uses, so that businesses and property owners can propose new uses with greater assurance that the proposal is appropriate for that location. Rather than a “top – down” plan from a State agency, this is an opportunity for a locally-driven redrawing of the map in the UT where co-operative, “bottom–up” solutions can be agreed upon by the participants and documented for LUPC consideration.

The Planning Committee was reluctant to propose specific zoning changes prior to the second round of public meetings. As described in **Chapter 2 Collaboration** the staff and Planning Committee sought instead to hear from those living in the sub-set of communities in the UT chosen through the criteria to narrow the scope of the Planning effort. Only two communities, Baring Plantation and Grand Lake Stream Plantation, had prospective zoning changes to address active community and single lot planning initiatives. These proposals are mapped and summarized below.

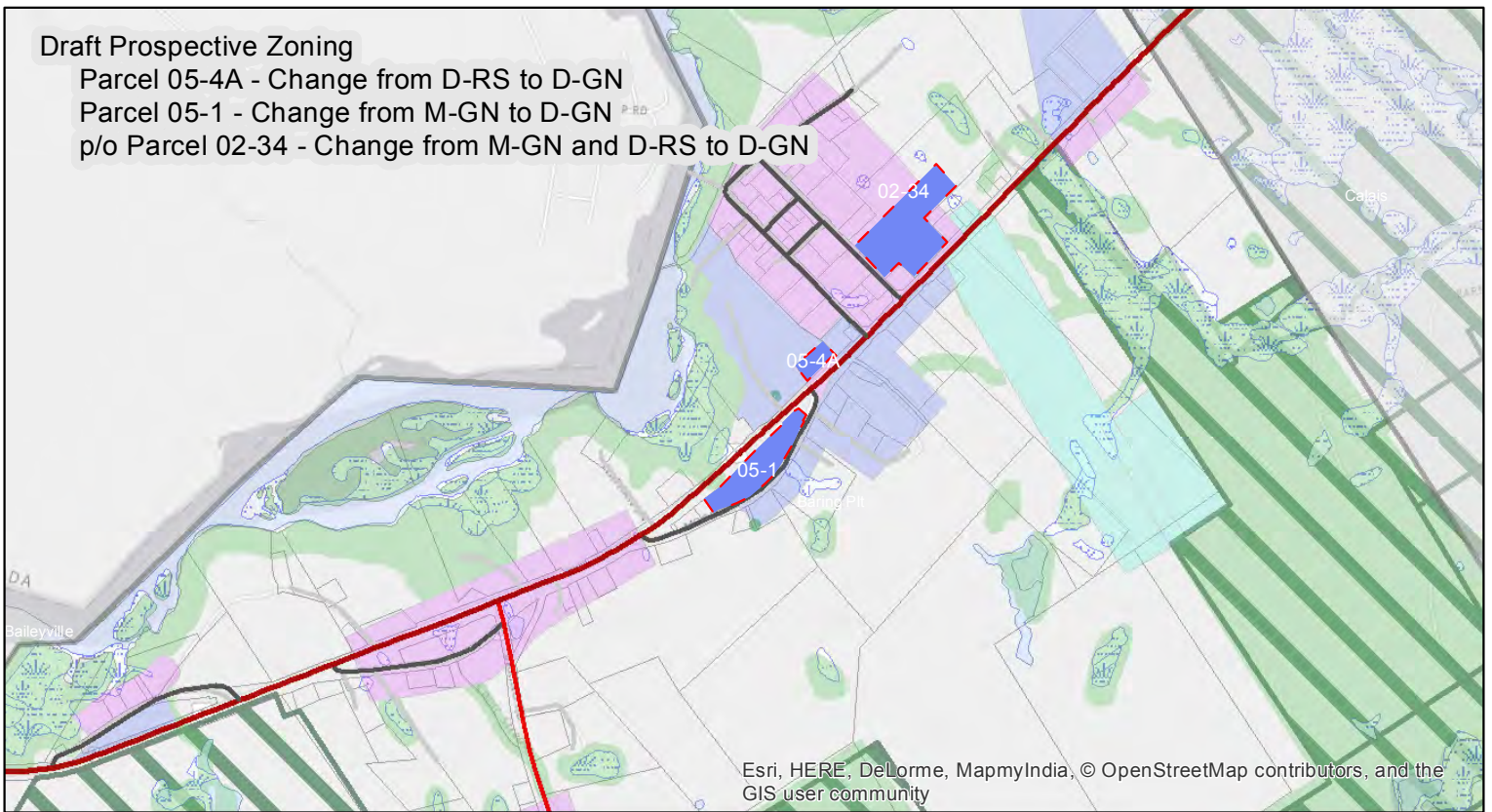
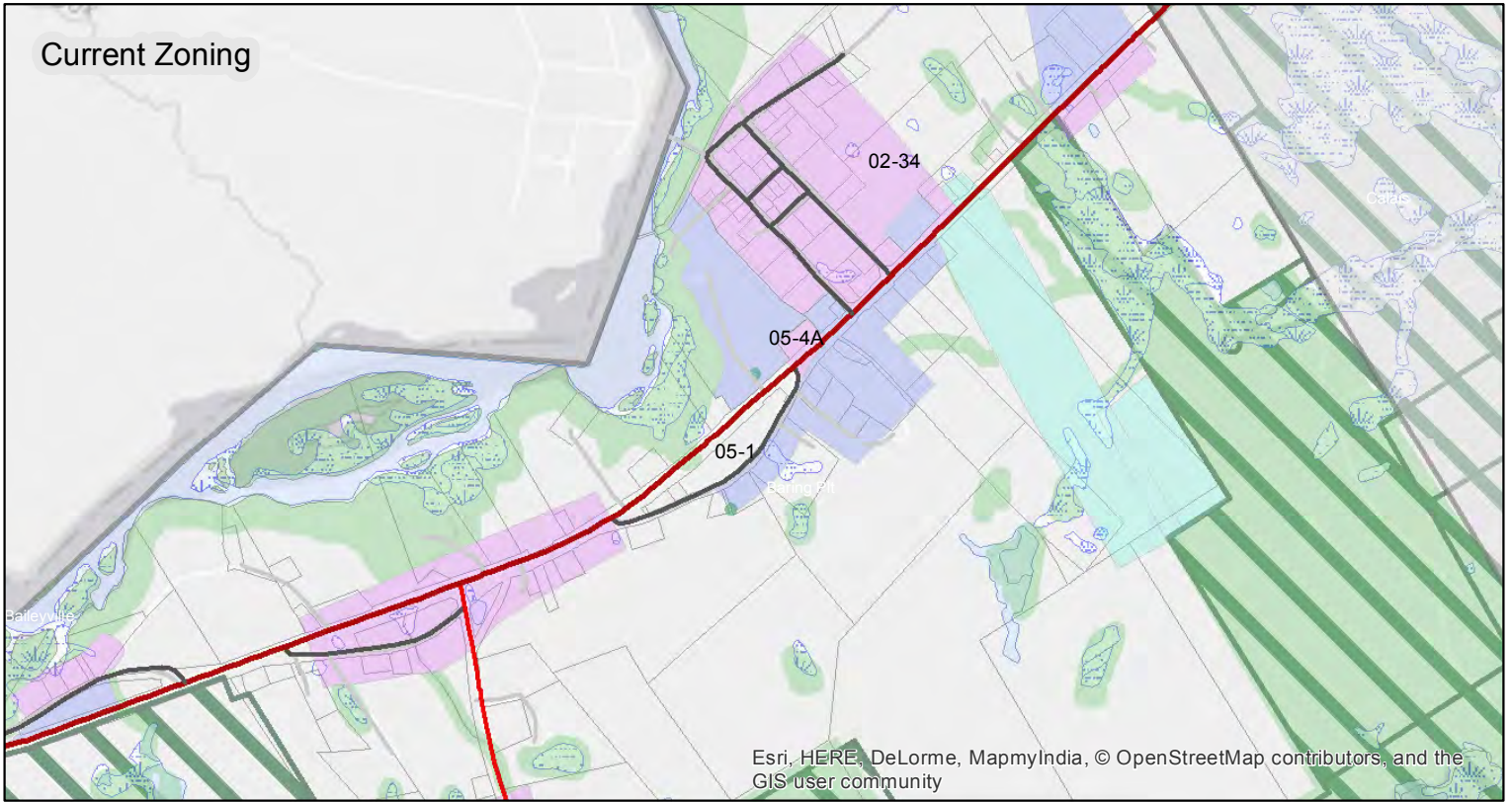
Baring Plantation

Several prospective zoning changes are proposed for Baring Plantation. The Planning Committee agreed with all of those proposed but reduced the size of one proposal in order to limit impact on mapped wetlands and nearby residences. A map of these proposals is provided on the following page.

The recommended changes for Baring Plantation are summarized in the following table:

Parcel Map and Lot	Current Zoning	Prospective Zoning	Current Use/Comments
Map 5 Parcel 4A	Residential Development (D-RS)	General Development (D-GN)	<i>Knock on Wood</i> retail store; currently surrounded by D-GN and an operating business; change will remove a non-conformity with respect to parking area and allow expansion of uses
Map 5 Parcel 1	General Management (M-GN)	General Development (D-GN)	Former <i>O’Neills Garage</i> ; surrounded by D-GN on most of site; subject of current USEPA/WCCOG Brownfields Assessment to determine contamination (if any) from 3 above ground storage tanks associated with a former asphalt batch plant; tanks will be removed as part of Phase II Site Assessment; potential re-use as retail/demonstration site for manufactured homes
Map 2 p/o Parcel 34	General Management and Residential Development (D-RS)	General Development (D-GN)	Expansion of current D-GN to the rear of a portion of the parcel and behind existing D-GN (Downeast Glass) that has frontage on Route 1; retains D-RS and M-GN at the rear and northeast portion of the parcel to protect wetlands and buffer existing residences.

Baring Plantation Draft Prospective Zoning Changes



Land Use Planning Commission Subdistricts

- Baring Changes
- Protection Zones
- D-CI
- D-GN
- D-RS
- Management Zones

MEDOT_Roads

- State hwy
- State aid
- Townway
- Local 911
- Other 911
- Private 911

Conserved Lands

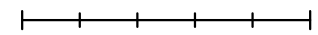
- Municipal
- State
- Federal
- Private - Fee
- Private - Easement
- Private - Other

Wetlands

- Open Water
- Wetlands

- D-CI : Commercial Industrial Development
- D-GN : General Development
- D-RS: Residential Development

0 0.5 Miles



Grand Lake Stream Plantation

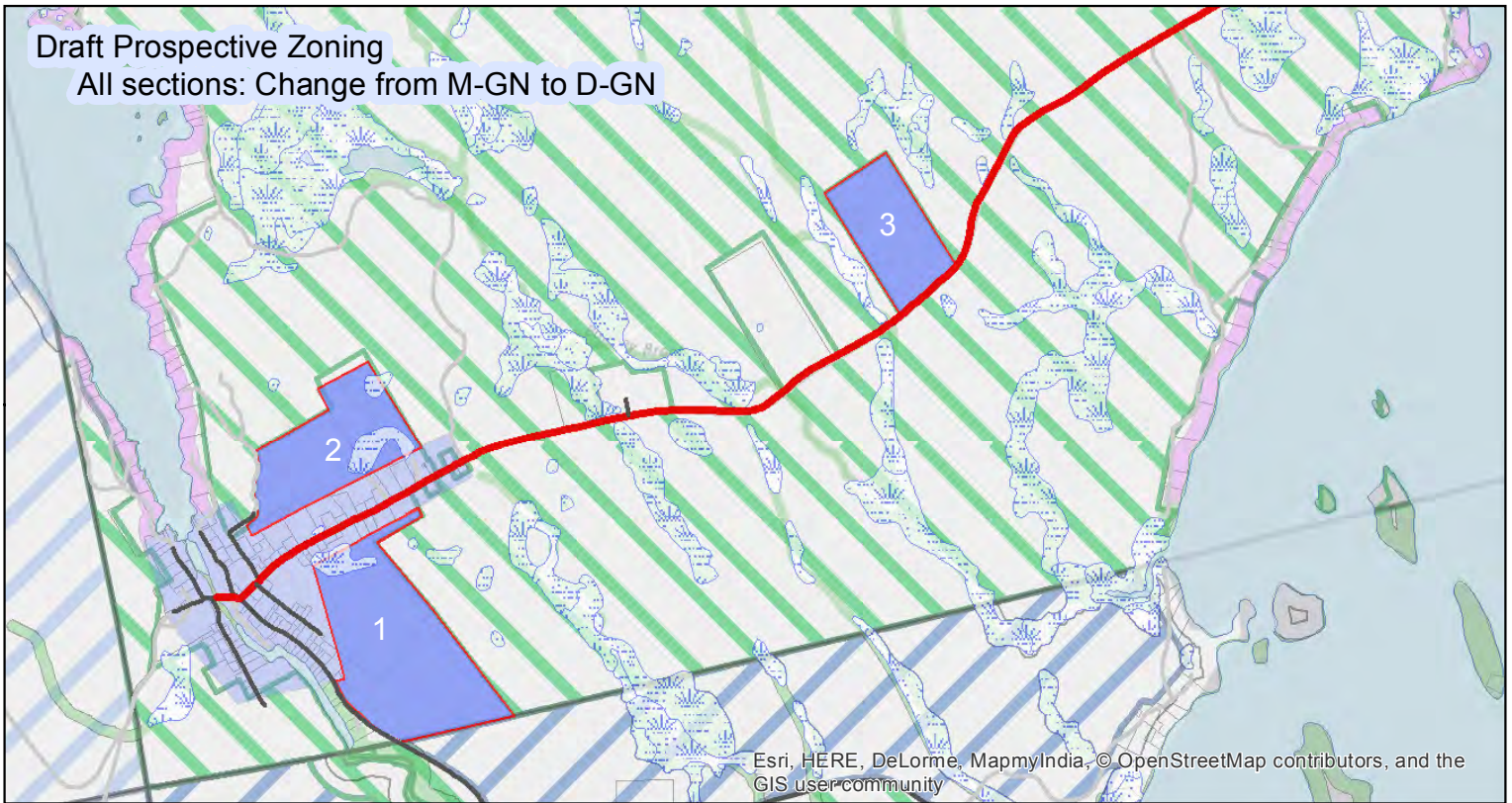
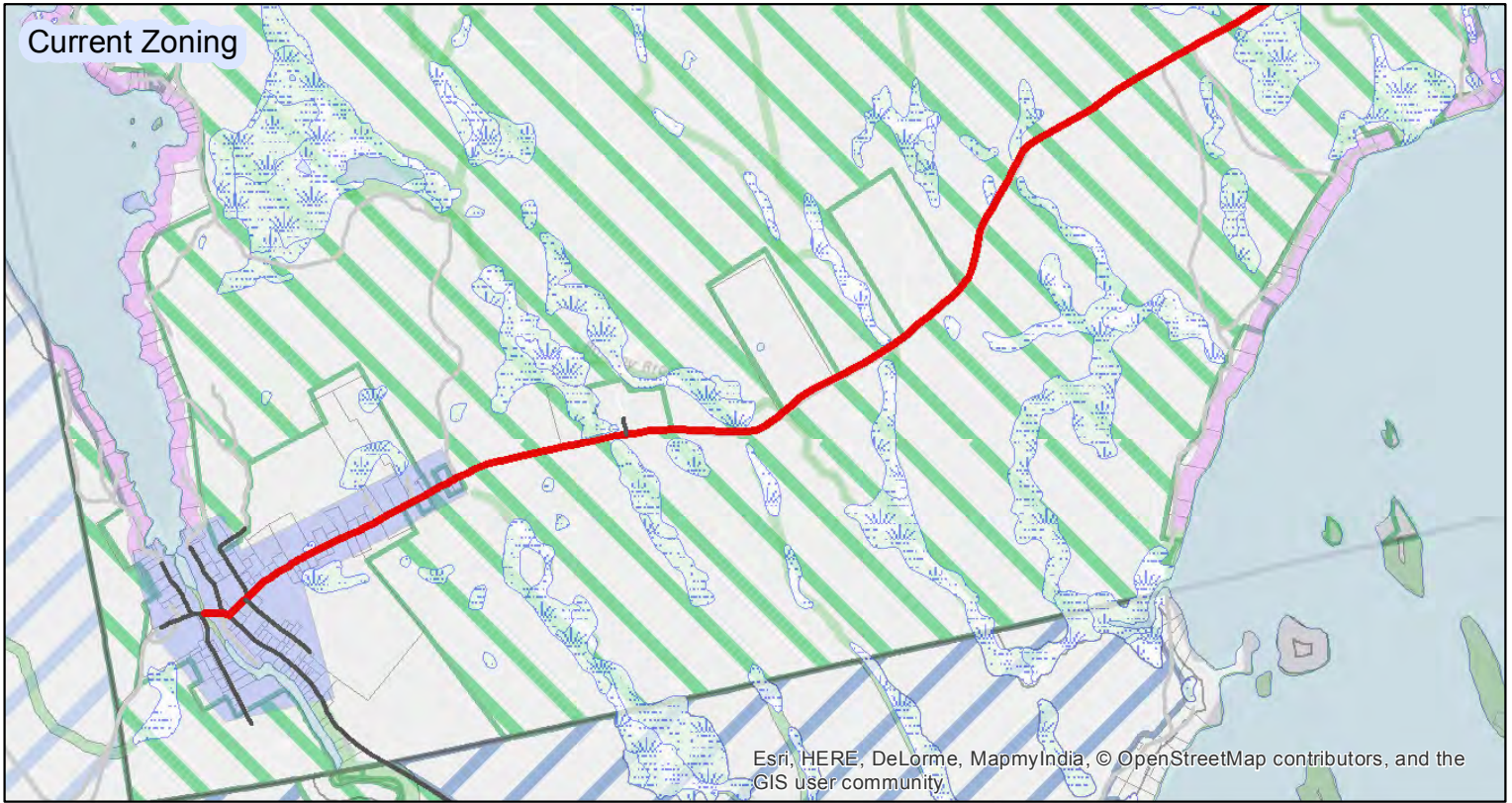
In 2014 Grand Lake Stream received a grant of \$600,000 as part of a New Markets Tax Credit purchase of land to be used for sustainable forestry and conservation. The grant is associated with three parcels of land, also given to Grand Lake Stream, that are the focus of planning for community and economic development. Grand Lake Stream has formed a Lands Committee to consider development options on these three parcels and decided in July of 2016 that their prospective zoning proposals could be included with any generated by this CGP&Z process. There were three public meetings in Grand Lake Stream (July and November of 2016; January of 2017). This CGP&Z process convened the first two meetings; the Plantation and its planning consultant, *The Musson Group*, convened the third meeting. Final prospective zoning changes from Grand Lake Stream are depicted in the map on the next page and summarized in the table below.

Area on map (on following page); Parcel Map and Lot	Current Zoning	Prospective Zoning	Current Use/Comments All parcels under consideration for prospective zoning were created as part of a larger land conservation transaction; Map (Plan) and Lot #s in the Grand Lake Stream property spatial database do not yet reflect subdivision of those parcels from the parent parcel
Area 1 Plan 1 p/o Lot 13, p/o 17 Plan 2 p/o Lot 2, p/o Lot 24A Plan 4 p/o Lot 14, p/o Lot 15	General Management (M-GN)	General Development (D-GN)	Currently undeveloped; south of village area; development considerations include senior residential housing
Area 2 Plan 1 p/o Lot 6, p/o Lot 15, p/o Lot 16 Plan 3 p/o Lot 38A, p/o 39 Plan 4 p/o Lot 7A	General Management (M-GN)	General Development (D-GN)	Mostly undeveloped; north of village area; development considerations include expansion of the village and mixed use area
Area 3 Plan 1 p/o Lot 6	General Management (M-GN)	General Development (D-GN)	Currently undeveloped; outside of village area near municipal recycling depot; development considerations include light industrial

Municipal leaders and those present at the three Grand Lake Stream public meetings reviewed the allowable uses in several LUPC Development zoning categories including Residential, Commercial, Planned Unit, and General Development. They chose General Development in all 3 areas to have the greatest flexibility in future development options for all 3 parcels that came under Plantation ownership as part of the larger conservation transaction. They also extended the prospective zoning recommendation for Areas 1 and 2 to include portions of the intervening parcels such that the village center is expanded out from its core area (currently zoned for General Development) to the outer boundaries of the 2 Areas granted to the Plantation.

The next section examines the Floating Zone option proposed for several UTs. Note that Grand Lake Stream did not choose to propose adoption of the Rural Business Development (D-RB) floating zone; however Baring Plantation did. Maps later in this chapter and online describe those areas.

Grand Lake Stream Plantation Draft Prospective Zoning Changes



Land Use Planning Commission Subdistricts

- GLS_prosp_Change
- Protection Zones
- D-CI
- D-GN
- D-RS
- Management Zones

MEDOT_Roads

- State hwy
- State aid
- Townway

Washington County Roads

- Local 911
- Other 911
- Private 911

Conserved Lands

- Municipal
- State
- Federal
- Private - Fee
- Private - Easement
- Private - Other

Wetlands

- Open Water
- Wetlands

- D-CI : Commercial Industrial Development
- D-GN : General Development
- D-RS: Residential Development

0 1 Miles



Unorganized Territories – Floating Zone Recommendations

As described in the two preceding chapters there is a collective desire to give UT landowners greater regulatory flexibility but also to keep things much the same as they are today.

Virtually all sources of public input – survey check boxes, phone calls to staff, public meeting conversations, written comments – show a deep and abiding respect and love for the land, habitats, wild creatures and extraordinary natural resources found in the Washington County UT and Plantations. With that respect and stewardship we also heard strong support for affording protection to its forests, lakes, rivers, and recreational opportunities.



Grand Lake Flowage, photo by Crystal Hitchings, 2014

How to achieve that protection

however generated much more divergent opinion from one extreme, “leave it - and me – alone”, to the other with admonishments to regulatory agencies that they are not doing their jobs sufficiently well to protect public and community interests.

Likewise when contemplating how to accommodate economic growth and the need for regulatory flexibility, few in the public or on the Planning Committee could point to specific places where prospective zoning, i.e. changes to current zoning, should take place. We heard repeated support for improved infrastructure (roads, culverts, broadband, faster emergency response, accurate package delivery, cellular and land line telephone) and the importance of providing economic opportunity for young families. Yet these needs were often coupled with comments about just leaving everything the way it is now. The inability to specify how and where change should occur appears rooted in an unknown and unknowable future.

The prospective zoning strategy proposed for this unknowable future is a Floating Zone called Rural Business Development (D-RB) customized for certain parts of the Washington County UT. The Floating Zone recommended here is modeled on the one adopted in the Aroostook County UT in 2016. By no means a perfect tool, a Floating Zone can offer both flexibility and, if used minimally or not at all, very little change to existing conditions.

Floating Zones – General and Specific Concerns

The general benefits and criticisms of any Floating Zone are described in **Chapter 4 Contemplation**. Responses to these criticisms include having significant standards in place to limit the impact of new rural business activity that will now be allowed in deeply rural areas

where the adjacency principle would previously have disallowed such rural business development to occur.

There are specific concerns expressed in response to the draft maps (provided below) of the areas where a Floating Zone could “land” if/when a landowner sought out a zone change and a permit to develop a parcel. These concerns about the Floating Zones, as mapped in the 5 UTs (Brookton, Cathance, Edmunds, Marion, Trescott) and one Plantation (Baring) where they are proposed¹, suggest that they will:

- Induce sprawl along the arterial roads of Washington County
- Blur the distinctiveness of separate communities
- Negatively impact the scenic beauty, habitat values, and existing residential landowners of the UT
- Allow development in the UT to the detriment of businesses that need support in nearby Service Center communities
- Allow development in multiple areas and not in a node where a cluster of services can be provided and supported more efficiently
- Impinge upon commercial forestry operations outside of village centers

These are valid concerns with very real consequences for UT landowners and the character of the UT. The Rural Business Development Floating Zone was proposed and adopted in Aroostook County because they also wanted to offer flexibility but they also did not know where development would occur. To address this uncertainty in its application they created a review process that would allow them to evaluate where any nodes of development are created and then re-evaluate the floating zone concept and where it could be further applied.

The Rural Business Development Floating Zone proposed in Washington County will also include an evaluative process, further adapt the tool to conditions in Washington County, and learn from the greater amount of public input received in our CGP&Z process (see **Chapter 2 Collaboration**).

Rural Business Development Floating Zone – Adapting to Washington County

The Rural Business Development (D-RB) floating zone proposed for Washington County is described in **Chapter 4 – Contemplation**. It allows three categories of use at varying intensities of scale and in varying locations to limit its impact on existing land uses. The use categories and the dimensions of the structures that can be built are the same as the D-RB floating zone in Aroostook County.

There are two differences in what is proposed for Washington County. First, the distance from a public road is cut in half. This recognizes that the UTs in Washington County are smaller, closer to the ocean in two cases, and have less wide open land cover than the UTs of Aroostook County where their D-RB applies. Secondly, the D-RB applies only on parcels with road frontage

¹ These five UTs and one Plantation were chosen through the criteria described at the beginning of this chapter and refined by the public input received at thirteen public meetings.

on major public roads to be determined for each UT. This disallows D-RB development on landlocked parcels and keeps any new development near existing services. The following chart summarizes the three categories, their allowed uses and dimensional factors.

Rural Business Development Floating Zone – Use Categories and Dimensional Factors			
Factors	Category 1 Natural Resource-Based	Category 2 Retail/ Restaurant/ Offices	Category 3 Manufacturing/ Construction/ Service
Size	Up to 4,000 sq ft gross floor area; 3 maximum acres site area	Up to 2,500 sq ft gross floor area for commercial activities	Up to 20,000 sq ft gross floor area
Distance from a public road and only on parcels with road frontage and major public roads to be determined for each UT	½ mile	1/8 mile	¼ mile

Another distinction between the implementation of a D-RB floating zone in Washington County as compared to Aroostook County is in the creation and application of the four GIS suitability analyses. These four analyses embody an enormous amount of information and intelligence about the services, infrastructure, natural resources, recreational assets, and critical conservation values of the Washington County UT. As noted in **Chapter 4 Contemplation** the output of these four suitability analyses was not added to the GIS model that generated the maps depicting the floating zones. This was done not to exclude this information but to use it at a scale where it would be most instructive, namely in the review of specific parcel-by-parcel proposals for change from General Management zoning to Rural Business Development zoning.

The Planning Committee also considered the creation of a second Floating Zone to allow small commercial activities near recreation assets. After deliberating on where and how such a recreational-support-business could be implemented the Planning Committee concluded that the kinds of recreational support businesses contemplated by this second Floating Zone fit within the definition of Category 1 and, sometimes, Category 2 D-RB businesses. Therefore no second Floating Zone is proposed at this time.

Rural Business Development Floating Zone – Addressing the Push-Pull of Concerns

As discussed in **Chapter 2 – Collaboration** there are some fundamental struggles among the objectives expressed by all who contributed to this Community Guided Planning and Zoning process. Each person who provided input on his or her point of view believes it is valid. Those who feel one way are just as passionate as those who feel (sometimes diametrically) different. Yet they are not all the same view and so we describe these as “push-pulls” to indicate that achieving the outcome of one goal may run counter to the outcome of another goal.

These push-pulls are summarized here:

- * Create economic opportunity ↔ don’t change anything
- * More young families; more jobs ↔ limit business development

- * More services and infrastructure ↔ enjoy unplugged family time in natural beauty
- * Create economic opportunity in the UT ↔ Limit development to existing service centers
- * Support conservation ↔ stop restricting land
- * Support forest industry ↔ regulate forestry practices
- * Streamline permitting ↔ increase notice provisions; add height restrictions

The challenge among equally important yet conflicting goals is to find a balance point: a tool or tools that offer opportunity and flexibility yet with constraints and feedback mechanisms that allow for adjustment as, or if, the change afforded by the flexibility pushes the system out of balance. A tool that offers opportunity and flexibility is the D-RB Floating Zone.

Rural Business Development Floating Zone – Online and Static PDF Format Maps

As described in **Chapter 4 Contemplation** the GIS model that created the floating zone maps excluded areas where the spatial data indicated the property was classified as “conservation land” such as public parklands, wildlife refuges, or where encumbered by a conservation easement. It is important to note however that the maps are illustrative not definitive. Whether a particular parcel can be re-zoned to D-RB will depend on application of written rules to be adopted by the LUPC.

Therefore the maps on the following pages depict the outcome of applying the assumptions of a GIS model. These assumptions are the use and dimensional categories noted in the table on the preceding page as well as the exclusion of land that the GIS data layers tell us is in some form of conservation ownership. In practice some parcels encumbered by conservation easements can have deeded rights that allow limited development. Such parcels, if they meet the eligibility requirements of the D-RB could allow a zone change and permit for a D-RB development. This situation is likely rare. However it is not possible for the written rules of the LUPC to definitively exclude a general category of “conservation land”; there are simply too many legal interpretations of what the term means.

When creating the maps that illustrate the D-RB we deliberately chose to use the capability of the GIS model to exclude the conservation areas so the maps would provide a realistic understanding of where future development might be allowed.

Maps illustrating the areas where the D-RB floating zone can “land” are provided online and in static PDF format on the following pages. The online maps are posted and maintained by the ongoing partnership between the University of Maine at Machias GIS Service Center and Laboratory and the Washington County Council of Governments.

The online maps are prepared for each UT to illustrate where floating and prospective zoning are proposed. The links provided below load to a default extent that shows the entire Plantation or UT with the Legend at the upper left.

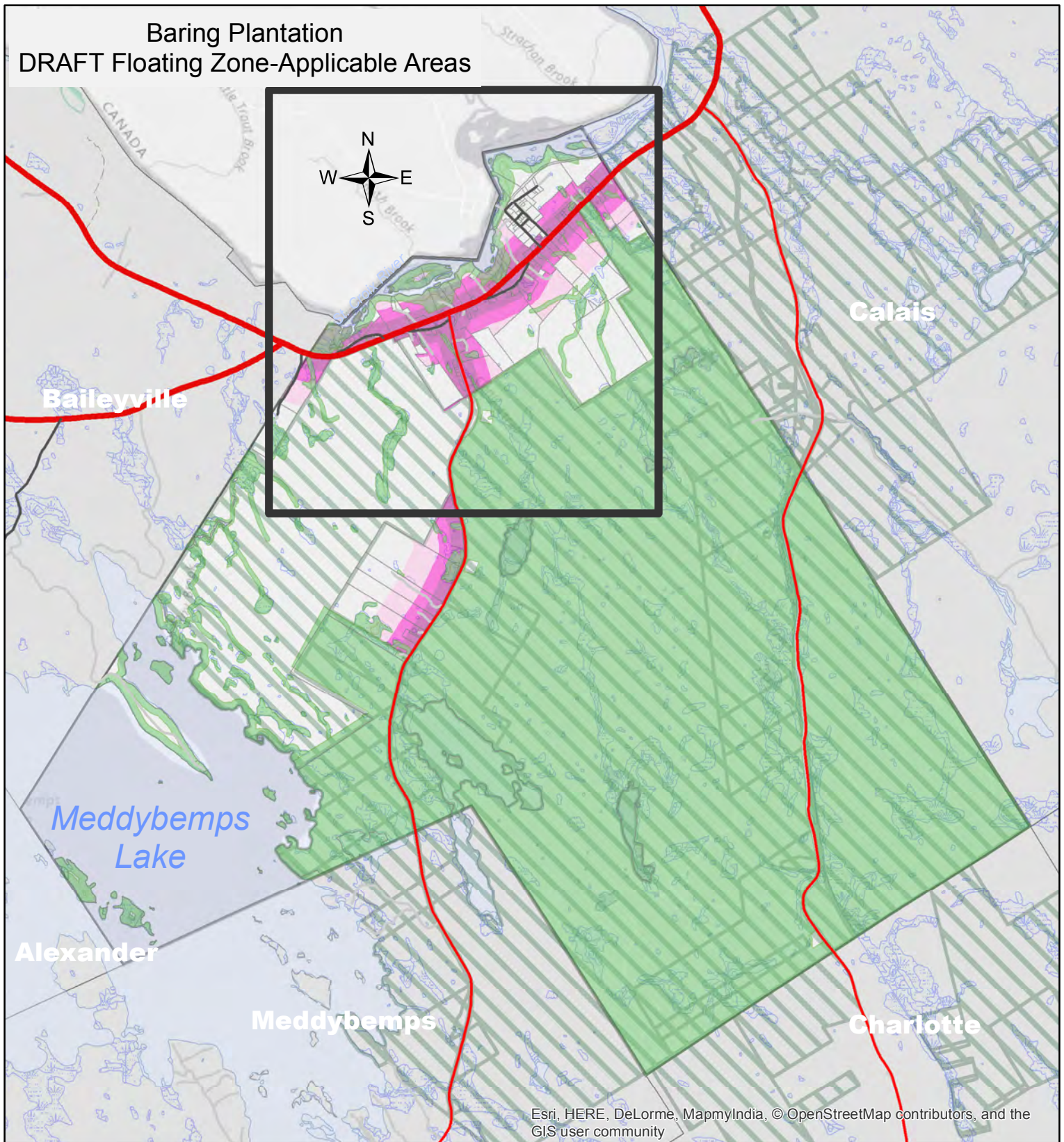
NOTE: the online maps have a lot of information; use the fastest Internet connection available and give the layers time to load.

Online maps with prospective zoning recommendations:	Online Planners Maps where early Planning Committee deliberations suggested CGP&Z focus but further analysis and public input yielded no prospective zoning recommendations
Baring Plantation http://arcg.is/1VVo5WQ Brookton Twp http://arcg.is/1VVnd4G Cathance Twp http://arcg.is/1VVosAP Edmunds http://arcg.is/1VVojxf Grand Lake Stream http://arcg.is/1VVnRPE Marion http://arcg.is/1VVodpu Trescott http://arcg.is/1VVpBbw	Big Lake Twp http://arcg.is/1VVoIW3 Forest City http://arcg.is/1VVoylx Lambert Lake http://arcg.is/1VVoEA4 Twp 24 http://arcg.is/1VVp1KY

Note that all of these maps can be reached on the GIS Mapping for CGP&Z page of the website (<http://www.wccog.net/gis-mapping-for-cgpz.htm>) where the user can also find more detailed instructions on how to use the online maps.

The following seven pages provide static PDF maps of the areas that illustrate the D-RB floating zone would be allowed subject to a re-zoning review. Each page is formatted to show the entire UT or Plantation and in some cases to show a close up of the portion of the UT where the floating zone would be allowed. Static PDFs are provided for Baring Plantation and the UTs of Brookton, Cathance, Edmunds, Marion, and Trescott.

Baring Plantation DRAFT Floating Zone-Applicable Areas

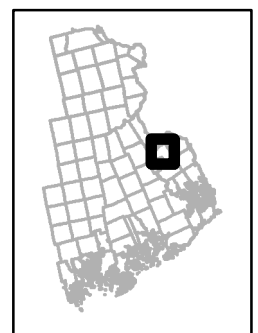


Esri, HERE, DeLorme, MapmyIndia, © OpenStreetMap contributors, and the GIS user community

- | | |
|-----------------------------|------------------------|
| Parcels | Conserved Lands |
| Protection Zones | State |
| Category 1, 2 or 3 (1/8 mi) | Federal |
| Category 1 or 3 (1/4 mi) | Wetlands |
| Category 1 Only (1/2 mi) | Open Water |
| | Wetlands |

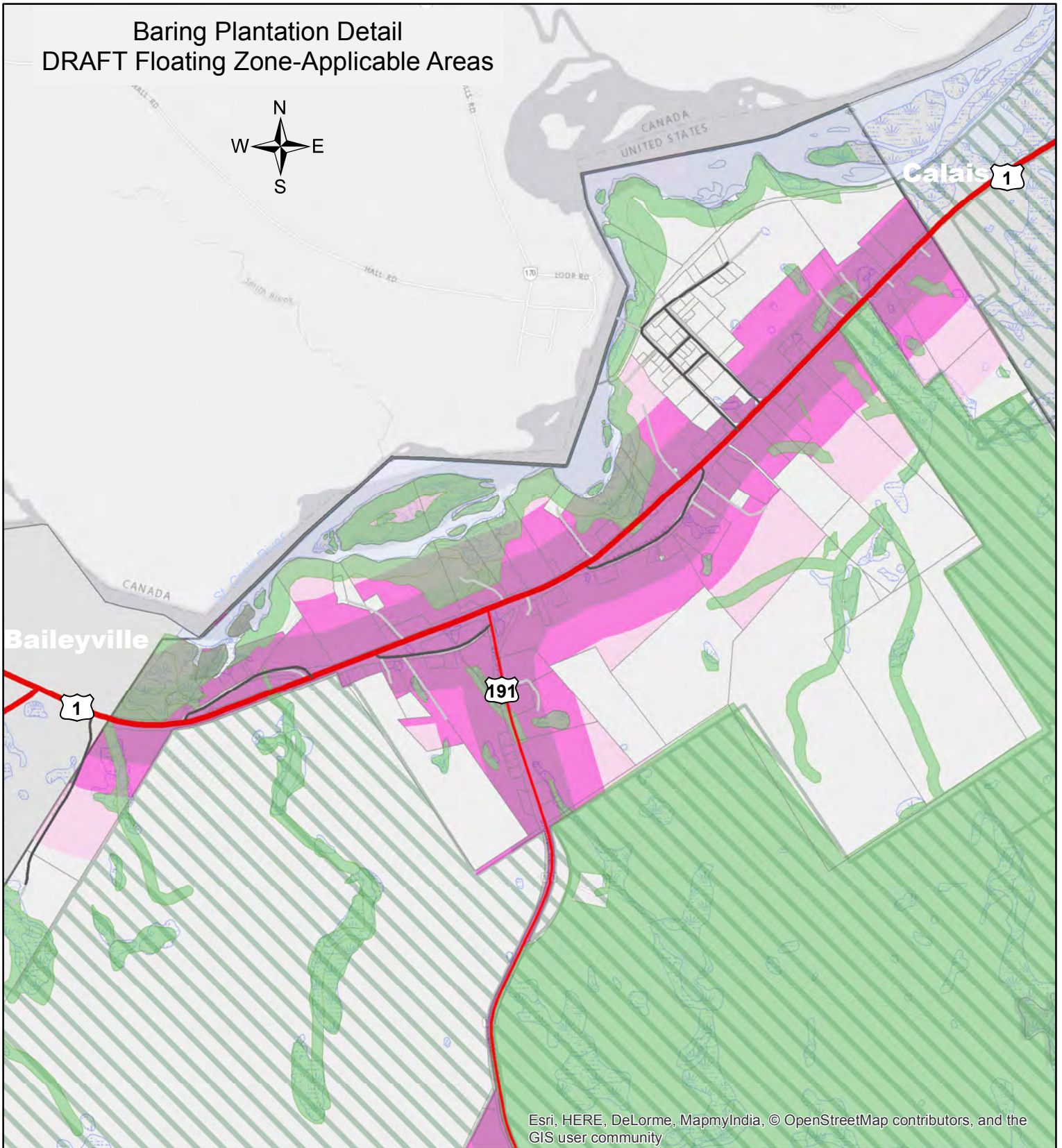
DRAFT Floating Zone-Applicable Areas

0 1,000
 Feet



Baring Plantation Detail

DRAFT Floating Zone-Applicable Areas

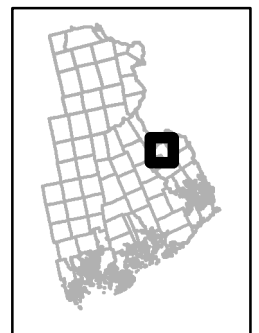


Esri, HERE, DeLorme, MapmyIndia, © OpenStreetMap contributors, and the GIS user community

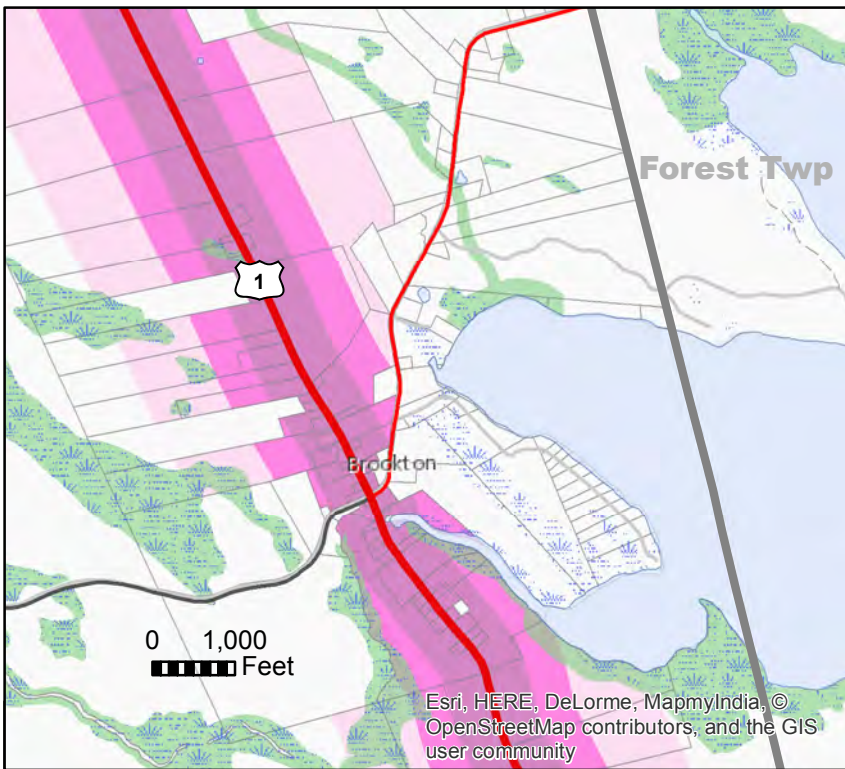
- | | |
|-----------------------------|------------------------|
| Parcels | Conserved Lands |
| Protection Zones | State |
| Category 1, 2 or 3 (1/8 mi) | Federal |
| Category 1 or 3 (1/4 mi) | Wetlands |
| Category 1 Only (1/2 mi) | Open Water |
| | Wetlands |

DRAFT Floating Zone-Applicable Areas

0 1,000
 Feet

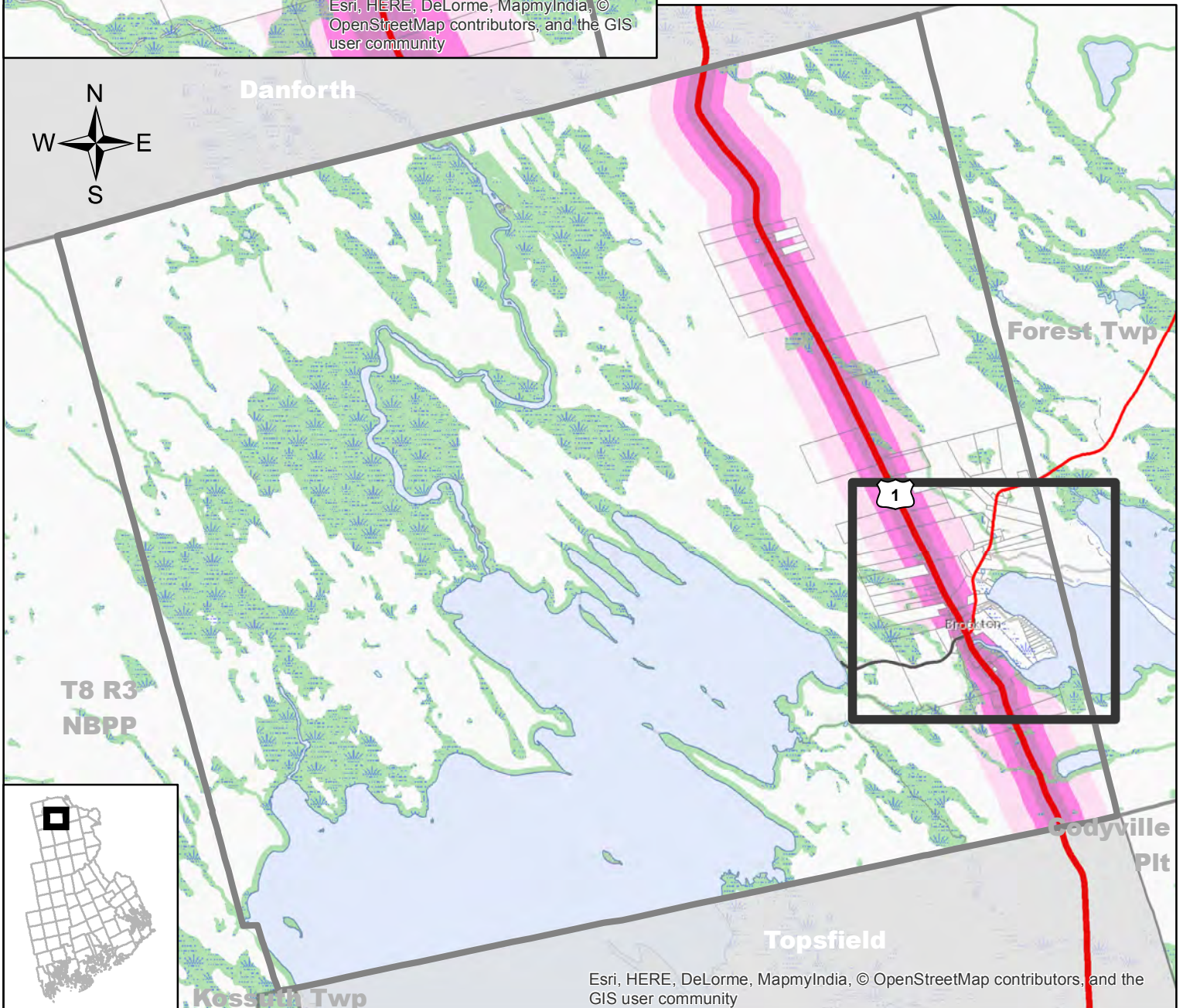


Brookton Township DRAFT Floating Zone-Applicable Areas



- Category 1, 2 or 3 (1/8 mi)
- Category 1 or 3 (1/4 mi)
- Category 1 Only (1/2 mi)

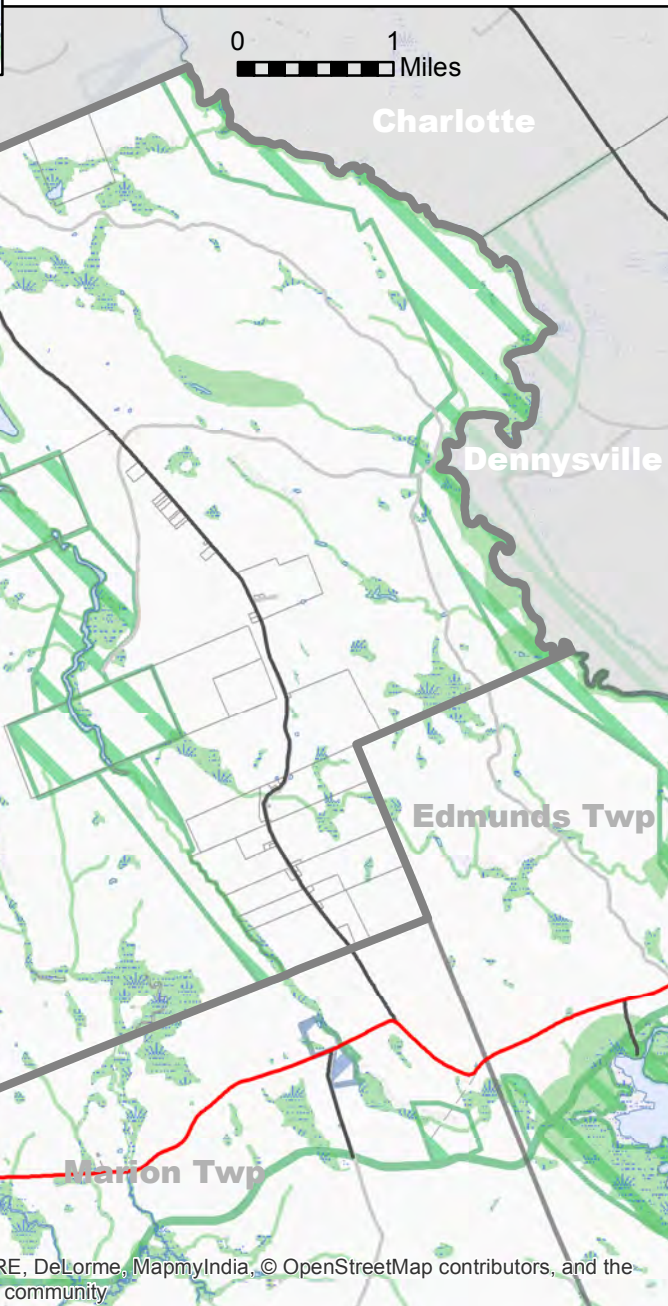
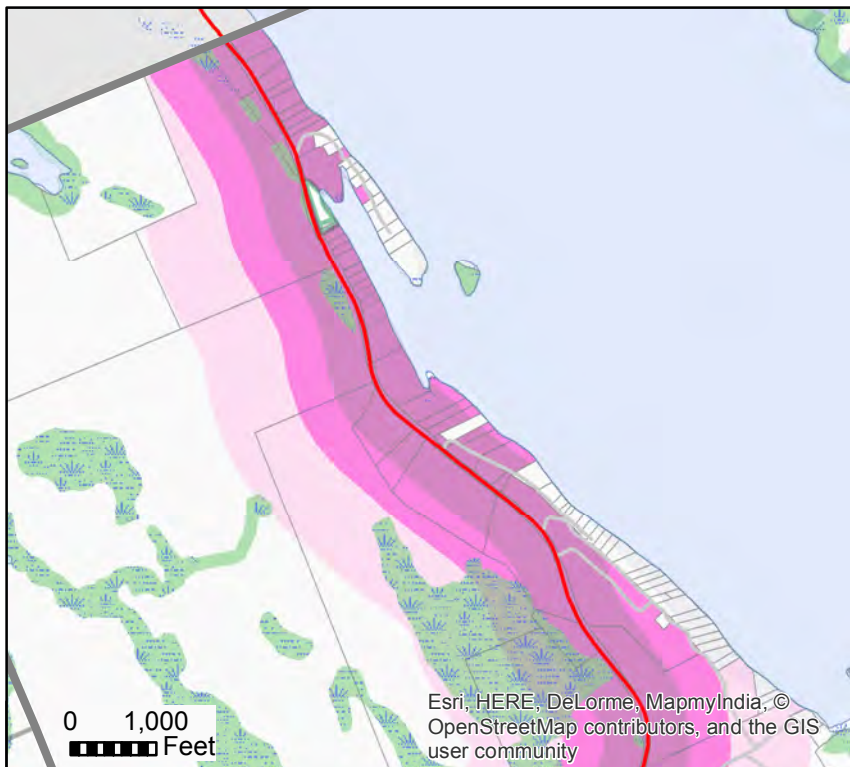
- Open Water
 - Wetlands
 - Parcels
 - Protection Zones
- MEDOT Roads**
 - State hwy
 - State aid
 - Townway
 - Local 911
 - Other 911
 - Private 911



Cathance Township DRAFT Floating Zone-Applicable Areas

- Category 1, 2 or 3 (1/8 mi)
- Category 1 or 3 (1/4 mi)
- Category 1 Only (1/2 mi)

- | | |
|---|--|
| Open Water | MEDOT Roads |
| Wetlands | State hwy |
| Parcels | State aid |
| Protection Zones | Townway |
| Conserved Lands | Local 911 |
| State | Other 911 |
| Private - Fee | Private 911 |
| Private - Easement | |

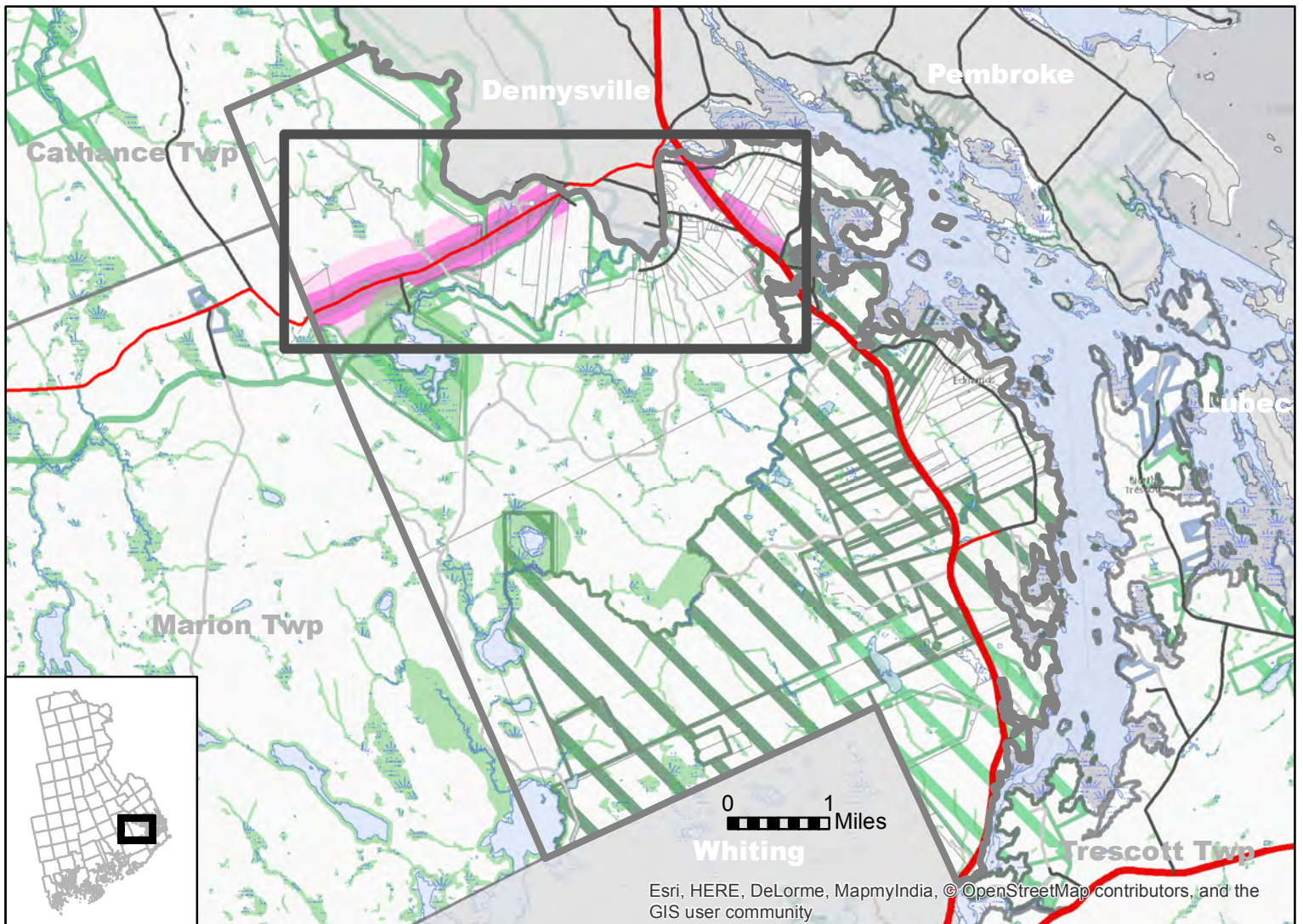
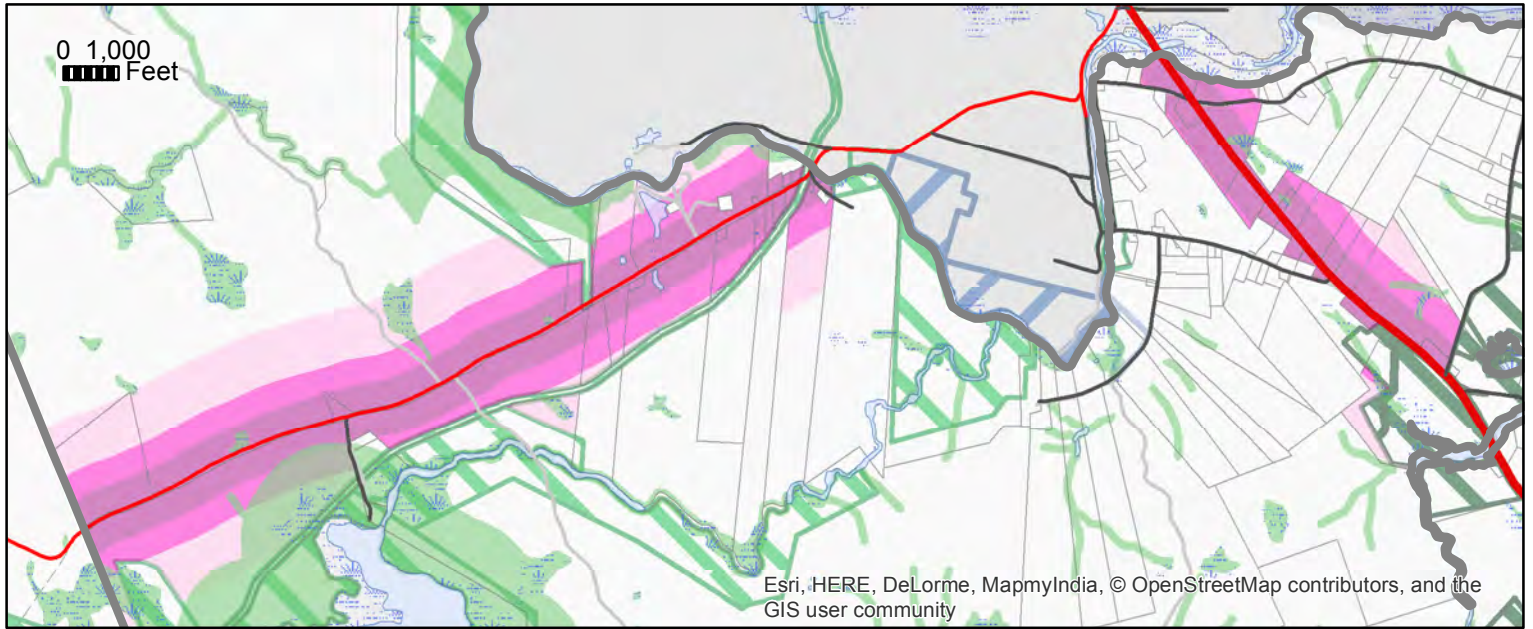


Edmunds Township DRAFT Floating Zone-Applicable Areas

- Category 1, 2 or 3 (1/8 mi)
- Category 1 or 3 (1/4 mi)
- Category 1 Only (1/2 mi)

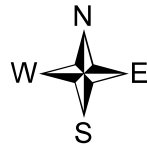


- | | | |
|--|---|--|
| Open Water | Conserved Lands | MEDOT Roads |
| Wetlands | Municipal | State hwy |
| Parcels | State | State aid |
| Protection Zones | Federal | Townway |
| | Private - Fee | Local 911 |
| | Private - Easement | Other 911 |
| | | Private 911 |

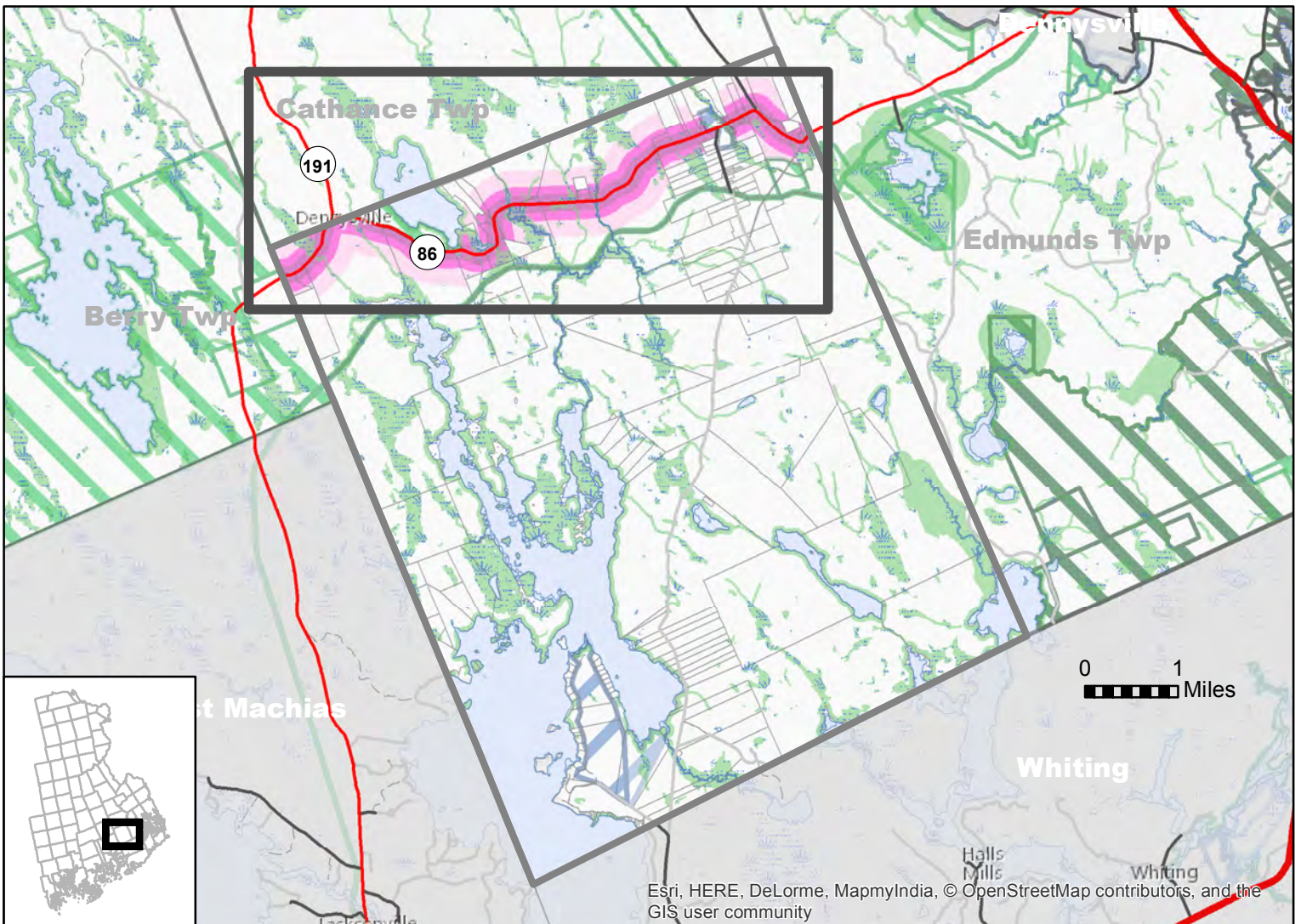
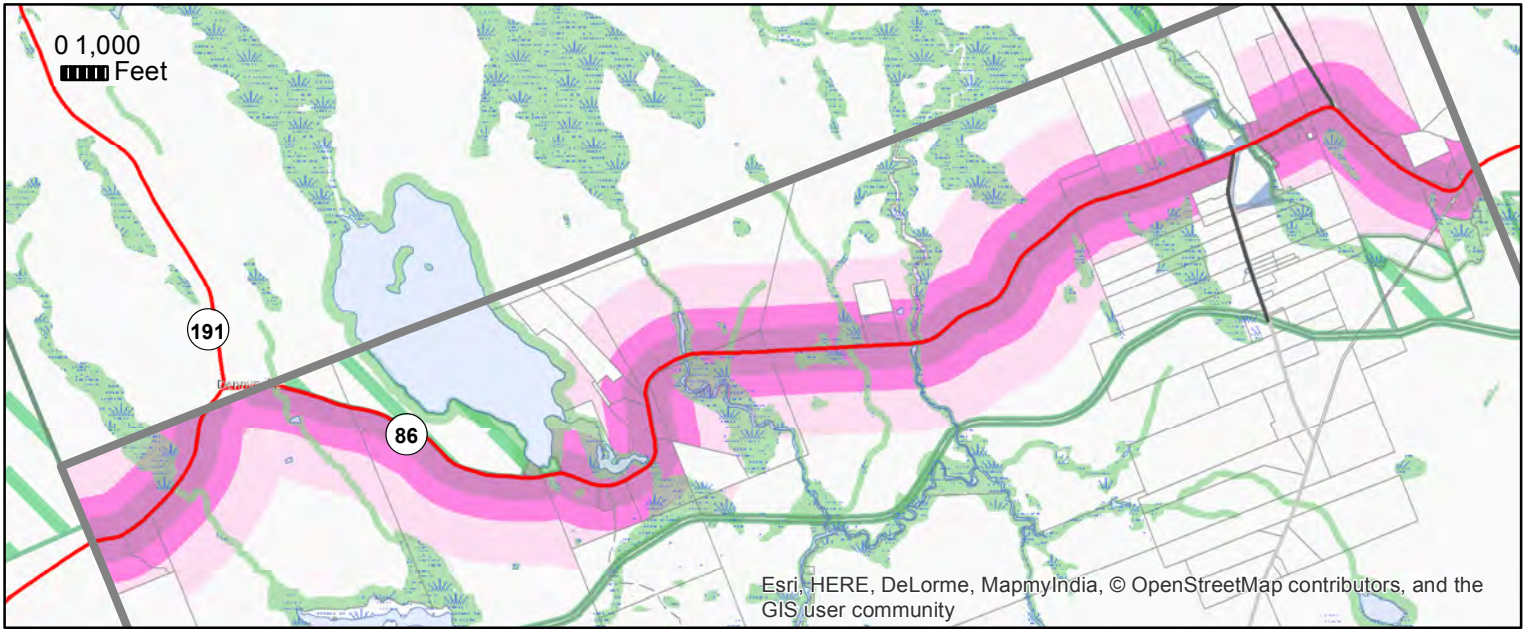


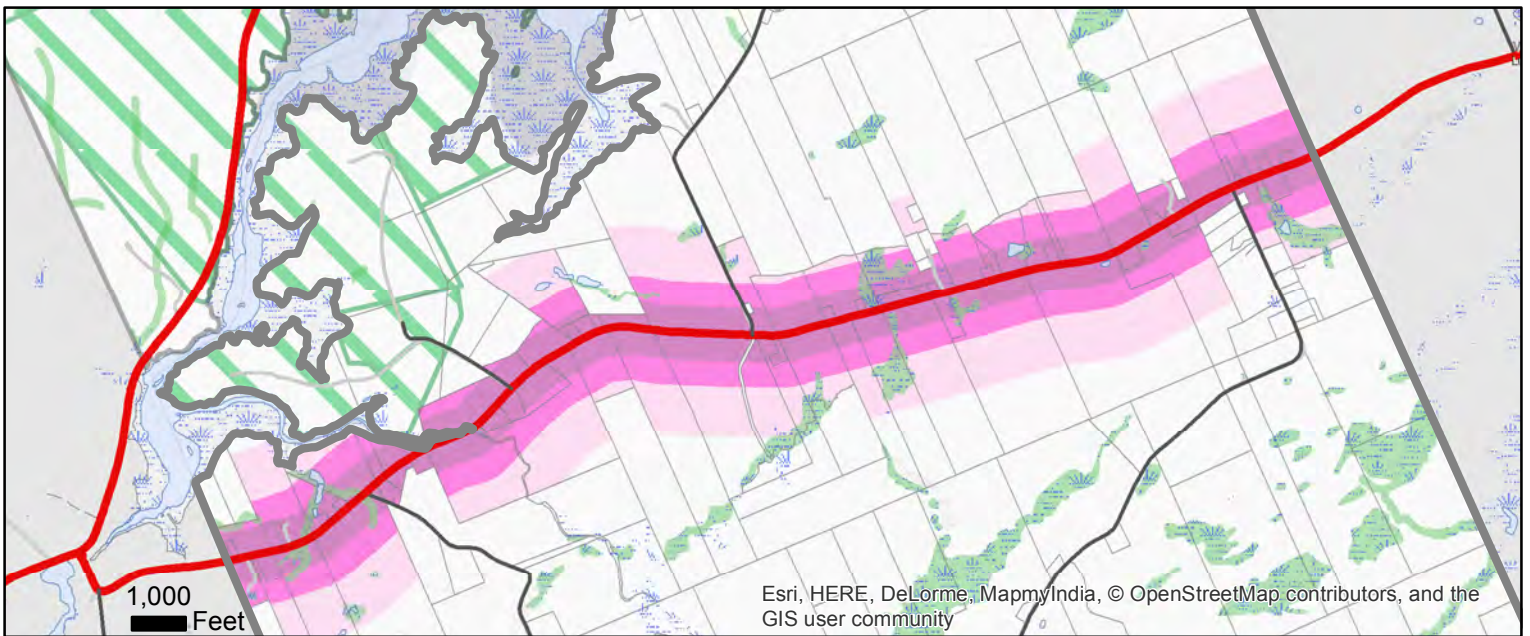
Marion Township DRAFT Floating Zone-Applicable Areas

- Category 1, 2 or 3 (1/8 mi)
- Category 1 or 3 (1/4 mi)
- Category 1 Only (1/2 mi)



- | | | |
|---|--|--|
| Open Water | Conserved Lands | MEDOT Roads |
| Wetlands | State | State hwy |
| Parcels | Federal | State aid |
| Protection Zones | Private - Fee | Townway |
| | Private - Easement | Local 911 |
| | | Other 911 |
| | | Private 911 |



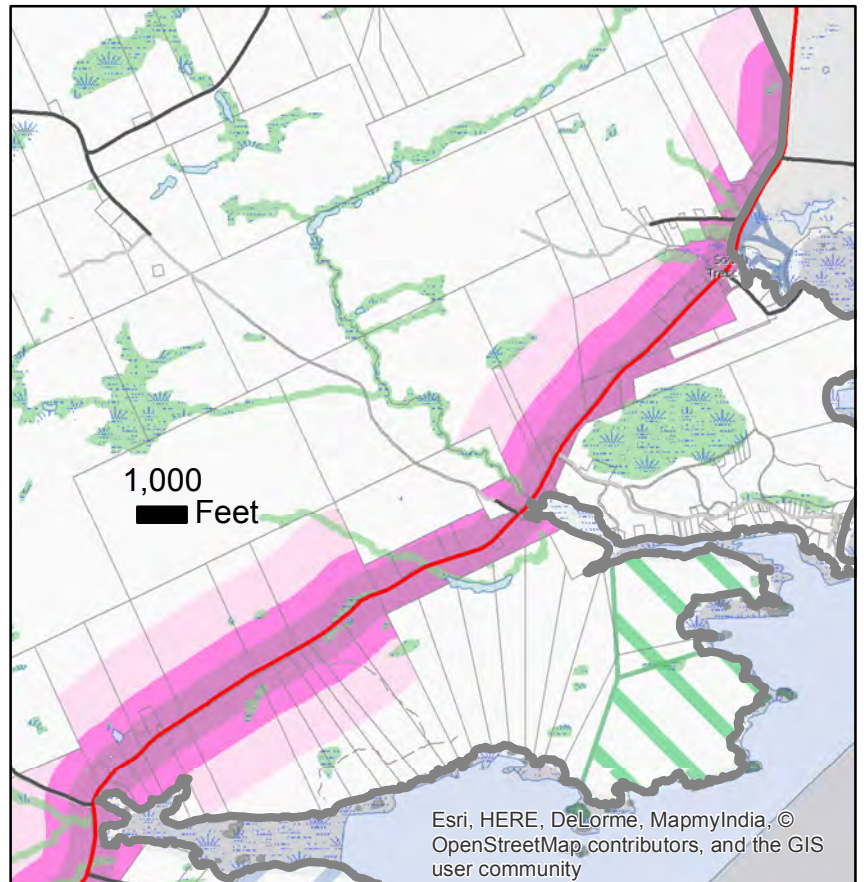
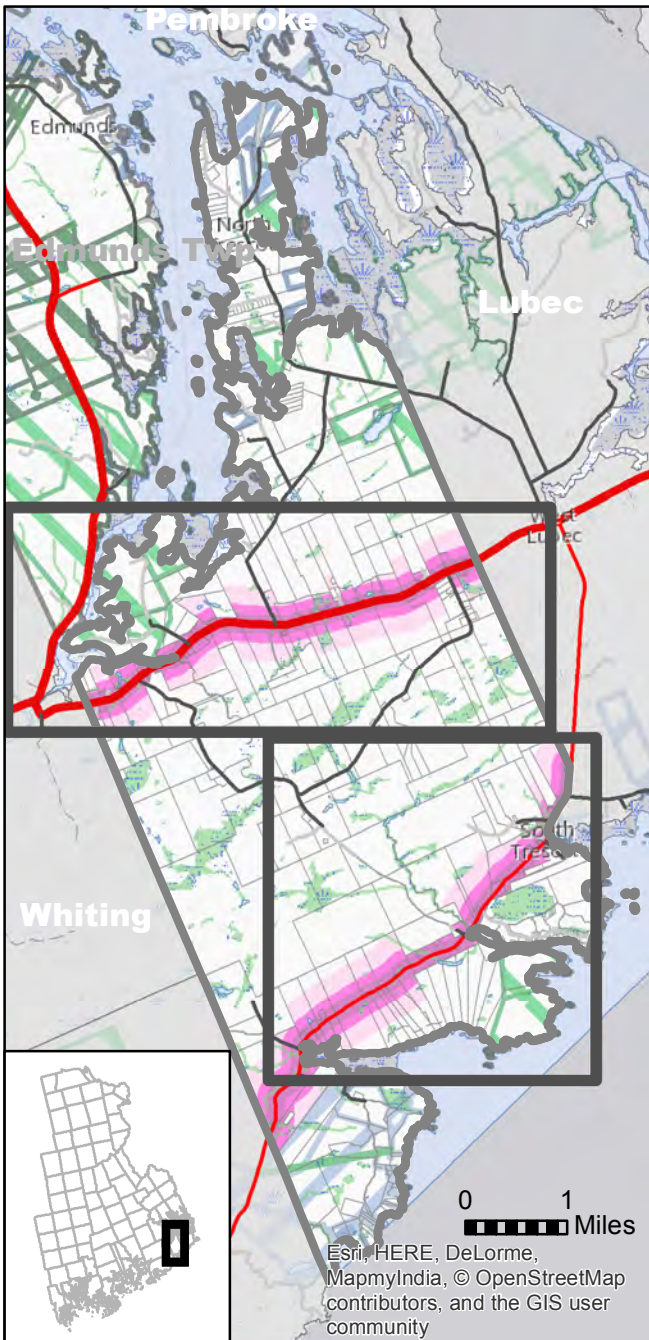


Trescott Township DRAFT Floating Zone-Applicable Areas



- Category 1, 2 or 3 (1/8 mi)
- Category 1 or 3 (1/4 mi)
- Category 1 Only (1/2 mi)

- | | | |
|------------------|------------------------|--------------------|
| Open Water | Conserved Lands | MEDOT Roads |
| Wetlands | Municipal | State hwy |
| Parcels | State | State aid |
| Protection Zones | Federal | Townway |
| | Private - Fee | Local 911 |
| | Private - Easement | Other 911 |
| | | Private 911 |



Floating Zone Constraints and Feedback

The maps depicting the areas where the D-RB floating zone can “land” in a re-zoning/permit request describe extensive areas in the six affected UTs and one Plantation. As discussed in the above section, *Floating Zones – General and Specific Concerns*, there are important qualifications needed to ensure that the unintended, negative impacts expressed there are not realized.

The constraints and feedback mechanisms that can “put on the brakes” if the D-RB tool allows too much change include the following:

- *Establish a Review Process* of the D-RB floating zone district to:
 - Trigger after five years or five re-zonings/permits are issued in a UT where the floating zone can land, whichever comes first.
 - Conduct the review in each UT when either five re-zonings/permits or the five-year thresholds are reached.
 - Include an analysis of whether and where any nodes of development get created; then consider reducing floating zone applicable areas to within some distance of those nodes
 - Consider use of the current adjacency principle of one mile from such nodes to retain consistency with the current regulatory structure
 - Provide an opportunity for public input to evaluate the effectiveness of the tool in achieving a balance among the desire for regulatory flexibility and retaining the character of the deeply rural UT
 - Limit further permits either in total or in proximity to a node created by use of the D-RB tool
 - Consider the different impacts of each of the three Categories of Uses allowed in the D-RB; for instance, should a node be created by the retail/office category but not be a consideration for Category 1, Natural –Resourced Based businesses?

Discussion and evaluation of review standards in the D-RB generated three additional constraints on the D-RB in Washington County concerning:

- Height restrictions
- Notice provisions
- Additional review standards

Regarding suggestions that the height of structures be limited along the coastal section of Route 191 in Trescott we discovered that the maximum allowable height of structures in General Management (M-GN) is 75 feet and 100 feet in Commercial Development (D-CI). To choose a lower height for D-RB would be inconsistent with existing commercial zoning and also be lower than what is allowed on existing, and surrounding, land. Thus to address this inconsistency as well as the scenic character of one particular area the recommendation is to:

- *Establish a height restriction of 40 feet* on all new structures across all zones (sub-districts) along Route 191 in Trescott Township

Regarding the suggestion to increase notice provisions when a D-RB zone change and permit are proposed we note that current notice provisions require that the developer send letters to all those within 1000 feet of a proposal. However if this radius generates a list that exceeds 50 people then the Rules indicate that only a notice in the paper is required. This creates the risk that if notice is extended to 2500 feet (as proposed in the Sept 20, 2016 public meeting) then nearby landowners might only see (or miss) the rezoning/permit request in the local paper. Sending letters to more people also places a greater burden on the developer that goes against the intended purpose of this process to streamline the permitting review process. We therefore recommend to:

- *Retain existing notice provisions* of sending letters to those property owners within 1000 foot radius of the rezoning/permit activity

Finally, regarding the performance-based standards that LUPC staff assembled from the entire set of LUPC rules, we concluded that they offer sufficient protection if a D-RB re-zoning/permit is submitted and recommend:

- *Retain performance-based “Good Neighbor” standards* as summarized in handout prepared by Stacie Beyer of LUPC, posted on Planning Committee web page (<http://www.wccog.net/planning-committee.htm>) in materials for Dec 6, 2016 Planning Committee Meeting.

However, as these rules can be abstract in the absence of a particular proposal we also recommend that the effectiveness of the performance-based “Good Neighbor” standards be analyzed as part of the review process in the first item above.

Summary of Floating Zone Rule Change Recommendations

The following recommendations are provided to the County Commissioners and the LUPC in their deliberations on whether and how to adopt rule changes that would allow implementation of a Rural Business Development floating zone in Washington County:

1. Establish a mechanism by which any proposed D-RB zone change and permit is reviewed with the benefit of information and analysis provided by the four GIS suitability analyses (Development, Conservation, Resource-Dependent Industries, Recreation) developed in this Community Guided Planning and Zoning process.
2. Establish a review process by which the D-RB floating zone is analyzed in each UT where it is allowed after five years or five re-zoning/permits whichever comes first (see additional detail in Floating Zones Constraints and Feedback section immediately above).
3. Establish a height restriction of 40 feet on all new structures in all existing and new zones along Route 191 in Trescott.
4. Retain existing notice provisions as provided in current LUPC Rules.
5. Retain existing performance-based “Good Neighbor” standards as summarized across multiple LUPC Rules (see above).
6. Include a review of the effectiveness of the performance-based “Good Neighbor” standards as part of the review process recommended in item 2 above.

Capital Investment Recommendations for Existing and Future Economic Development

A primary implementation strategy for any local or regional land use or economic development plan is a Capital Improvement Plan or Capital Investment Plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought.

Recommendations provided here are perforce a sub-set of a full CIP because this CGP&Z process had a focus on prospective zoning and not on all of the various items ordinarily included in a municipal Comprehensive Plan nor on all of the functions of the Unorganized Territories administration. With that qualification however we note that capital investments in the Unorganized Territories can be financed internally from the Unorganized Territories budget as well as from the Washington County Tax Increment Financing (TIF) District established in October 2007 for the purpose of financing both the development of wind turbines on Stetson Mountain and the establishment of an economic development program for the Unorganized Territories of Washington County.

The TIF Program includes grants from a nature-based tourism fund, an economic development planning fund, and a capital projects fund, as well as low-interest loans for economic development projects. According to the Washington County UT TIF web site² the Washington County Commissioners have distributed \$1,317,175 in UT TIF grants and loans to assist with the development and implementation of a variety of development projects across Washington County. More specifically, the UT TIF fund has provided 34 grants amounting to \$902,675 and 8 loans amounting to \$414,500. These funds helped to leverage an additional \$4,048,645 in direct economic investment for our region.

Capital improvements are investments in the repair, renewal, replacement or purchase of capital items that can include equipment and machinery, buildings, real property, utilities and long-term contracts. Capital improvements differ from operating expenses or consumables that are ordinarily budgeted as operations. Capital improvements are funded through the establishment of financial reserves and generally have an acquisition cost of \$10,000 or more; usually do not recur annually; have a useful life of three or more years; and result in fixed assets.

In the course of assembling information and public input in this CGP&Z process there are four areas where capital investment issues arose. These include:

- Broadband infrastructure
- Transportation infrastructure
- Recreation infrastructure
- Water levels and fish passage

² <http://www.washingtoncountymaine.com/index.php/business-economy/tax-increment-financing-tif-district>

The needs for each of these investment areas are described below; the final section provides a discussion of funding sources to implement investment needs.

Broadband Infrastructure

The need and demand for improvements in broadband infrastructure was heard repeatedly throughout the entire CGP&Z process in survey input, Planning Committee meetings, and several of the public meetings. While some residents with home businesses simply wish for any kind of service the majority of input articulated the need for modernized high-speed service provided by fiber optic cable to the premises. A “Fiber to the Premise Report”³ prepared in 2015 by Axiom Technologies provides a focus on four of the seven UTs and Plantations where we propose prospective zoning changes (Cathance, Edmunds, Marion, and Trescott) and another three where no prospective zoning changes emerged (Berry Township, T19 Ed BPP, and Centerville). While the study investigated the cost of installing fiber to the premises Axiom notes that hybrid solutions that include fiber in combination with other technologies like wireless could bring costs down dramatically.

The cost of fiber build-out in each of these UTs is estimated for road segments within each UT and separated by the backbone fiber line and the fiber-to-the-premise (FTTP) installation. A summary table of these costs from the Axiom report is provided on the following page.

³ Axiom Technologies Inc. *Washington County Unorganized Territory Fiber to the Premise Report*. April 28, 2015.

	Fiber Build	FDN Cost	FTTP Installs	Total	# Structures	Avg Cost/Structure
Trescott TWP						
RT 189	\$ 210,000.00	\$ 53,000.00	\$ 100,000.00	\$ 363,000.00	50	\$ 7,260.00
Old Cross Rd	\$ 145,000.00	\$ -	\$ 80,000.00	\$ 225,000.00	40	\$ 5,625.00
Dixie Rd	\$ 210,000.00	\$ 53,000.00	\$ 100,000.00	\$ 363,000.00	50	\$ 7,260.00
Total	\$ 365,000.00	\$ 106,000.00	\$ 280,000.00	\$ 951,000.00	140	\$ 6,792.86
Edmunds TWP						
Belyea Rd	\$ 70,000.00	\$ 53,000.00	\$ 80,000.00	\$ 203,000.00	40	\$ 5,075.00
River Rd	\$ 15,000.00	\$ -	\$ 10,000.00	\$ 25,000.00	5	\$ 5,000.00
Bunker Hill Rd	\$ 26,000.00	\$ -	\$ 36,000.00	\$ 62,000.00	18	\$ 3,444.44
Harrison Rd	\$ 24,000.00	\$ -	\$ 30,000.00	\$ 54,000.00	15	\$ 3,600.00
South Edmunds Rd	\$ 74,000.00	\$ 53,000.00	\$ 80,000.00	\$ 207,000.00	40	\$ 5,175.00
King St	\$ 27,000.00	\$ -	\$ 40,000.00	\$ 67,000.00	20	\$ 3,350.00
Tide Mill Rd	\$ 30,000.00	\$ -	\$ 16,000.00	\$ 46,000.00	8	\$ 5,750.00
Total	\$ 266,000.00	\$ 106,000.00	\$ 292,000.00	\$ 664,000.00	146	\$ 4,547.95
Marion TWP						
Lake Shore Dr	\$ 145,000.00	\$ 53,000.00	\$ 16,000.00	\$ 214,000.00	8	\$ 26,750.00
Peninsula Rd	\$ 92,000.00	\$ -	\$ 14,000.00	\$ 106,000.00	7	\$ 15,142.86
RT 86	\$ 85,000.00	\$ 53,000.00	\$ 32,000.00	\$ 170,000.00	16	\$ 10,625.00
Marion Station Rd	\$ 85,000.00	\$ -	\$ 34,000.00	\$ 119,000.00	17	\$ 7,000.00
Total	\$ 407,000.00	\$ 106,000.00	\$ 96,000.00	\$ 609,000.00	48	\$ 12,687.50
Cathance TWP (No. 14 TWP)						
E. Ridge Rd	\$ 43,000.00	\$ -	\$ 32,000.00	\$ 75,000.00	16	\$ 4,687.50
RT 191	\$ 155,000.00	\$ 53,000.00	\$ 92,000.00	\$ 300,000.00	46	\$ 6,521.74
W. Shore Rd	\$ 15,000.00	\$ -	\$ 58,000.00	\$ 73,000.00	29	\$ 2,517.24
Total	\$ 213,000.00	\$ 53,000.00	\$ 182,000.00	\$ 448,000.00	91	\$ 4,923.08
Berry TWP (T18 ED BPP)						
RT 191	\$ 60,000.00	\$ -	\$ 12,000.00	\$ 72,000.00	6	\$ 12,000.00
18th Rd	\$ 339,000.00	\$ 53,000.00	\$ 6,000.00	\$ 398,000.00	3	\$ 132,666.67
Total	\$ 399,000.00	\$ 53,000.00	\$ 18,000.00	\$ 470,000.00	9	\$ 52,222.22
T19 ED BPP						
Wesley Rd	\$ 555,000.00	\$ -	\$ 12,000.00	\$ 567,000.00	6	\$ 94,500.00
Total	\$ 555,000.00	\$ -	\$ 12,000.00	\$ 567,000.00	6	\$ 94,500.00
Centerville TWP						
Columbia Falls Rd	\$ 90,000.00	\$ 53,000.00	\$ 4,000.00	\$ 147,000.00	2	\$ 73,500.00
Caler Rd	\$ 28,000.00	\$ -	\$ 20,000.00	\$ 48,000.00	10	\$ 4,800.00
Mitton Mtn Rd	\$ 52,000.00	\$ -	\$ 14,000.00	\$ 66,000.00	7	\$ 9,428.57
Total	\$ 170,000.00	\$ 53,000.00	\$ 38,000.00	\$ 261,000.00	19	\$ 13,736.84

The numbers are sizable. While the ability to justify the investment in the basic “fiber build” that serves all future subscribers is far greater where there are clusters of population, the proportion of public investment needed is still significant. For instance the proportion of the “Fiber Build” plus “FDN Cost” is 56% in Edmunds, 59% in Cathance, and 64% in Trescott. A great many of the premises in those UTs will need to subscribe and/or pay for their specific installation to justify the public expenditure. The average cost per structure in Edmunds, Cathance and Trescott ranges from roughly \$4000-\$7000. If the individual premises pay their proportion of the installation (36-41% of the cost) the public expenditure will still be in the range of \$1440-\$2870/structure. Given that many of the structures in these three UTs are seasonal (~80% in Cathance, ~45% in Edmunds, ~50% in Trescott; see p6 in **Chapter 4 Contemplation**), the likelihood of seasonal residents making investments in fiber-to-the-premise of that magnitude fairly limited. Thus the public share of this investment rises far higher.

Such a limited potential “take-rate” makes it even more difficult to justify the public investment. Therefore any decision to implement the fiber-build must be done on a road-segment-by-road-segment basis within each UT and be based on the commitment of businesses, home occupation businesses, and year round residences to actually subscribe to the service.

As recommended in the 2015 Axiom study such a detailed examination should be conducted in the most populated road segments including:

- Route 189, Old Cross Road and Dixie Road in Trescott
- Belyea Road and South Edmunds Road in Edmunds
- Route 191 in Cathance

Also as recommended in 2015, this examination should include customized plans that provide other technologies such as wireless and DSL to reduce overall costs.

Transportation Infrastructure

By no means a focus of the CGP&Z effort or a comprehensive inventory of transportation problems, several avenues of public input noted concern for road conditions in the UT. Comments were either very specific to recurrent washouts on one person’s road or very general to the need to prepare for the documented trend of extreme precipitation events associated with a changing climate. The UT Supervisor’s office has assembled a comprehensive inventory of culverts in the UT with a good understanding of where improvements are needed. The UT Office is also working with partners (Project SHARE <http://salmonhabitat.org/> for instance) to replace them with those that both support aquatic habitats (see Stream Smart infrastructure techniques⁴) and are resilient to extreme precipitation events. A Capital Project Fund set aside for culvert replacement/enhancement is recommended to address this issue and to match state or federal funding sources.

Recreation Infrastructure

As the Recreation Suitability Analysis described in **Chapter 4 Contemplation** depicts, the recreational assets throughout the UT are considerable and widespread. The infrastructure associated with these assets is primarily boat launches, trails, parking areas, and trash removal. Given the prevalence of lakes that are in fact dammed impoundments the dams that maintain these lake levels are also considered recreation infrastructure. Capital investment in these dams is discussed further in the section below on water levels and fish passage.

Given the significance of recreational assets to the nature-based tourism economy of the Washington County UT this plan recommends a comprehensive inventory of the boat launches, trailheads, and trail networks throughout the UT including recommendations for improvements to the launches themselves and associated parking areas, land and water trail network

⁴ <http://maineaudubon.org/streamsmart/>
<http://maineaudubon.org/streamsmart/files/2014/11/Maine-Stream-Crossings-New-Designs-to-Restore-Stream-Continuity1.pdf>

continuity, trash receptacles, and drainage needs. Such a study might also include a use analysis through installation of sign-in books asking customers to document usage and provide comments for improvements.

Water Levels and Fish Passage

The fisheries maps in Appendix 4 depict the dams that retain water levels in the impoundments of the UT. The dams and affected water bodies are listed below according to the UT Planning regions used in this plan.

Planning Region	Lakes/Impoundments	UTs & Plantations affected	Dam Locations
Coastal	Rocky Lake	Marion	Whiting
	Gardiners Lake	Marion	East Machias
	Cathance Lake	Cathance	Cathance Twp
Western	Chain Lakes	T26	Wesley
Lake	Clifford Lake	T26, Greenlaw Chopping	Greenlaw Chopping Twp
	West Grand Lake	Grand Lake Stream T6 ND BPP T6 R1 NBPP Sakom	Grand Lake Stream Pltn T6
	Sysladobsis	Sakom	Sakom Twp
	Big Lake/Long Lake/Lewey Lake/Grand Falls Flowage	Greenlaw Chopping Grand Lake Stream Big Lake	Fowler Twp
Northern	Spednik Lake	T11 Forest Township Forest City	Vanceboro
	East Grand Lake	Forest City	Forest City Twp

When assembled this way the significance of the existing dams to the character of the UT is immense. Public input across all media emphasized the importance and value of the vast areas of freshwater lakes and wetlands for wildlife habitat, fisheries, recreation, and shorefront property values.

Of current and critical importance to this issue is the December 2016 application to the Federal Energy Regulatory Commission (FERC) by Woodland Pulp to surrender their license to own and operate the U.S. side of the dam at Forest City and to decommission the dam structure by permanently removing the two gates on the U.S. side of the dam. According to Woodland Pulp removal of gates has the potential to allow a six-foot drop in lake levels with negative impacts on habitat, recreational use of East Grand and several other lakes, and shorefront property values. FERC responded on December 18, 2016, stating, "Woodland Pulp misunderstands the implications of project surrender." FERC explained that surrender of license "does not mean that the project's dams or gates would have to be removed or that the impoundments would be drawn down." FERC stated that the "dams and impoundments could remain, and the

reservoirs could continue to provide environmental and recreational benefits to the region."⁵ Regardless of quoted disagreements over precise implications of license surrender the implications of water level changes on UT impoundments is highly significant and not solely the responsibility of Woodland Pulp.

Previous discussions on this issue also indicate that the power dams on the St. Croix, also operated by Woodland Pulp, contribute less than 2.5% of the mill's power requirements and are near the end of their construction lifespans⁶. Controversy over the need, desirability, and requirements to provide fish passage across these dams further complicates the issue. Woodland Pulp is also seeking to amend its license and remove the gates from the Lower Sysladobsis Lake dam.

Resolving these issues goes well beyond the scope of this Community Guided Planning and Zoning process. However given the significance of these lakes and impoundments to shorefront property values in the UT, their many varied habitats, and the commercial and recreational value of the fisheries within them we offer the following financial and/or capital investment recommendations:

- Prepare an analysis of the status of the impoundment dams affecting water bodies in the Washington County UT; status to include:
 - ownership and management details,
 - structural soundness, projected/remaining life-span,
 - fish passage allowances and opportunities,
 - cost estimates for any identified repairs, renovations or reconstructions, and
 - analysis of affected water bodies, habitats, commercial guiding impacts, and property values in the event of dam failure or removal.
- Engage with Woodland Pulp in discussions and collaborations that may be possible to ensure lake levels are maintained and stay abreast of FERC license (or license surrender) negotiations.
- Consider cost sharing contributions from TIF Nature-Based Tourism Fund and Capital Funds to maintain dams and fish passage.

Sources of Capital for Investment

There are several sources of funding for capital investment described below. Most are tied to measurable economic development impacts. By statute TIF funds⁷ must be spent on project within the UT.

Economic Development Planning - TIF Fund

Per the adopted and approved County Development Plan, TIF funds may be directed from time to time to support consultant costs relating to certain economic development planning activities that assess opportunities for construction of new revenue-generating facilities within the Unorganized Territories. Such consultant costs can be associated with planning studies or feasibility analyses to support economic development programs that will expand commercial

⁵ <http://quoddytides.com/forest-city-dam-proposal-riles-area-residents4-28-2017.html>

⁶ <http://quoddytides.com/ferc-licensing-of-four-st-croix=dams-debated7-22-2016.html>

⁷ Descriptions for all UT TIF funds that follow are quoted from the *Washington County TIF Guidance Memo* prepared by Eaton Peabody Consulting Group LLC, May 26, 2009

and revenue generating projects within the Unorganized Territory. Areas of planning focus may include, but are not limited to, feasibility and analysis for multi-purpose commercial facility for conference center(s) or tourism facilities, commercial buildings to attract new enterprise, energy development facilities, and transportation infrastructure.

Projects recommended above that could be supported by this fund include:

- Analysis of the status of the impoundment dams affecting water bodies in the Washington County UT (as described in more detail above).
- Targeted analysis of recreation infrastructure – boat launches, parking areas (status, needs for improvement, drainage, expansion, resurfacing), land and water trail networks.
- Detailed examination of broadband take-rate in the most populated road segments of most populated UTs (to include customized plans that provide other technologies such as wireless and DSL to reduce overall costs):
 - Route 189, Old Cross Road and Dixie Road in Trescott
 - Belyea Road and South Edmunds Road in Edmunds
 - Route 191 in Cathance

Nature-based Tourism - TIF fund

TIF funds allocated to this activity shall be made to non-profit or for-profit organizations that wish to develop a nature-based tourism project within the UT. A “nature-based tourism project” is defined as one that:

1. Enhances an area with the UT that has cultural, natural, or historical value
2. Provides an enhanced or improved economic opportunity for local citizens
3. Full time residents of the UT
4. Property owners of the UT
5. Residents of northern Washington County
6. Residents of other area of Washington County
7. Helps to conserve the natural resources while providing sustainable economic opportunity.

Projects recommended above that could be supported by this fund include:

- Investment resulting from analysis of recreation infrastructure recommended from the Economic Development Planning fund

Capital Project - TIF Fund

The Capital Project Fund is intended to provide for capital costs associated with projects identified, but not limited to, economic development planning activities. The Washington County TIF Guidance Memo recommends that the County Commissioners, during their Annual prioritization, determine funds to place into reserve for future capital projects.

Projects recommended above that could be supported by this fund include:

- Creation of set aside fund to upgrade culverts in watersheds with sensitive habitat and documented culvert wash-outs, vulnerabilities or sizing constraints

- Creation of set aside fund to maintain or replace impoundment dams and to maintain and/or restore fish passage

Community Development Block Grants

The Community Development Block Grant (CDBG) program is a federally funded block grant program administered through the Maine Department of Economic and Community development (DECD). The Washington County UT is an eligible applicant to this program given the current percentage of low to moderate income resident households in the UT. Funding allocations at the federal level have declined significantly in recent years and are again under threat for elimination. However the CDBG program is extremely popular nation-wide and will likely survive annual federal budget struggles. Programs of relevance to the UT include the Public Infrastructure program, the Economic Development Program and the Micro-Enterprise Assistance program.

Northern Border Regional Commission

The Northern Border Regional Commission (NBRC) (www.nbrc.gov) provides an annual grant program targeting economic development with an emphasis on modernizing infrastructure. Washington County is among several eligible areas within the Commission's area of interest.



Lady Slipper Orchid, photo by Crystal Hitchings, 2014

Appendix 1: Planning Committee

Name	Affiliation	Sector
David Bell	Cherryfield Foods	Large landowner; Agriculture
John Bryant	American Forest Management	Large landowner; Forest management
Richard Carlow	Town of Wesley	Adjoining towns
John Dudley	Alexander resident	Adjoining towns; regional historian; small woodlot owner
Betsy Fitzgerald	Washington County Manager	Service provider/manager
Susan Hatton	Sunrise County Economic Council	TIF Administrator
Mike Hinerman	Washington County Emergency Management	Service provider/manager
Crystal Hitchings	Downeast & Acadia Regional Tourism	Tourism
John Hough	Edmunds resident	UT Resident, land use expertise, policy
Travis Howard	Wagner Forestlands	Large landowner; Forest management
	Cathance Lake Association	Adjoining towns; tourism/recreation; lake residents
Arnold James	Greenlaw Chopping resident	UT resident; small landowner
Tora Johnson	UMM GIS Service Center	Mapping and data professional
James Martini	Marion Twp resident;	UT resident; small woodlot owner
Al May	Trescott resident; Maine CDC	UT resident; service provider
David Montague	Downeast Lakes Land Trust	Large landowner; conservation; Forest management
Jim Robinson	Robinson Cottages	UT resident; tourism; recreation
Charles Rudelitch	Sunrise County Economic Council	Economic development
Dwayne Shaw	Downeast Salmon Federation	Large landowner, conservation , fisheries
Jacob VandeSande	Maine Coast Heritage Trust	Large landowner, conservation, fisheries
Heron Weston	Interim Washington County UT Supervisor	Service provider/manager
Dale Wheaton	Wheaton's Camps/ St Croix International Waterway Commission	Guiding, recreation, fishing; UT resident
Virginia Wild	Marion Twp resident	UT resident; small woodlot owner

Appendix 2 – Written Public Input

The following pages provide verbatim summaries of comments provided from the following sources:

1. Additional Comments in response to Questions 3, 4, 5, 6, 7, 8, 9
 2. Written comments in response to Questions 10, 11, 12, and 13 of the online survey open between October, 2015 through March 2016 at the following web address:
<https://www.surveymonkey.com/r/WashCoUT>
 3. Written comments from Mr. Fred Hartman of Whiting Maine in a letter dated October 2, 2015.
 4. A single sheet of information entitled “Fact Sheet: Trescott Township / Washington County” provided anonymously at one of the public meetings in October of 2015, dated October 15, 2015
 5. A 3-page document entitled “UT Review” provided by Dale Wheaton, a seasonal resident of Forest City, Maine dated March 22, 2016.
-

Q3 Select the option that BEST describes your residency.

Additional Comments:

#	Other (please specify)
1	resident of Washington County-seasonal UT
2	My full time business is located in Baring Plt in Washington County UT
3	seasonal Washington County resident
4	Land owner
5	visitor
6	Resident 5+ months/year, all seasons
7	full time resident of Hancock County
8	non-resident Washington County landowner
9	interested citizen
10	full time employment in washington county
11	land owner, eastport
12	LIVE OUT OF STATE AND VACATION IN MAINE
13	out of state resident /land owner WC UT
14	Out of state
15	Work brings me to the county

Q4 Select the answer that BEST describes your ownership of land in or near the UTs. Please note - all references to "the UT" are the Washington County UTs.

Additional Comments:

#	Other (please specify)
1	manage land owned by the federal government in the UT
2	Lease a camp
3	Interested Party
4	none
5	Legal residence outside Maine. Maine resident 5+ months/year
6	Also live in Washington County
7	near Townships
8	Lifelong resident of Washington County who is invested in the future of our county.
9	none of the above
10	do not own land in UT , but do extensive hunting and fishing in UT
11	Also live in a community immediately adjacent to a UT
12	provide assistance to UT land owners

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Appendix 2: Written Public Input

Q5 What sector BEST describes your interest in UT planning? Note - if you have more than one strong interest you can say so in the comment field.

Additional Comments:

Other (please specify)	
1	Not to destroy natural habitat and wildlife.
2	Overall health of education, conservation, economy.
3	Protecting our property
4	NONE
5	recreation and tourism; wildlife is most important
6	saving trees for water, animals protection
7	long term area history
8	seasonal home 5-6 months/year
9	wildlife, some of which supports tourism
10	jobs(pellet mill)
11	resident
12	hunting
13	Camp on West Grand Lake
14	recreation/tourism & non-resource based small business
15	I am interested in all aspects
16	energy production
17	Conservation of natural resources
18	This is my "home" and I care about the future of the place, it's people and it's environment
19	fishing
20	multiple of the above
21	Develop/maintain local resources, encourage a more locally-based economy balanced with tourism
22	All the above
23	bird-watching and nature tour company worried about our ecology and the
24	and wild blueberries
25	Also agriculture and forestry.
26	conservation
27	environmental protection
28	all of above!!
29	Conservation
30	Conservation of natural resources, open land, clean water
31	Hunting/Fishing/Preservation
32	marine
33	ag, fishing, hunting
34	Also agriculture
35	preservation of marine ecology/diversity in Cobscook Bay
36	hunting/camping
37	Conservation of natural resources
38	hunting
39	I feel all are important

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Appendix 2: Written Public Input

Q6 What affiliation/interest BEST describes you?

Additional Comments:

#	Other (please specify)
1	sporting camp owner
2	Land owner and business owner.
3	Sporting camp owner (retired) and guide.
4	wildlife biologist; interested citizen
5	federal government
6	camp and land owner
7	interested resident and landowner in UT
8	property owner
9	Self employed from home in local outdoor sport and recreation and global environmental policy, planning and management
10	ATV trail maintenance
11	I do maintain a small herd of cattle in Washington County
12	private landowner
13	Maine native; 3rd generation property owner on Gardner Lake
14	Biologist/scientist
15	very interested in my surroundings at all time

Q7 Please rank the following benefits that the UT brings to Washington County

Additional Comments:

#	Other (please specify)
1	important birding area
2	Opportunity for commercial resource extraction: very important for renewable; not important at all for non-renewable
3	Need a strategy to draw tourism and keep Maine clean and wild, natural and beautiful
4	Residential and other development must be planned.
5	All are very important benefits if managed well. All are very important dis-benefits if managed poorly. An additional very important benefit might be "Safe place to raise a family".
6	We must secure the headwaters of all our rivers which bring nutrients in the form of Sea-Run Fish to the Gulf of Maine Fisheries. When thinking about land based regulations please think about your affect on the "fishing community" along the coast of Maine.
7	take care of myself; don't need help from the government

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Appendix 2: Written Public Input

Q8 Please rank the following focus areas that will help the UT's develop resilience to extreme weather.

Additional Comments:

#	Other (please specify)
1	New Englanders have always had to deal with weather!
2	use TIF money for good roads
3	Public or private dollars?
4	improve electric and phone lines
5	Clean and healthy environment that supports conservation tourism and beauty of area.
6	Encourage measures to reduce Climate Change
7	Missing from the above list is "communication" in it's broadest sense - ie. from telephone, high speed internet, to roads, rail, ferries, vehicles, bikes, horses, etc. Also, doing the survey online is very different to seeing it done in the meeting last night. On line I see a list of focus areas and the word "rank" so I think I have to mark the focal areas in order of importance. In the meeting it was more an issue of "how important do you think each of these is". Combining online survey results with meeting results may produce confusing overall results!
8	No amount of investment will change the weather. As far as land owner practices, most are well aware of good mgt. and would jump on any free money
9	land management is more important if you have more than 100 acres

Q9 For each of the following strategies please indicate the importance you place on how future development should take place in the UTs.

Additional Comments:

#	Lots to think about here - do you have additional comments?
1	no windmills' Manage Land choice above should be juxtaposition of land and water habitats for wildlife. IF&W lands and Moosehorn Refuge should be managed for wildlife - they are not. Too many wetlands are of poor quality, they need to be enhanced; "wildlife corridors" is often a poor choice.
2	identify locations for commercial and industrial growth that protect environment and existing businesses for sports and tourism
3	I am mostly opposed to development of ANY SORT that would affect the forests, waters, and wildlife of Washington County.
4	My concern is large commercial operations, or private operations, that affect the way of life as we now enjoy it in UT.
5	Would like to see more assistance in obtaining funding, grants etc and technical support in regards to solar energy. Have already done almost 10 years of research for wind power and have been turned away for numerous reasons. The last was the survey done that showed too many bald eagle nests on our 500 acres. Good for the eagles but bad for my future. I am pretty well exhausted with all the work and need some help to go forward with solar.
6	Mineral extraction should be very limited in extent and effect, and tightly controlled to reduce any and all impacts. Existing non reclaimed disturbed areas, such as gravel pits, should be required to be reclaimed. Many gravel pits are dredged and abandoned when retention of top soil and simple regrading would work wonders. Reseeding with non invasive plants is often needed. All development should meet strict planning and zoning rules and regulations.
7	"Important" is an odd word to describe some of these. Also, some are "strategies" and some are simply "actions". All beg the question of an underlying issue which can be interpreted in multiple ways.. Missing are: - identify new areas and opportunities for "Fun" (your definition) development (both commercial and recreational for residents). eg. circuits for snowmobiling, canoeing, etc. (currently the trails are mostly point to point) - actions to mitigate climate change (not "adapt" to, you covered these earlier under severe weather) such as reducing energy use (public transport), carbon sequestration, hydro-power development, biomass power, community energy, etc. - increasing "community resilience" through for example local markets and market centres (basic principles of spatial planning! - compare for example "extractive highways/railways" to the outside with "distributive highways" connecting nodes within the county)
8	Maine no longer has a fishing industry due to pathetic management in the past. If we are going to have a fishing industry in the future for my Maine children then we need responsible development and care of these ecological systems. THE MAINE NORTHERN FOREST IS THE LAST CONTIGUOUS FOREST ON THE EAST COAST. Make sure this ECOLOGICALLY ILLITERATE governor lepage can't screw it up with poor management and governance he seems to be well known for.
9	Leave the UT in an the manner in which it is for the most part, unorganized and undeveloped. Enough of the States land has been re zoned and wrestled into tourist traps.

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#	Lots to think about here - do you have additional comments?
10	Replace malfunctioning septic systems wherever they are! Given real estate prices and empty properties, there is NO current pressure for residential zoning. Monitor and protect water quality in lakes and streams - severely limit development near valuable water.
11	Protecting critical fish and wildlife habitats helps protect income opportunities - they are not separate.
12	Trescott is working on regaining landowner rights for comments in energy projects. ALL UTs should be encouraged/assisted in doing that.
13	Regulate harvesting of marine resources, such as rockweed, in order to preserve diverse and irreplaceable marine habitats.
14	mineral extraction is a hard one; needs regulation because it can make big mess generally agree with most everything and optimistic; this planning process has to be done carefully

Q10 What are examples of competing interests that the planning committee needs to pay close attention to as it reviews proposed land use changes?

Answered: 62 Skipped: 32

#	Responses to “What are examples of competing interests that the planning committee needs to pay close attention to as it reviews proposed land use changes?”
1	The unique quality of life currently enjoyed by those of us who are fortunate enough to live and work in UT of Maine, as opposed to visitors to the area.
2	No development or housing in or near important wildlife habitat. Forget alewives and Atlantic salmon.
3	Private developments, owner by owner and land parcel by land parcel, should be permitted on the basis as to their design and location that will contribute to community values, including aesthetic.
4	Need to protect scenic corridors and upland areas.
5	windmills vs natural resources....we take land and put it into trusts to ensure we save the land ... but we want to destroy everything with 500ft windmills
6	people doing what they want on land as no one checks or cares
7	poor land use planning by state and towns
8	leaving tree growth areas for protection of water levels and erosion protection
9	to differentiate between the short term greed-driven owner and those who care for the natural resources to the benefit of the local residents
10	green and sustainable forestry that protects water, wildlife and it cognizant of ecology
11	access to water working waterfront vs residential waterfront housing
12	Wind turbines are a good idea for sustainable energy, but I feel the towns that they are built in should profit from the proceeds these eyesores are reaping. If a town stands to gain nothing from having turbines built there, they should be able to say no to having them there. If the turbines are there to supply the people of that town with clean energy, free of charge, that's great.
13	Development of residential properties around lake shore areas. Land improvements.
14	the pellet mill in baring plt. to much time is spent evaluating the environmental impact .We are losing jobs because the people proposing work get discouraged.
15	land developers vs. conservation minded
16	Wind farms vs. scenic beauty and protecting eagles.
17	Public usage and personal property rights
18	Keep environment clean, accessible, support wildlife and eco-tourism
19	Help the UT with development but not at the expense of our woodlands and neighborhoods. do not over develop.
20	Don't know of any.
21	Water and Public land access for aging generations.
22	commercial logging in my area, GLS
23	residential development vs commercial and recreational activities
24	Ensure commercial interests are fully scrutinized prior to all finalized decisions/proposals.

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#	Responses to “What are examples of competing interests that the planning committee needs to pay close attention to as it reviews proposed land use changes?”
25	safety of landowners, homeowners, & hikers vs. hunting activity; agricultural spraying activities vs. safety of homeowners, water sources, & aquifers; viewscape & recreational opportunities vs. industrial development; motorized recreational opportunities vs. rights & "pursuit of happiness" for landowners, homeowners, and other recreational users; increasing mileage of roads vs. sedimentation of streams (road layouts often don't make sense & we are careless with road building & culvert installation); increasing building around lakes vs. water quality
26	commercial use of property near residential properties which will affect the view or use of the land by the resident
27	Commercial development next to privately owned residential and recreational land.
28	What are the effects of proposed land use changes on existing natural resources functions and values. They are the most important factors that Washington County has both now and in the future, and they should be conserved. This, along with its people, is what makes Washington county what it is.
29	1. How can the UT's capture more accumulated value through secondary processing etc. rather than simply selling and exporting raw materials (resources). 2. Linked to the above - how to encourage local business development rather than outside investment and export of the profits. This sets short term focused external investors and local job seekers against long term "maintain value locally" interests.
30	Potential markets such as export of torrefied wood pellets bring a few dollars and help loggers survive, but it is vitally important to take the long view when examining best use of this land. How will it affect your grandchildren? How will it affect theirs? While no one can predict all the variables or answer that question definitively, it is the right context to plan in.
31	Development of wind power and noise and visual pollution.
32	Negative impacts from wind farms on tourism and residents.
33	jobs for the people who live in area
34	The restrictions on waterfront properties are too restrictive. I am not proposing going back to the rules of the 1950's, but I feel that we have swung to far in the other direction.
35	Private land ownership property rights versus User desires
36	farming and cell towers and wind towers
37	Some forms of industrial development may compete with conservation efforts and/or tourism dollars. Encouraging residential "sprawl" may drive up the cost of agricultural land and taxes or encourage the loss of farmland/forest due to residential development.
38	All land that is taxed as tree growth should be open for recreational use by the citizens of Maine who make up that tax difference, but fines ranging between 500-1000 dollars should be levied against those guilty of dumping goods or purposely destroying property. I would suggest a minimum of a 200 dollar fine for littering.
39	CORPORATE GREED AND POOR MANAGEMENT BY THE CURRENT Iepage ADMINISTRATION. All fresh waters in flow into our food.... You administrators must treat this place like it belongs to everyone.... not just the wealthy.
40	It shouldn't be viewed as competing but wind turbines v. recreational
41	Development of resources and economic opportunities in balance with conservation of habitat, recreation areas, and natural scenic
42	Blueberry vs Residential Development, additional conservation on lands that are already conserved.
43	Conservation of natural resources versus ill-planned development
44	Wind-power vs. avian protection: avian protection gets my vote. Intertidal habitat and species protection vs. knotted wrack (Ascophyllum nodosum) farming: habitat/species protection gets my note
45	Immediate boosts to the local economy through short term opportunities like seaweed harvesting, mineral extraction, or energy generation development can harm long term industries by destroying critical breeding and development habitat and deterring recreational tourism.
46	Commercial development of land vs. the outdoor use for the outdoor lifestyles that are quintessential Maine -- and that fuel our valuable tourism industry. Please don't overdevelop Maine! Our wildness is what makes us great, unique, and a respite from the rest of what's happened to our overdeveloped country.
47	development and working forests, agriculture and water quality protection
48	All the money grubbing people looking for free money to develop business and tourism that is not wanted by most natives/locals
49	PROTECT WILDLIFE,RESERVE LAND FOR HUMAN HABITATION,
50	Blueberry magnets vs. conservation/protection of the land; Forestry owners vs. conservation/protection of the land; both industries use vast amounts of pesticides, leaving an extremely harmful effect on the land.
51	Mineral extraction vs everything else. Wildlife protection vs everything else.
52	Example: putting hotels and restaurants near trail heads. Competing interests. Many don't want to see such development near a trail head.

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#	Responses to “What are examples of competing interests that the planning committee needs to pay close attention to as it reviews proposed land use changes?”
53	Property owner rights vs too burdensome government interference and regulation. Too much of a good thing may not be all good.
54	Residential areas and wind farms-- very conflicting. (Although this area is sparsely populated, existing residents should not suffer the "taking" that occurs with nearby construction of large wind turbines.
55	Large scale gravel extraction shipped out of Eastport would have huge consequences for the longevity of local roads because of the increased heavy trucks on the road.
56	set backs from road ways. State is taking to much from road frontage. 75 feet from the edge of the road will destroy existing land use for commercial use. We don't need any four lane hi-ways for traffic to flow out side of WA county.
57	Encouragement and accomodations of industries that do no sabotage scenic - which is primary resource at this time. Zoning for fishing industry so that W.C. fishermen are not competing with fishermen from other zones who come here to fish. (water use, not land use I suppose).
58	Keep a working forest and agriculture as a top priority.
59	recreation and timber harvesting in the same areas
60	there was a time when ME was developing outdoor recreation and tourism; now they focus on wind the energy from which all goes out of state: need better maintenance of public lands
61	Residential vs. commercial, the "Not in my back yard" syndrome
62	Keeping fish and forestry jobs, not land preservation.

Q11 Which land use changes will have the most positive impact in the UT?

Answered: 53 Skipped: 41

#	Responses to “Which land use changes will have the most positive impact in the UT?”
1	None.
2	Same as #10.
3	Cluster community development wherever and whenever possible, to avoid general commercial and residential sprawl along the major highways. Maintain open, unadulterated space between communities as this occurred traditionally. Highway development is appropriate for commercial activity, but only near or as part of existing built-up areas. Bad examples: Lyle Hamilton Logging in Waite, sprawl along US1 between Woodland and Princeton. Contain it! Keep the open, natural space that is Washington County's hallmark.
4	Scattered commercial businesses along State and local roads.
5	make people keep their land up and not an area for garbage and dead cars
6	restrict locations of house and development
7	use the natural resources to benefit the people of Washington County including UT residents
8	Protection of waterways and waterfront for water quality
9	zoning to protect views zoning to keep new infrastructure out of harms way as sea levels rise
10	Those land uses which require little to no change in the surrounding wildlife habitat, waterways and forests.
11	Allowing for harvesting of natural resources.
12	I have seen two projects proposed in baring plt alone under study. one has quite and probably the other will. five year study's on land impact are a bit much. Animal, bird and fish impact looks a little stupid when we have a wild life refuge next door to develop protection for our species.
13	Washington County is considered by most to be beautiful country with many many lakes and forests. It is enjoyed by many people. New commercial or industrial development should be limited to growth corridors
14	Leave things as they are. The fewer changes the better.
15	forestry management
16	Clean, water, forests, stop bear-baiting. Eco-tourism brings more dollars to the area versus shoot'em, kill'em club. Responsible harvest but grow tourism, restaurants, family fun . . .
17	Streamline the permitting process
18	Infrastructure repairs
19	set backs from waterfronts
20	increased commercial development for increased jobs
21	Small business development/opportunities.

Appendix 2: Written Public Input

#	Responses to “Which land use changes will have the most positive impact in the UT?”
22	Do not allow uncovered salt and sand storage above important aquifers.
23	Good forest management practices. The most negative impact would be to encourage more residential areas.
24	Concentrated development in areas already developed in accordance with strict zoning and comprehensive planning principles and rules.
25	Those that build resilience and local reliance / self-sufficiency - including energy in all it's forms (oil, gas, electric, etc). Clear zoning to avoid linear development with it's very high energy costs and disruptive affects on ecosystem function
26	Putting more land into proactively managed forestry programs designed for long term forest health.(60 years+) And, by "forest health" I mean not only fiber production, but increased quality of habitat with minimal intrusion.
27	Forestry practices need to be changed to prevent destruction of land while cutting trees. Current methods used leaves the land impassible on foot for recreation purposes.
28	probably clustering communities so that the citizens have enough population density to support each other while having less of an impact on the woods/rivers etc.
29	Designated development areas near transportation corridors
30	protection of farming and natural resources
31	Clear, unambiguous zoning regulations, developed with LOCAL input and designed to encourage SUSTAINABLE practices for the exploitation of local resources (forests, farms, fisheries), would be desirable.
32	Positive and focused land management.
33	Those that protect the integrity of the Northern Forest. Allowing common sense forestry but totally protecting all the head waters of our rivers and streams. Protect Maine like the rusticators of the past... like Acadia National Park... Care about it for our childrens sake... NOT CORPORATE GREED.
34	Opening up new industry
35	Massive industrial scale development (e.g., wind energy farms placed near residents and coastal areas) or environmental degradation due to unsustainable agriculture and forestry practices.
36	allowing development
37	Eco-friendly land development
38	Protection of natural resources from development will have the best long-term benefit.
39	Maximize on the exiting resources by expanding conservation efforts and focusing on recreational tourism.
40	Emphasis on wildlife and fish sustainability, conservation, strict environmental care, etc.
41	commercial/ light industrial
42	Leaving it to HELL ALONE!
43	TOURISM
44	When zoning, create zones where no development will occur, especially around lakes, rivers and streams.
45	The zoning of all land within several miles of important lakes and streams as limited or no development.
46	Commercial development in a planned and prudent way to bring good jobs to the area.
47	Encourage more small agriculture. Encourage more long-term forestry so the woods will have some old growth in the mosaic.
48	Protect commercial land use for large projects. Farming and forestry need to be kept separate from residential use. Planting housing in the middle of farms fields is not good use of land.
49	Careful planning around interface between industrial and tourism uses so neither is detrimental to the other.
50	Steam line approvals for small business growth.
51	Tick control.How? No clue: but something has to be done before it gets bad here.
52	timber harvesting rules are not being enforced: cutting is taking place too close to streams - I see it when I hunt in the UT; they are also cutting too much
53	Having the county, not the State, make the rules.

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Appendix 2: Written Public Input

Q12 Is there a topic or concern that you want to make sure the Planning Committee is aware of?

Answered: 57 Skipped: 37

#	Responses to “Is there a topic or concern that you want to make sure the Planning Committee is aware of?”
1	Destruction of wetlands and important wildlife habitat on Moosehorn Refuge.
2	LUPC should look more openly at development applications to ask, first of all, does what is proposed promise to add to the community? e.g. Will it clean up a mess? Will it contribute to housing quality in the neighborhood? Will it be less non-conforming than before? Will it be in greater harmony with the natural surrounds? Projects that would be net improvements, particularly for redevelopment of existing parcels, have often been turned down because they do not fit neatly within the existing rules. Far too many examples of this...
3	Bold Coast importance to economy.
4	windmill companies attacking UTs because they know they can get away with anything they want without a input from the residents
5	people not applying for permits, just doing what they want
6	why doesn't IF&W have a deer population estimate for this area? What are they doing about it?
7	the relationship among the UT and the towns - where development should be placed? what services exist?
8	Promotion of organic farming
9	Preserve nature but allow tourism with controlled fishing & hunting.
10	Development is the road to perdition. I moved here from New Jersey two years ago because of all the development there is. Trees, clear skies, clean water and wildlife in your backyard are the main reasons my husband and I moved here. I hope they never get sacrificed to the god of "progress".
11	The introduction of invasive species of fish into the West Grand Lake watershed
12	Allow landowners to improve current residences more completely and not impede with unreasonable restrictions.
13	Yes as mention above. Both projects mentioned would have helped the rail, trucking and forest industry. neither one would affect the little community I live in. Check it out. one was a rail siding and warehousing project which is not going to continue. the other is the pellet mill. almost all of baring residents agree should come in.
14	Stop the Downeast Land Trust from clear cutting the forest they were organized to protect.
15	Keep most of the county the way it is.
16	The proposed pipelines and their impact on property values.
17	Protect the wild, undeveloped nature of Washington County.
18	setting aside property for parks
19	Environment must be kept clean and supports existing wildlife.
20	Keep the LNG off private and commercial land.
21	make permit applications more user friendly with more clear instructions
22	n/a
23	why do we want to plant wind towers on iconic landscapes such as the Bold Coast or within the viewscapes of our lakes?
24	We use our land for agriculture, recreation, fishing, and hunting, anything that would have a negative effect on that is a concern.
25	Trescott Township has an uncovered salt and sand storage area just off Route 189 and below the "Old Chapel" cemetery. A good aquifer exists in the area, with multiple springs north and south of Rt. 189. Over time, the salt will leach into this aquifer. This should NOT be allowed to happen.
26	Lack of high power transmission lines in area
27	There are too many big corporations represented on the guiding committees and too few conservation based citizens and groups. Need more balance of interests and insights/knowledge.
28	CLIMATE CHANGE (you've skated round it with "severe weather" - there is no "debate" - stop playing to the Koch brothers). We're looking at a likely 50cm rise in sea-level within the next 50 years, plus almost certainly massive shifts in the shellfish and lobster industries due to ocean acidification and warming. It's the elephant in the room. The plan must take adaptation and mitigation very very seriously.
29	With mills closing left and right, the writing is somewhat on the wall. We have some of the largest tracts of relatively unspoiled boreal forest East of the Mississippi River. It's value goes well beyond what can be measured in dollars. If active preservation of this resource means less development and/or regulated access, so be it!

Appendix 2: Written Public Input

#	Responses to "Is there a topic or concern that you want to make sure the Planning Committee is aware of?"
30	Acces infrastructure. Commercial use of UT land is destroying town roads and small towns have no way to pay for damage and no way to charge those who are causing the damage. This is forcing small towns to consider de-organizing, thus passing expenses on to county and state. Those causing the problem should be assessed a road impact fee instead of placing the burden on local towns.
31	keep it open for fishing camping hunting etc.
32	Do not infringe on private property rights
33	local permission requirement before commercial zoning or cell tower placement or wind power installations.
34	Again, any efforts must promote sustainability. Large-scale industrial projects that offer a few short-term benefits and little meaningful employment, but that have the potential to significantly impact Washington County's environmental resources and threaten to disrupt the region's social fabric in the long-term (perhaps forever) should be discouraged.
35	Do not let greed rule the process,
36	WE DO NOT HAVE A FISHING INDUSTRY IN MAINE.... Make sure we safeguard the futures use of the Northern Forest in the UT.... DO NOT EMULATE ANY LAND USE PROPOSAL FROM THE CURRENT ADMINISTRATION. Do this for the People of Maine 100 years down the road.... think like a WATERSHED.....
37	You mentioned energy projects but solar was not included. Is it not being considered in the discussion?
38	Washington County has an amazing diversity of plants and animals. Cobscook Bay is unparalleled in diversity to other coastal areas. Forests and fields have a mix of bird species similarly unparalleled in the state. The mix of boreal species and more southerly species yields spectacular bird diversity that attracts many birders and other ecotourists.
39	Land use typically emphasizes human use, but so many other species need natural, undisturbed habitats to survive. Washington County is special in having some undisturbed habitats for species other than human. Thus, in the long-term, protecting undisturbed habitats will benefit the UTs by making them good habitats for humans to visit.
40	Please zone to focus development in existing populated areas and support conservation and wilderness in unpopulated areas.
41	Of personal interest is ensuring the coastline of our beautiful lakes does not wind up looking like a monopoly board of homes stacked right next to each other. Please -- keep Maine, Maine.
42	Much of the norther UT in washington county is under conservation easement. Land use is already set in stone in these locations.
43	PROTECTION OF PROPERTY FROM PEOPLE WHO WILL PILFER AND EXPLOIT LAND THAT DONT PELONG TO TO THEM
44	Very concerned about lobbyists from corporations who will have a detrimental impact on the land by means of influencing members of the Planning Committee to follow their wishes.
45	That zoning will open up the area to large scale trash dumps or mineral extraction that the community cannot then resist. That the irrational system of property taxes radically favors residential development in the UTs compared with local towns that need what growth there is, and that are able to provide services.
46	Protecting habitat is a number one concern - the UT is so wild now, with future opportunities captured by that wildness.
47	Maintaining the "feel" and ambiance of the area. Example...locating cell towers to have the least visual impact.
48	The uneven property tax structure between UTs and towns encourage people to move over the border while still using all the community services the towns have to pay for. Increases sprawl as well.
49	Need more stream lining of all dept both State and Federal for development of projects. There is no scoping of projects to help projects move along. There seems to be surprises brought out as things come to light. This makes small project die before the client can dig through the red tape. We live in a county that has so much natural resources but no clear way to make new developments. Eliminate the committees of NO.
50	In downeast Maine, it is just as important "how" you do something than it is "what" you do. Respect for land and people here is important part of any planning and cultivation of W.C. (Ocean Renewables is a good example of how to do it right.)
51	I purchased the land I own to be able to use it for hunting ,putting up a camp and selectively harvest the forest. I do not want any rules changed the will infringe on my ability to use my land, or affect the value of it. I have worked in the natural resource field for over 35 years. I have observed too many "well thought out plans"that just didn't work in the real world.
52	Do not over regulate, work towards outcome based results through cooperation and education.
53	Please do not allow commercial interests to ruin the natural beauty of this area.
54	we should be developing freshwater fishing in Maine; formerly a very significant resource (Salmon)
55	Broadband (or lack of) is a huge detriment to businesses in parts of the UTs.
56	We permitted and constructed a maple sugaring operation in the UT through at the time LURC. The permitting process was way overblown for this type of facility as was the permitting fee.
57	Keeping fish and forestry jobs

Community Guided Planning and Zoning ~ Unorganized Territories and Plantations of Washington County, ME
Appendix 2: Written Public Input

Q13 Please use the space below to provide other thoughts you have to assist with this Community Guided Planning and Zoning initiative. And again - thank you for your time!

Answered: 35 Skipped: 59

#	Responses to “Please use the space below to provide other thoughts you have to assist with this Community Guided Planning and Zoning initiative. And again - thank you for your time!”
1	Those of us who own sporting camps in Maine, particularly in Washington County, hear time and again from our guests, that they love the fact that there is little or no change. "Don't fix what ain't broke!
2	Please contact me if you have questions--Fred Hartman 733.0988, no emails please. Thank you!
3	Thank you for your efforts.
4	Concern that proposed a "floating zone" will be automatic without acceptance by affected neighborhoods.
5	Please see attached sheets
6	Balance: desire for a few meetings / timely discussions culture of away / local strip development / cluster sustainable use / permanent change zoning based on what Washington County has / pipe dream
7	Help Washington County to maintain open space but without threat to nature.
8	Don't help, we have enough government telling us what to do.
9	Perhaps encourage citizens in small towns and plantations to develop their own zoning in concert with what the CGPZ initiative is trying to accomplish.
10	said enough already .The EPA and DEP should take the time to use a little common sense. If the rest of Washington county is falling under the previous mentioned battles it no wonder the county is the poorest in the state .thank you for a chance to give my opinion.
11	After asking other friends about this survey, input would be more accurate with a larger base of landowners.
12	Thanks keep property owners informed
13	Thank you for your time and considerations on our behalf.
14	easier access to land use and zoning agents
15	n/a
16	Someone needs to be dogging the WCCOG website update effort so that it is up TO date, and ALL stakeholders (not just planning staff and "insiders") have access to meeting minutes, latest maps, public hearing plans, etc, as this info becomes available.
17	I plan on coming to an informational meeting. Even though I live in an unorganized township I did not previously know that this organization existed.
18	I own land in Trescott Township, where I hunt, hike, and may someday build a home and/or harvest trees. This land has been in our family for well over a hundred years. I also have springs on my land that I am considering for future development. I am also considering the eventual donation of that land to a land conservation entity. I would hate to see development beside me that would conflict with my future plans.
19	I am sorry I am unable to attend in person. I do not have e-mail and would like to be kept up-to-date via regular mail. Thank you. Cynthia Wells, P.O. Box 338, Stockton Springs, Me. 04981
20	Continuation of conservation easements are very important to help retain the natural resource value and function of Washington county for all of its citizens, human and wild. Management of unique resources like Atlantic Salmon should be encouraged and emphasized. No other place in the US has such a valuable natural resource! Actions such a fish passage, by replacing old culverts and dams are very effective and cost effective.
21	Glad this is happening. Thank you, and Good Luck.
22	Let's not bite on the first scheme that promises a few bucks. Economies rise and fall, and things stand to get worse in Washington County before they get better. These lands are a treasure with a value greater than a short term gain on the bottom line. Must plan carefully.
23	Commercial forestry employs most small town residents, but places an insurmountable burden on many small town's infrastructure. Low land use taxes does not reflect or even come close to the cost of road maintenance. This burden needs to be placed on those causing the damage. Without proper safe, appropriate access UT's cannot reach their full potential.
24	keep Maine beautiful but let the locals have a big say in what goes on, invest in education and job creation.
25	While you asked what changes would be positive you did not ask what changes would have a negative impact on the UT

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#	Responses to “Please use the space below to provide other thoughts you have to assist with this Community Guided Planning and Zoning initiative. And again - thank you for your time!”
26	I like things the way they are and don't want anybody butting in to my business or property. however, if there is zoning there should be local permission required before they put up commercial installations like wind power generators. the residents in any township know what's best for themselves and their neighbors.
27	Thank you for your efforts.
28	Public access to all ponds over 10 acres and navigable waterways.
29	governpr lepage just came to Mount Desert Island.... He appears to NOT CARE about anything Maine Citizens have to say.... so please think about your Grandchildren when thinking about the Land Uses for the UT.. Wilderness must be protected... Fishing Must be protected... The Gulf of Maine Must be protected... from the Mad Man in office.
30	I am a retired environmental scientist with expertise on energy, wildlife and environmental chemistry. Do not hesitate to contact me if you have any need for my expertise. I would provide it gratis. William H. Schlesinger, Lubec 207-733- 0039
31	Thanks for working on this important project and for the opportunity to provide feedback.
32	Formally invite major land managers to the discussion. Conservation groups, timber companies, blueberry growers etc.
33	I PURCHASED A LOT OF LAND TO HELP OFFSET COLLAGE COST OF MY TWO CHILDREN AND IM AWHARE NOW THAT OTHERS WILL STEAL RESOURCES THAT I HAVE CULTURED FOR MY USE
34	Good luck. You'll need it.
35	Thank you for this opportunity to provide input!

Fred Hartman
P O Box 105
Whiting, Maine 04691
207-733-0988
October 2, 2015

Judy East
WCCOG
P O Box 631
Calais, Maine 04619

Good Morning Judy:

Thank you for the survey. While I completed it, here are some additional important thoughts. This is an important process, but will the results be implemented, how, and by whom? I have seen many surveys, committees, etc., here and across the state result in no positive action or just die. This process should have been done 30 years ago. It is important.

Forget climate change, it will happen and there is nothing we can do about it, except perhaps adjust our lives. The big culprits are China and India, not USA.

Forget Atlantic Salmon, they will not come back. I have been involved in enough wildlife recovery programs to know this. Salmon are below the threshold of recovery. Steps should have been taken 30 – 50 years ago to protect Salmon, e.g., forestry practices, stream management, over fishing on the high seas.

Washington County is not a poor county! Improper tabulation of statistics is the culprit. Look at the new businesses, growth of banks and new banks, most people are driving new or almost new vehicles, etc. There are LOTS of job opportunities here, if people want to work. There is an underground cash economy here.

Focus on what areas of the economy have the greatest potential for growth and what can be done to enhance them. Examples: Re Forestry – Why isn't there a furniture making business here? Tourism – Many people come here for the many facets of nature, e.g., scenic, lack of people, hiking, boat trips, birding, serenity, etc. Many local folks don't know how to 'sell' these items or know nothing about them – and they don't want to learn. We promote 'Bird Info' in our Art Gallery because we know more about what people are looking for than anybody in the whole area – and we can direct the people to what they are looking for. The Federal Refuges can provide some info, but mostly for the Refuge. We have bird lists, maps, and useable knowledge not found elsewhere. Most shops/stores are not up to speed on this stuff. Where do you buy a good bird book in this area?

25 years ago I was doing art work for a publisher who wanted to publish a natural history guide to the Cobscook Bay area. He and I started some things, but then he died suddenly so the project is dead or in limbo. I have seen some poor, cutesy brochures come out, but almost useless.

No casinos – a dumb idea.

No windmills. They do nothing for our economy; they do not lower our electric bills, are an eyesore, and kill lots of birds. Audubon is for windmills – how can that be? Audubon is to be for birds. Audubon speaks with forked tongue.

Our area is a prime spot for birding in northeastern USA.

Wetland protection and enhancement is needed. Development setbacks from wetlands must be increased (required by wildlife). Too many wetlands are of low quality – they need enhancement – greater interspersion of marsh and open water.

Where can I see a moose? A frequent question. Where can I get fresh seafood?

We need better roads and with passing lanes. Good roads bring and keep people.

Federal Refuges and IF&W lands (and other state lands) need better management and enhancement – good for wildlife, people, and the economy. Moosehorn Refuge has destroyed wetlands – so vital to all forms of wildlife. Needed - more money, effort, and knowledgeable people to do what has to be done for wildlife on public lands. A real lack in this area.

Info for questions on pages 9 and 10 are contained in these writings; I couldn't fit this stuff into the boxes.

No tidal power. It interferes with fishing and the natural ecology of the Bay. And No LNG.

What about ecology classes about the Bay and this area in schools? Are there qualified teachers? The kids don't seem to have a clue.

Too many tourists are just passing thru here going elsewhere. What should we be doing to keep them here?

Local Chambers of Commerce are somewhat useless. Eastport is most vibrant.

What about a visitor survey? What do visitors like here? Why do they come here? What don't we have that they want or like? How can we better help them? These answers could help us do our job better.

Save yellow birch trees – a priority. It is one the most nutritious wildlife foods here for deer and birds. Should not be cut for firewood.

Questions or comments about this material? - please give a holler. No emails – I'm not a computer person. Stop in our Gallery to see what materials and info we provide to our customers, tourists, birders, etc. Other shops could do the same.

Thank you.



Fred Hartman

FACT SHEET : TRESCOTT TOWNSHIP / WASHINGTON COUNTY

Trescott Township has a total land area of 17,062 acres. Of this total, 1,630 acres are exempt from taxation (primarily state-owned). Consequently, there are 15,432 acres in private ownership. Of this total, 6,310 acres are assessed in the "Tree Growth" categorization.

Determining the precise number of permanent residents in Trescott Township is difficult but a credible estimate can be made. Maine Revenue Services, the state agency that assesses properties and collects taxes in the Unorganized Territories of Maine, assessed 505 real estate accounts in Trescott Township in 2013. "Land Only" accounts (no structures on the parcel) were 281 of the accounts. The other 224 have "some amount of building value on them," but this could be anything from a shed to a barn to a boathouse to a seasonal or permanent residence.

The most telling fact is that there are 108 Homestead Exemptions granted in Trescott Township as of 2013. In order to obtain this designation, the owner has to declare the property as his domicile or home.

With regard to the acquisition of long-term leases in Trescott Township for possible industrial-scale wind energy development, seven binding legal agreements have been filed at the Registry of Deeds in Machias. These lease agreements give Atlantic Wind LLC extensive rights.

Atlantic Wind LLC is a wholly-owned subsidiary of Iberdrola Renewables of Portland, Oregon, which in turn is a wholly-owned subsidiary of Iberdrola S.A., a Spanish mega-utility which is the world's largest wind energy developer.

Atlantic Wind LLC has inked 30-year agreements with seven Trescott Township landowners who have leased, collectively, 15 separate tax parcels of land in the township. Only one of those leasing land to Atlantic Wind lives in Trescott Township.

In total, Atlantic Wind has leased 2,552 acres of privately-owned land in Trescott Township. In the adjoining Town of Whiting, Atlantic Wind has leased nearly 4,500 additional acres for wind turbine construction. Its relentless efforts suggest that more leases may follow. Private land leased to date accounts for more than 16.5% of the total land area of Trescott Township.

As of May 2015, there were 213 registered voters in Trescott Township, and the number of these registered voters who actually voted in the most recent (2014) gubernatorial election was 144, a 67.6% participation rate.

10.15.2015

UT Review

Thank you for allowing us to weigh in on the present UT initiative. I grew up in Grand Lake Stream (winters) and Forest City (summers) and live in Forest City most of the year. I am a resident of Dedham, ME, as that is where our winter home is and that is where my wife and I are on voting day. Here are a few remarks on the process to give zoning a fresh look in the UT.

In Maine communities with normal planning and zoning protocols, the process begins with a Comprehensive Plan that is adopted by citizens. LUPC's Comprehensive Plan was a good, thoughtful, and labored document for much of the UT. But it failed to focus on the unique characteristics of small communities therein. That must be a beginning point.

Many (not all) hamlets have a character that gives them a distinctness, which is not only imbedded in the values and self-image of their residents, but also is a source of pride. Such defining properties may include geography, economic history, traditions, institutions, shared values, etc.

Forest City, for example, is an early tannery town (1860s) whose central area did and still does reflect the lay-out of a Company (Shaw Bros.) town. Homes and stores in that area sit on small lots, close to the road, neither feature of which complies with LUPC standards. We straddle the international border and have friends and family on the Canadian side (Forest City, NB), although the federal government has done everything in its power to destroy the fabric of our local community. Church is attended in NB, and many Maine residents will be buried in the only cemetery, which is also in Canada. Since 1952, the outdoor sporting economy has dominated the daily milieu of Forest City. Lodges, guides, and sports enjoy and participate in outdoor pursuits—mainly fishing—that have led to deep friendships over decades, and have helped to create a conservation conscience and the Woodie Wheaton Land Trust to protect and preserve the cherished landscape that supports and sustains this economy. (e.g. The broad consensus—among residents, guides, lodge owners, visitors—is revile for reckless subdivisions, lakeshore development, industrial wind, cell towers, utility corridors, and various other blights upon the landscape that are conducted without respect for the intrinsic and aesthetic values of land conservation, wildlife, beauty, harmony, sporting enjoyment, tranquility, and the benefits to future generations.)

These assertions are hardly mine alone. Forest City and Grand Lake Stream have much in common. These nodes of the sporting life are both, indeed, famous. The breadth and intensity of their traditions among fly fishermen, for example, permeates the national psyche to a degree little understood or appreciated by most planners or bureaucrats in Maine. The support that has been given to land conservation over the past 25 years—many, many passionate and generous individual and millions of private dollars—speaks for itself. It is people who understand and share these values who purchase homes and cottages here. They like it.

The point is, we know and like what we are, and do not want folks who do not share this values screwing things up. We are not against change, we understand that we need jobs and all of us have to eat, that we all like to turn on the electric switch, but it is possible to do things respectfully.

As a sporting camp owner for 34 years and multiple property owner, I understand the need to accommodate physical change. Living with LURC was not always easy. Most of the rules and

standards make eminent sense. Some are extremely stupid. Navigating them to effect desired alterations was often a challenge. The regulatory mentality was generally obstructionist, rather than facilitating. The net impact of decisions often impacted the financial health, prosperity, and job-creating capacity of a business that competed with other entities in the northern US and Canada. I understand this is an effort to be more accommodating. Bottom line is that LUPC should work with businesses and individuals to explore ways in which something can be done, respecting traditional values in the community as well as environmental standards, rather than citing why it cannot be done.

Without writing a tome, let's look at a few specifics that might suggest where changes are desirable:

*Wheaton's Lodge constructed a small boat basin (1992?) to accommodate guests having their own watercraft, and for the safety of sports, guides and watercraft. The facility was designed so as to be out of sight of the main lake, environmentally sensitive, and impacting no other known parties. Every State and Federal permit imaginable was required. LURC turned it down (1980?) because it "created dangerous precedent." Twelve years later, thankfully, it was approved. Now we could keep a guest's boat safe and secure from nasty winds, just like our competition in Minnesota or Quebec.

*I own several non-conforming lots in Forest City, laid out nearly 150 years ago. I tore down one two-story house on the main road, then waited too long to request its acceptability as a buildable lot given the small lot size. It had a long and continuing occupancy, with drilled well, electricity, approved sewage disposal, driveways, and a garage. Thankfully, some guides had stayed in the garage (which has a bathroom and kitchen). BUT, because the original house had been torn down years ago, reuse as a building lot was almost denied. How are we supposed to increase the dimensions of a house lot laid out over a century ago?

* We own a tiny lot in the village center of Forest City that once hosted a store and post office (building is still there) and garage. The remaining building is in disrepair and is an eyesore. We wished to tear it down. This lot is not big enough for a residence, and we understand that. However, if we had torn it down, the 2-year clock would begin ticking, after which we could not do ANYTHING on the parcel. So, we built a new garage, tastefully and further off the street, but ONLY to preserve the value of the property. This spring we will finally dismantle the old store. The 2-year rule should be abandoned.

*My wife and I own a home in Forest City on a 6-acre parcel of land that extends to East Grand Lake. On the lake is an old marina and large boathouse (40' long.) There is nearly 200' of lake frontage. Can we build a small cottage on the lake? No. Even if we remove the boathouse? No. Because the minimum lake frontage rules state that there is already one residence on the property and we must have enough for two. Fine, but our house is hundreds of yards away from the lake on the other extreme of the land, through the woods and up the hill and not at all visible from the lake, as if it were in a different country. The lot could be a mile long and the regulation would be the same. LUPC says we could divide the lot to create two separate lots—one with frontage and one without. How dumb is that? So now my wife and I would own two separate abutting lots, one requiring access through the other? Give me a break.

* So often, a cottage owner wants to make changes to a cottage on a non-conforming lot, but is unwilling to comply with the full requirements. Example: A fellow has an old cottage ten feet

from the lake with a faulty septic system. He wants to remodel it and is willing to move it back sixty feet from the lake and buffer it. LUPC says he has to move it 100' for the State minimum. Guy does not want to be that far back, so lives with the old ugly structure. Wouldn't the public, and the individual, be better off with his proposal even if it did not meet the new regs?

- * I had to replace a 1000-gallon underground gasoline tank at the lodge in order to install a new, state-of-the-art, double-walled, cathodically protected, vented and with an electric alarm system. Fine. LURC wanted us to also get a permit to demonstrate that the soil would support such a tank. I took the LURC rep over to the existing electric gas pump, and showed him the surface of the tank. "See it?" I inquired. "Same place we installed it fifteen years ago. Hasn't moved or sunk a quarter inch. Don't you think the new one will also stay put?"

I doubt if many of these remarks will help you much, but they are examples of what is experienced all the time. Good luck with your effort.

Dale Wheaton 3-22-16

Appendix 3 – Land Cover Classification Definitions

Chapter 3 *Celebration* provides pie charts that describe the land cover¹ throughout the Washington County Unorganized Territories as well as within each of the 4 planning regions. The definitions of those land cover classifications are provided below.

Developed High Intensity-Includes highly developed areas where people reside or work in high numbers. Impervious surfaces account for 80 to 100 percent of the total cover. Characteristic land cover features: Large commercial/industrial complexes and associated parking, commercial strip development, large barns, hangars, interstate highways, and runways.

Developed Medium Intensity-Includes areas with a mixture of constructed materials and vegetation. Impervious surfaces account for 50 to 79 percent of the total cover. Characteristic land cover features: Small buildings such as single family housing units, farm outbuildings, and large sheds.

Developed Low Intensity-Includes areas with a mixture of constructed materials and vegetation. Impervious surfaces account for 21 to 49 percent of total cover. Characteristic land cover features: Same as Medium Intensity Developed with the addition of streets and roads with associated trees and grasses. If roads or portions of roads are present in the imagery they are represented as this class in the final land cover product.

Developed Open Space-Includes areas with a mixture of some constructed materials, but mostly vegetation in the form of lawn grasses. Impervious surfaces account for less than 20 percent of total cover. Characteristic land cover features: Parks, lawns, athletic fields, golf courses, and natural grasses occurring around airports and industrial sites.

Cultivated Land-Areas used for the production of annual crops. Crop vegetation accounts for greater than 20 percent of total vegetation. This class also includes all land being actively tilled. Characteristic land cover features: Crops (corn, soybeans, vegetables, tobacco, and cotton), orchards, nurseries, and vineyards.

¹ Derived from: MELCD (Publication May 23, 2006) a land cover map for Maine primarily derived from Landsat Thematic Mapper 5 and 7 imagery, from the years 1999-2001. This imagery constitutes the basis for the National Land Cover Dataset (NLCD 2001) and the NOAA Coastal Change Analysis Program (C-CAP). This land cover map was refined to the State of Maine requirements using SPOT 5 panchromatic imagery from 2004. The Landsat imagery used was for three seasons: early spring (leaf-off), summer, and early fall (senescence) and was collected with a spatial resolution of 30 m. The SPOT 5 panchromatic imagery was collected at a spatial resolution of 5 m during the spring and summer months of 2004. The map was developed in two distinct stages, the first stage was the development of a state wide land cover data set consistent with the NOAA-CAP land cover map. The second stage was: a) the update to 2004 conditions, b) a refinement of the classification system to Maine specific classes and, c) a refinement of the spatial boundaries to create a polygon map based on 5 m imagery. Contacts: Maine Library of Geographic Information (MLGI), Maine Department of Environmental Protection (MEDEP), Maine Department of Inland Fisheries and Wildlife (MEIFW), Maine Department of Transportation (MEDOT), Maine Department of Health and Human Services, Drinking Water Program (MEDHSDWP) and the Maine State Planning Office (MESPO) with the Maine GIS Executive Council (GISEC), U.S. Geological Survey (USGS), National Oceanographic and Atmospheric Administration (NOAA), Space Imaging (SI), and Sanborn

Pasture/Hay-Areas of grasses, legumes, or grass-legume mixtures planted for livestock grazing or the production of seed or hay crops, typically on a perennial cycle and not tilled. Pasture/hay vegetation accounts for greater than 20 percent of total vegetation. Characteristic land cover features: Crops such as alfalfa, hay, and winter wheat.

Grassland/Herbaceous-Areas dominated by grammanoid or herbaceous vegetation, generally greater than 80 percent of total vegetation. These areas are not subject to intensive management such as tilling, but can be utilized for grazing. Characteristic land cover features: Prairies, meadows, fallow fields, clear-cuts with natural grasses, and undeveloped lands with naturally occurring grasses.

Deciduous Forest-Areas dominated by trees generally greater than 5 meters tall and greater than 20 percent of total vegetation cover. More than 75 percent of the tree species shed foliage simultaneously in response to seasonal change. Characteristic species: Maples (*Acer*), Hickory (*Carya*), Oaks (*Quercus*), and Aspen (*Populus tremuloides*).

Evergreen Forest-Areas dominated by trees generally greater than 5 meters tall and greater than 20 percent of total vegetation cover. More than 75 percent of the tree species maintain their leaves all year. Canopy is never without green foliage. Characteristic species: Longleaf pine (*Pinus palustris*), slash pine (*Pinus ellioti*), shortleaf pine (*Pinus echinta*), loblolly pine (*Pinus taeda*), and other southern yellow (*Picea*); various spruces and balsam fir (*Abies balsamea*); white pine (*Pinus strobus*), red pine (*Pinus resinosa*), and jack pine (*Pinus banksiana*); hemlock (*Tsuga canadensis*); and such western species as Douglas-fir (*Pseudotsuga menziesii*), redwood (*Sequoia sempervirens*), ponderosa pine (*Pinus monticola*), Sitka spruce (*Picea sitchensis*), Engelmann spruce (*Picea engelmanni*), western red cedar (*Thuja plicata*), and western hemlock (*Tsuga heterophylla*).

Mixed Forest-Areas dominated by trees generally greater than 5 meters tall, and greater than 20 percent of total vegetation cover. Neither deciduous nor evergreen species are greater than 75 percent of total tree cover.

Scrub-Shrub-Areas dominated by shrubs less than 5 meters tall with shrub canopy typically greater than 20 percent of total vegetation. This class includes tree shrubs, young trees in an early successional stage, or trees stunted from environmental conditions. Characteristic species: Those listed in 9 and 10 as well as chaparral species such as chamise (*Adenostoma fasciculatum*), chaparral honeysuckle (*Lonicera interrupta*), scrub oak (*Quercus beberidifolia*), sagebrush (*artemisia tridentate*), and manzanita (*Arctostaphylos* spp.).

Forested Wetland-Includes all tidal and nontidal wetlands dominated by woody vegetation greater than or equal to 5 meters in height, and all such wetlands that occur in tidal areas in which salinity due to ocean-derived salts is below 0.5 percent. Total vegetation coverage is greater than 20 percent. Characteristic species: Tupelo (*Nyssa*), Cottonwoods (*Populus deltoids*), Bald Cypress (*Taxodium distichum*), American elm (*Ulmus Americana*), Ash (*Fraxinus*), and Tamarack.

Wetlands-Palustrine Scrub-Shrub, Palustrine Emergent, Estuarine Scrub-Shrub, Estuarine Emergent Palustrine Scrub-Shrub-Characteristic species: Alders (*Alnus* spp.), willows (*Salix* spp.), buttonbush (*Cephalanthus occidentalis*), red osier dogwood (*Cornus stolonifera*), honeycup (*Zenobia pulverenta*), spirea (*Spiraea douglassii*), bog birch (*Betula pumila*), and young trees such as red maple (*Acer rubrum*) and black spruce (*Picea mariana*). Palustrine Emergent Wetland-Characteristic species: Cattails (*Typha* spp.), sedges (*Carex* spp.), bulrushes (*Scirpus*

spp.), rushes (*Juncus* spp.), saw grass (*Cladium jamaicense*), and reed (*Phragmites australis*). Estuarine Scrub-Shrub Wetland-Characteristic species: Sea-myrtle (*Baccharis halimifolia*) and marsh elder (*Iva frutescens*). Estuarine Emergent Wetland-Characteristic species: Cordgrass (*Spartina* spp.), needlerush (*Juncus roemerianus*), narrow leaved cattail (*Typha angustifolia*), southern wild rice (*Zizaniopsis miliacea*), common pickleweed (*Salicornia virginica*), sea blite (*Suaeda californica*), and arrow grass (*Triglochin martimum*).

Road/Runway-Developed High Intensity Sub-type includes some of Maine's major highways and most airports with paved runways.

Unconsolidated Shore-Unconsolidated material such as silt, sand, or gravel that is subject to inundation and redistribution due to the action of water. Characterized by substrates lacking vegetation except for pioneering plants that become established during brief periods when growing conditions are favorable. Erosion and deposition by waves and currents produce a number of landforms representing this class. Characteristic land cover features: Beaches, bars, and flats.

Bare Land (rock/sand/clay)-Barren areas of bedrock, desert pavement, scarps, talus, slides, volcanic material, glacial debris, sand dunes, strip mines, gravel pits, and other accumulations of earth material. Generally, vegetation accounts for less than 10 percent of total cover. Characteristic land cover features: Quarries, strip mines, gravel pits, dunes, beaches above the high-water line, sandy areas other than beaches, deserts and arid riverbeds, and exposed rock.

Open Water-All areas of open water, generally with less than 25 percent cover of vegetation or soil. Characteristic land cover features: Lakes, rivers, reservoirs, streams, ponds, and ocean.

Blueberry Field-This type is composed of agricultural fields dominated by the production of low-bush blueberries. Multiple structural forms include: burned field, pruned field, early season with leaves, and late season with leaves and fruit set (Yardborough, 1996). This type is most common in eastern Maine and occurs primarily on acidic gravel soils.

Clear-Cut-This type includes areas harvested from forest with greater than 90% canopy cover removal and expected to regenerate into forest. This class is structurally similar to Crops/Ground with minimal biomass present, but the satellite imagery or other data indicated that the areas were previously forested. Characterization conditional: Forest loss must have occurred after 1995.

Light Partial Cut-This type is composed of forestland where less than 50% of the overstory canopy has been removed through harvesting. Harvesting may have occurred previously. May include improvement thinning, light shelterwood and light selection harvests. Characterization conditional: Forest loss must have occurred after 1995.

Heavy Partial Cut-This type includes forestland where greater than 50% of the overstory canopy has been removed through harvesting. Harvesting may have occurred previously. May include heavy shelter wood and heavy selection harvests. Characterization conditional: Forest loss must have occurred after 1995.

Forest Regeneration-Forested areas previously harvested that have begun to regenerate to forest are included in this type. Seedling to sapling sized trees are expected, possibly with some residual trees present. Species present will vary based on the original site composition, harvesting techniques and site disturbance, and the presence of advance regeneration at the time of harvesting. These sites will return to mature forests. Characterization conditional: Forest loss and subsequent re-growth must have occurred after 1995.

Alpine/Tundra-Treeless cover beyond the latitudinal limit of the boreal forest in poleward regions and above the elevation range of the boreal forest in high mountains. In the United States, tundra occurs primarily in Alaska, several areas of the western high mountain ranges, and isolated enclaves in the high mountains of New England and northern New York.

Appendix 4 – Fisheries Maps

The following pages provide nine maps of the habitat (existing and potential) of some the fishing resources of the Washington County UT separated among the 4 planning sub-regions including:

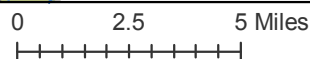
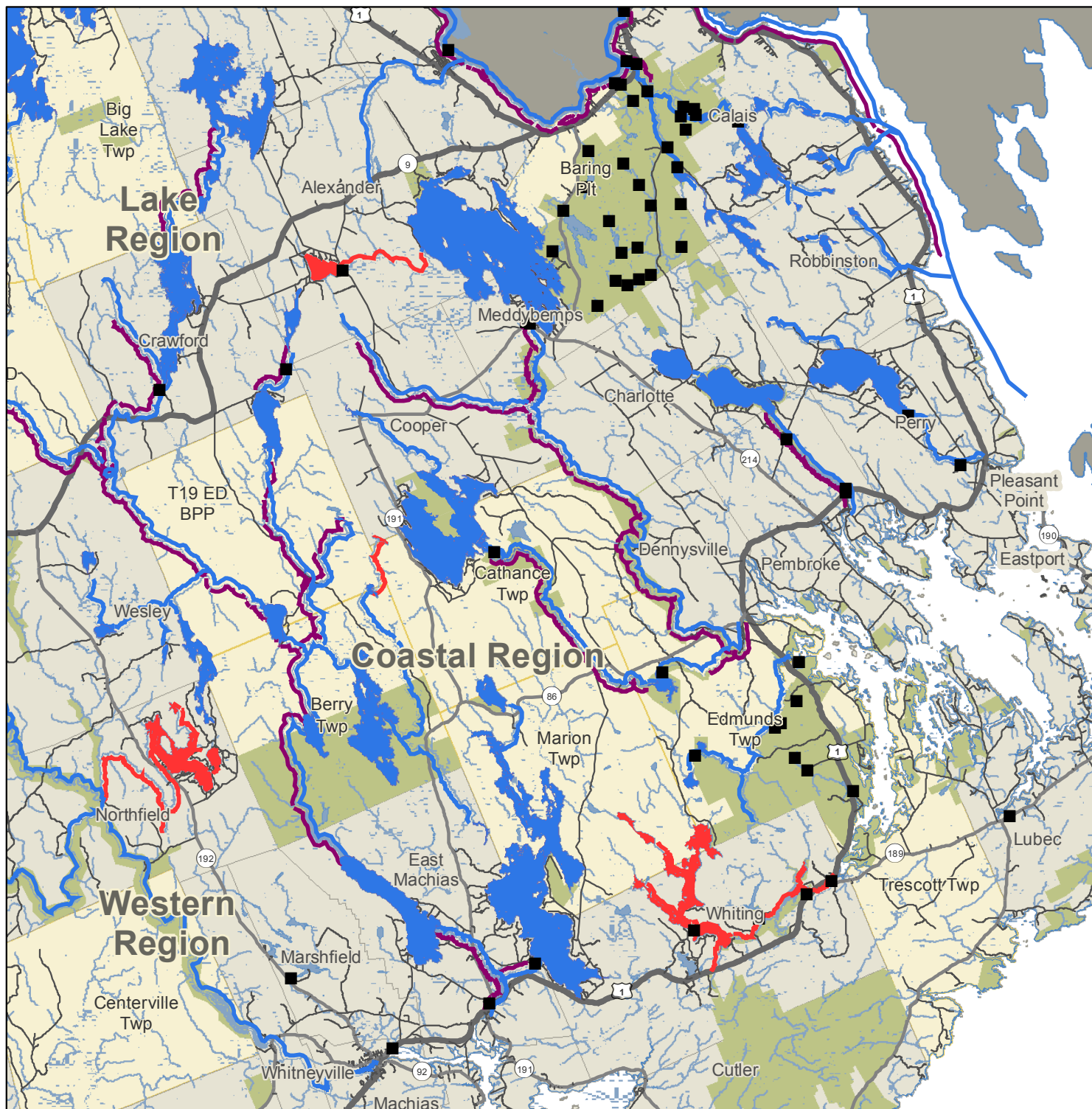
- *Coastal Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat
 - Sea Scallop and Softshell Clam Habitat
- *Lake Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat
- *Northern Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat
- *Western Region Fisheries*
 - Blue Back Herring and Alewife Habitat
 - Atlantic Salmon and Eastern Brook Habitat

Note that we did not depict the many sports fishing species on the maps because of their ubiquity throughout the watersheds of Washington County. They include, in rivers, streams and lakes: Brook Trout (including Splake and Arctic Char), Brown Trout, Rainbow Trout, Landlocked Salmon, Togue (Lake Trout), Bass (Largemouth & Smallmouth), Whitefish, Smelts, and Pickerel.

Sources: Maine Office of GIS, Maine Department of Marine Resources.

Washington County Unorganized Territories - Coastal Region Fisheries

Blue Back Herring and Alewife Habitat



Washington County Council of Governments

Helping communities plan for their future in Downeast Maine

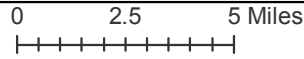
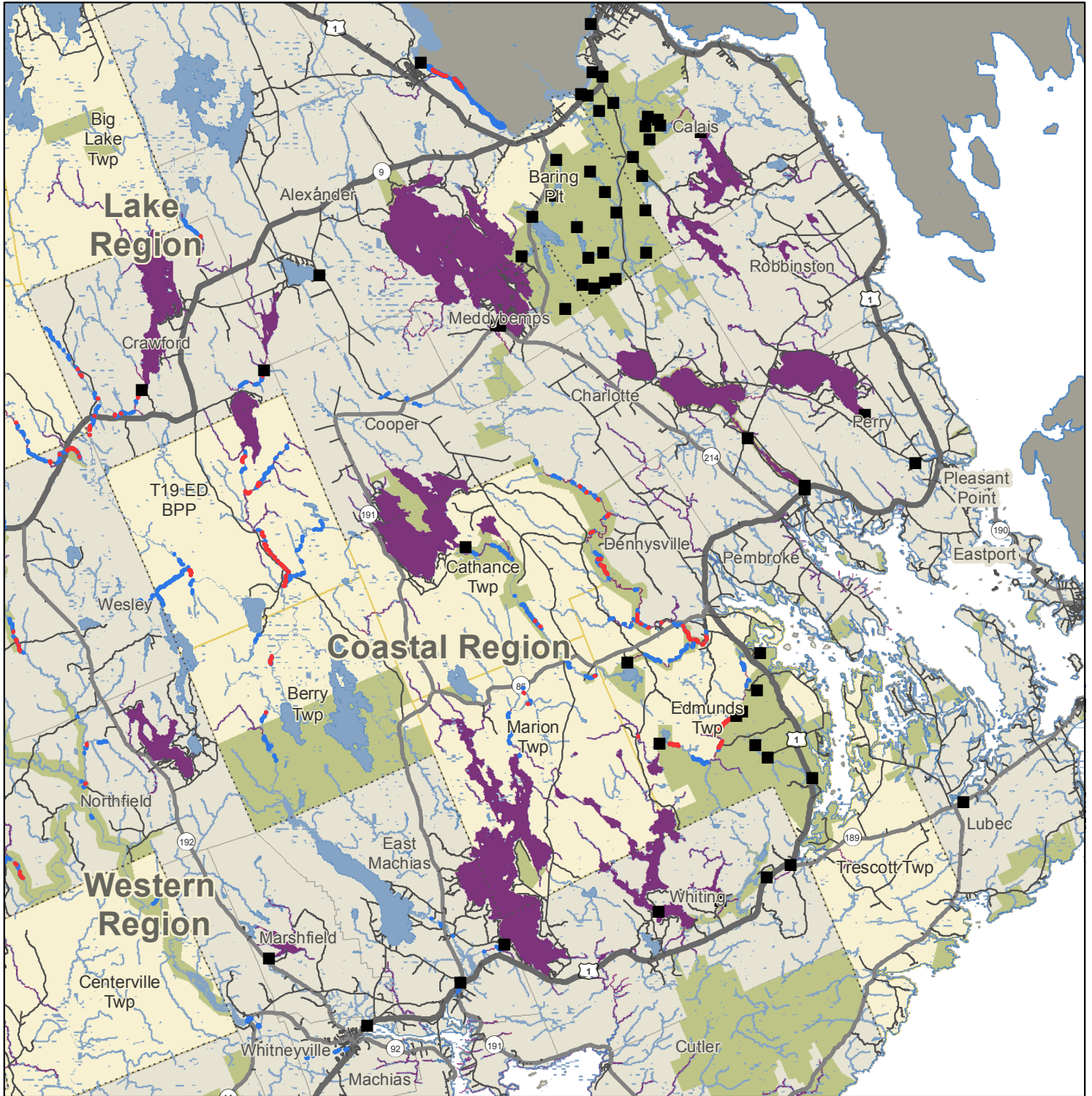
UMM GIS Service Lab & Center
 Source: Maine Office of GIS, Maine Department of Marine Resources
 NAD 1983 UTM Zone 19N
 January 22, 2017



- Impoundments
- Documented Alewife Habitat
- Potential Alewife Habitat
- Blue Back Herring Habitat
- Local Roads
- State-owned Roads
- Route 1 & Route 9
- Wetland
- Conserved Land
- Organized Towns
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- Maine Counties
- New Brunswick, CA

Washington County Unorganized Territories - Coastal Region Fisheries

Atlantic Salmon and Eastern Brook Trout Habitat

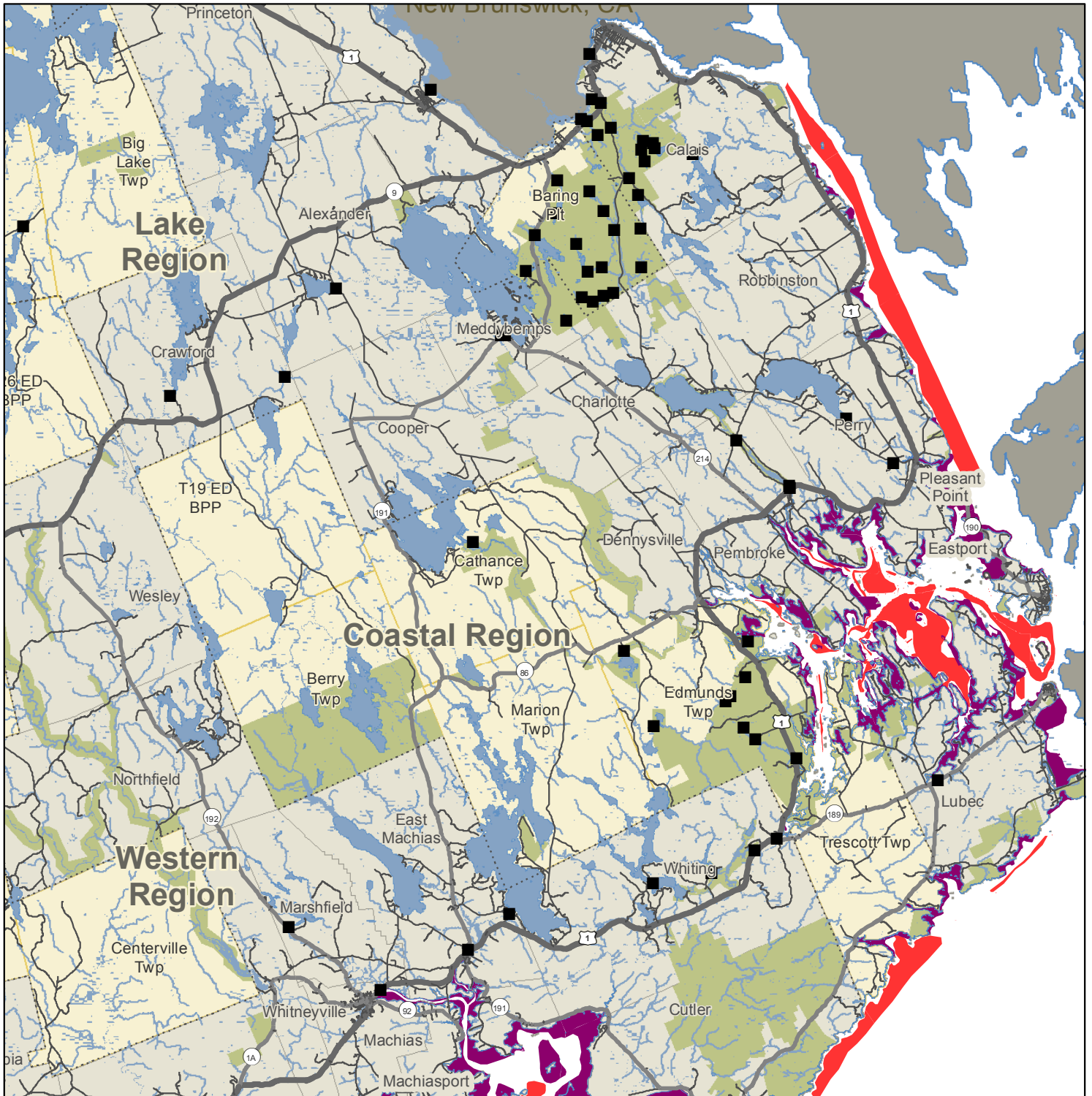


- Atlantic Salmon Spawning
- State-owned Roads
- Unorganized Territories
- Atlantic Salmon Rearing
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Washington County Council of Governments
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UMM GIS Service Lab & Center
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Washington County Unorganized Territories - Coastal Region Fisheries Sea Scallop and Softshell Clam Habitat



0 2.5 5 Miles

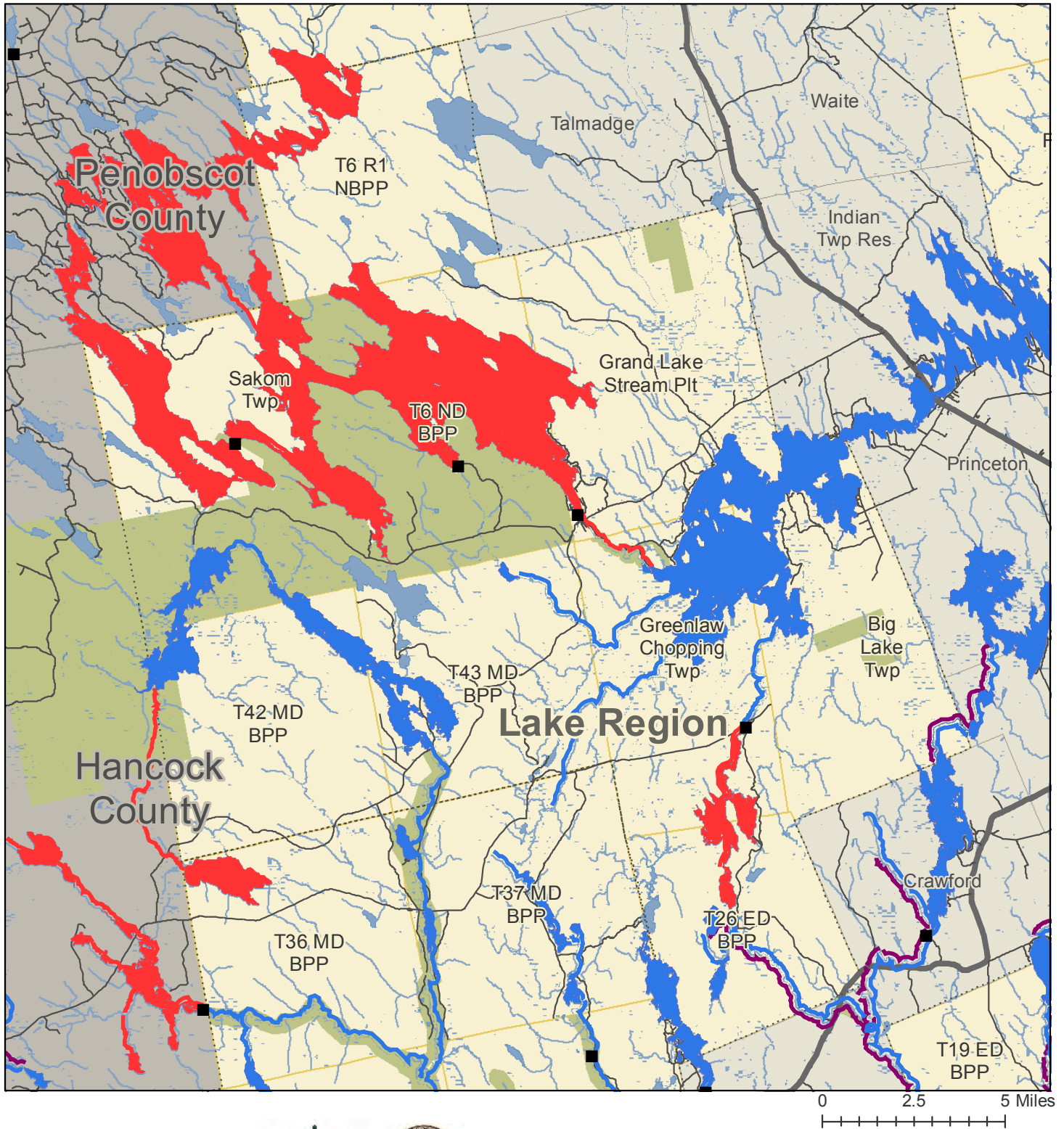


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| | Sea Scallop Habitat | | State-owned Roads | | Organized Towns |
| | Softshell Clam Habitat | | Route 1 & Route 9 | | Unorganized Territories |
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Washington County Unorganized Territories - Lake Region Fisheries

Blue Back Herring and Alewife Habitat



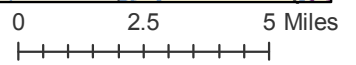
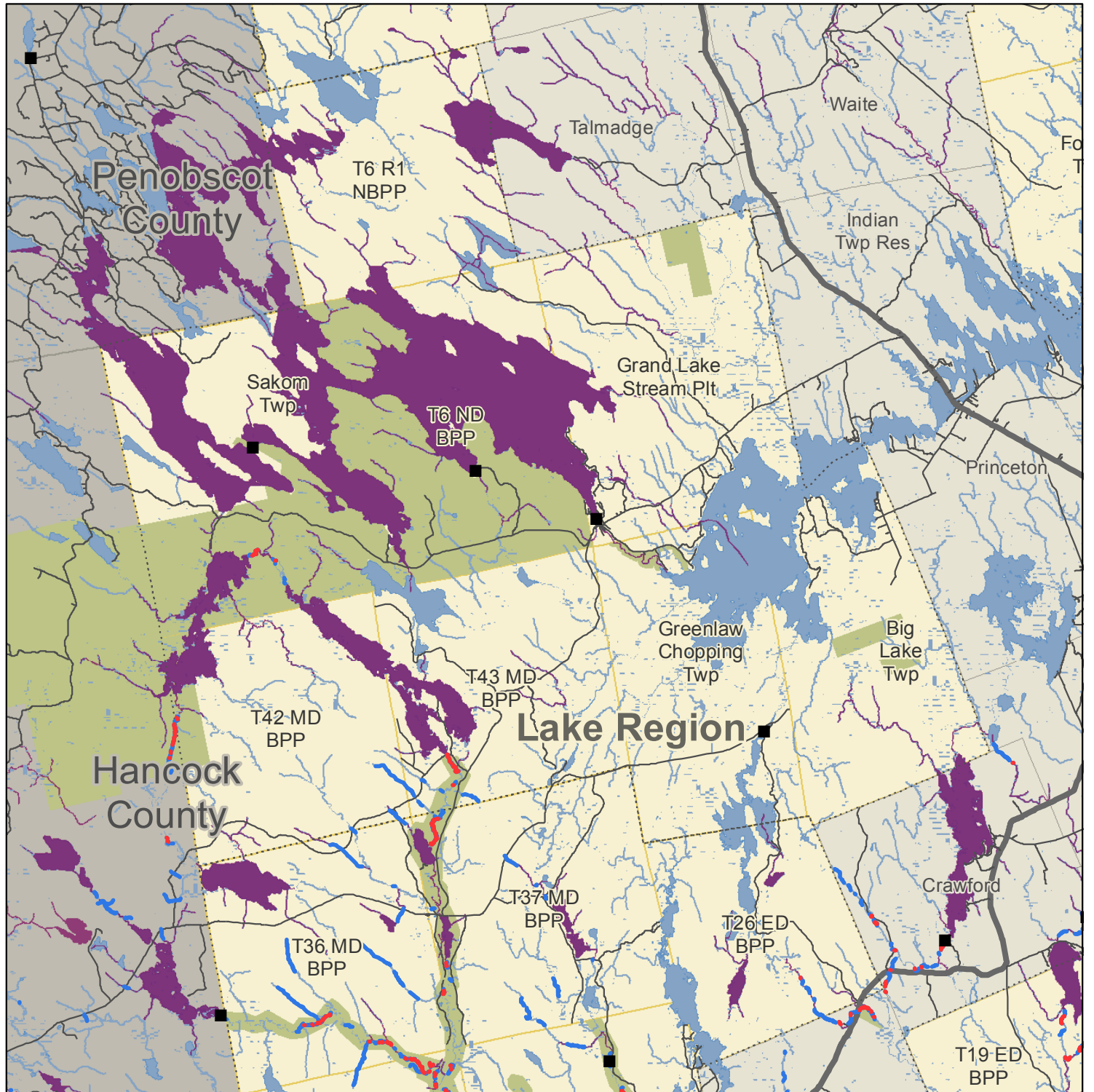
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Washington County Unorganized Territories - Lake Region Fisheries

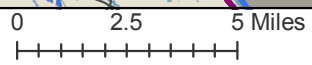
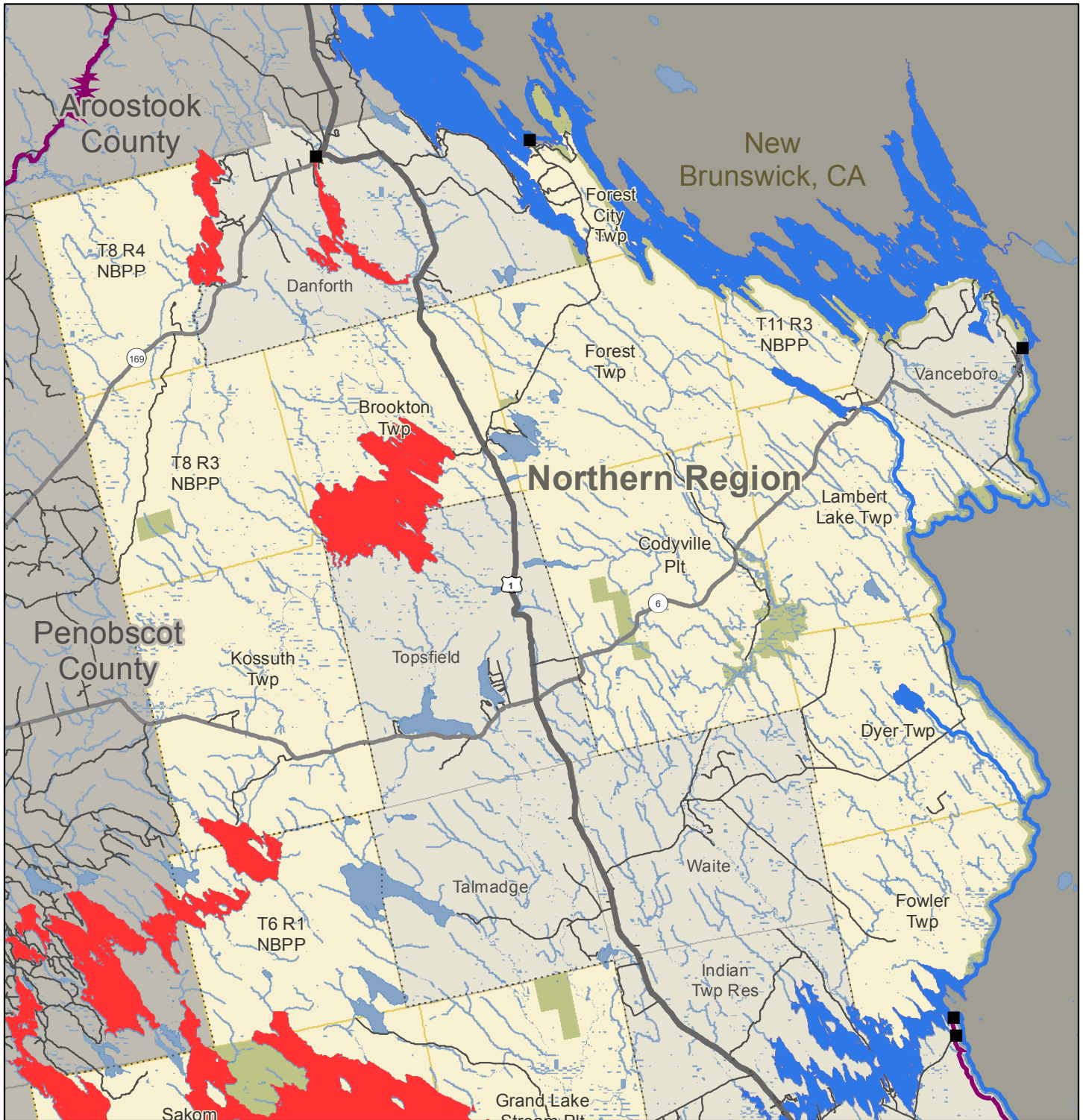
Atlantic Salmon and Eastern Brook Trout



UMM GIS Service Lab & Center
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| Atlantic Salmon Spawning | State-owned Roads | Unorganized Territories |
| Atlantic Salmon Rearing | Route 1 & Route 9 | Maine Counties |
| Eastern Brook Trout Habitat | Wetland | New Brunswick, CA |
| Impoundments | Conserved Land | Organized Towns |
| Local Roads | | |

Washington County Unorganized Territories - Northern Region Fisheries Blue Back Herring and Alewife habitat

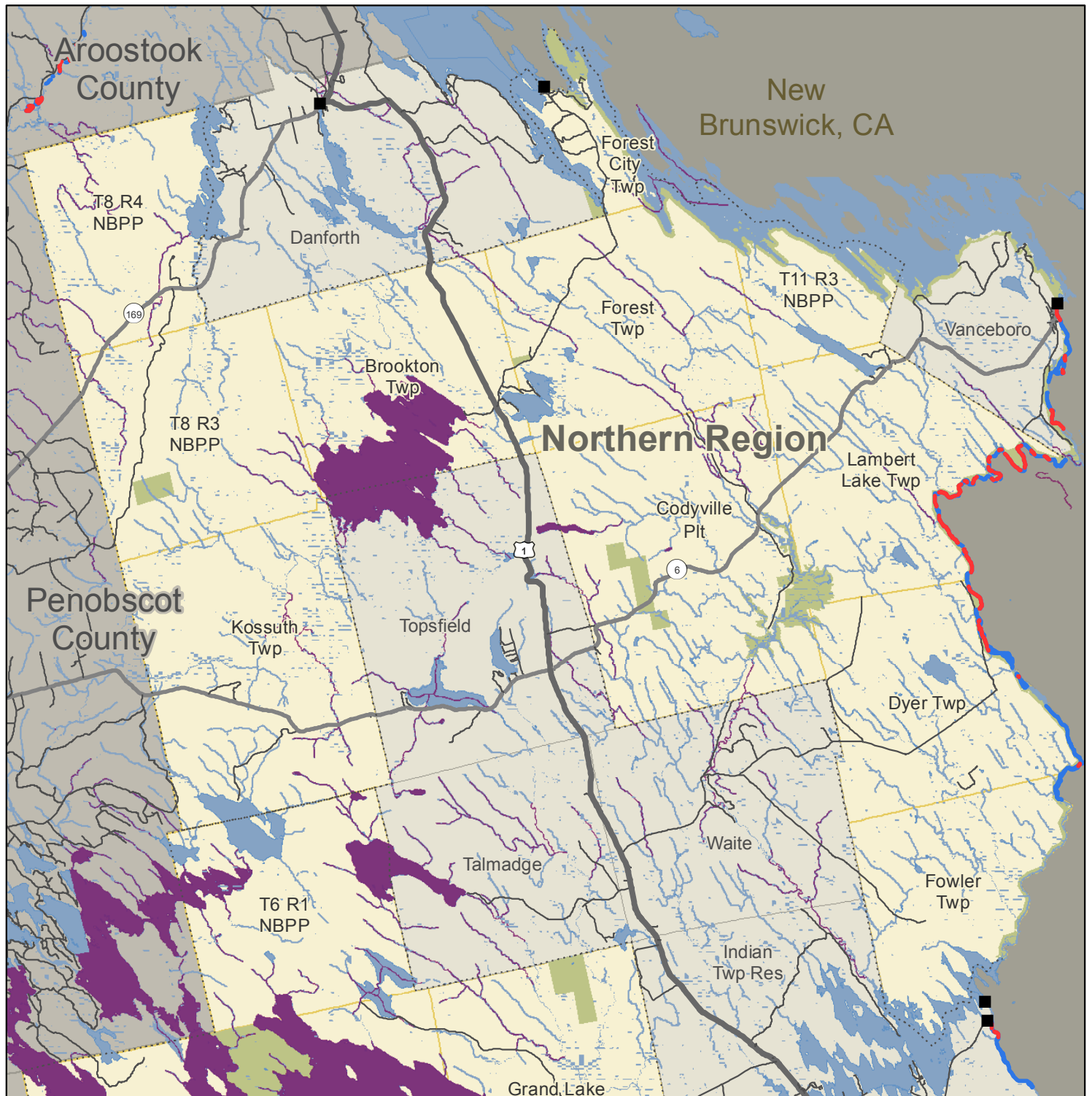


Washington County Council of Governments
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|----------------------------|-------------------|-------------------------|
| Impoundments | Local Roads | Organized Towns |
| Documented Alewife Habitat | State-owned Roads | Unorganized Territories |
| Potential Alewife Habitat | Route 1 & Route 9 | Maine Counties |
| Blue Back Herring Habitat | Wetland | New Brunswick, CA |
| Blue Back Herring Habitat | Conserved Land | |

Washington County Unorganized Territories - Northern Region Fisheries Atlantic Salmon and Eastern Brook Trout Habitat



0 2.5 5 Miles



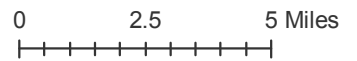
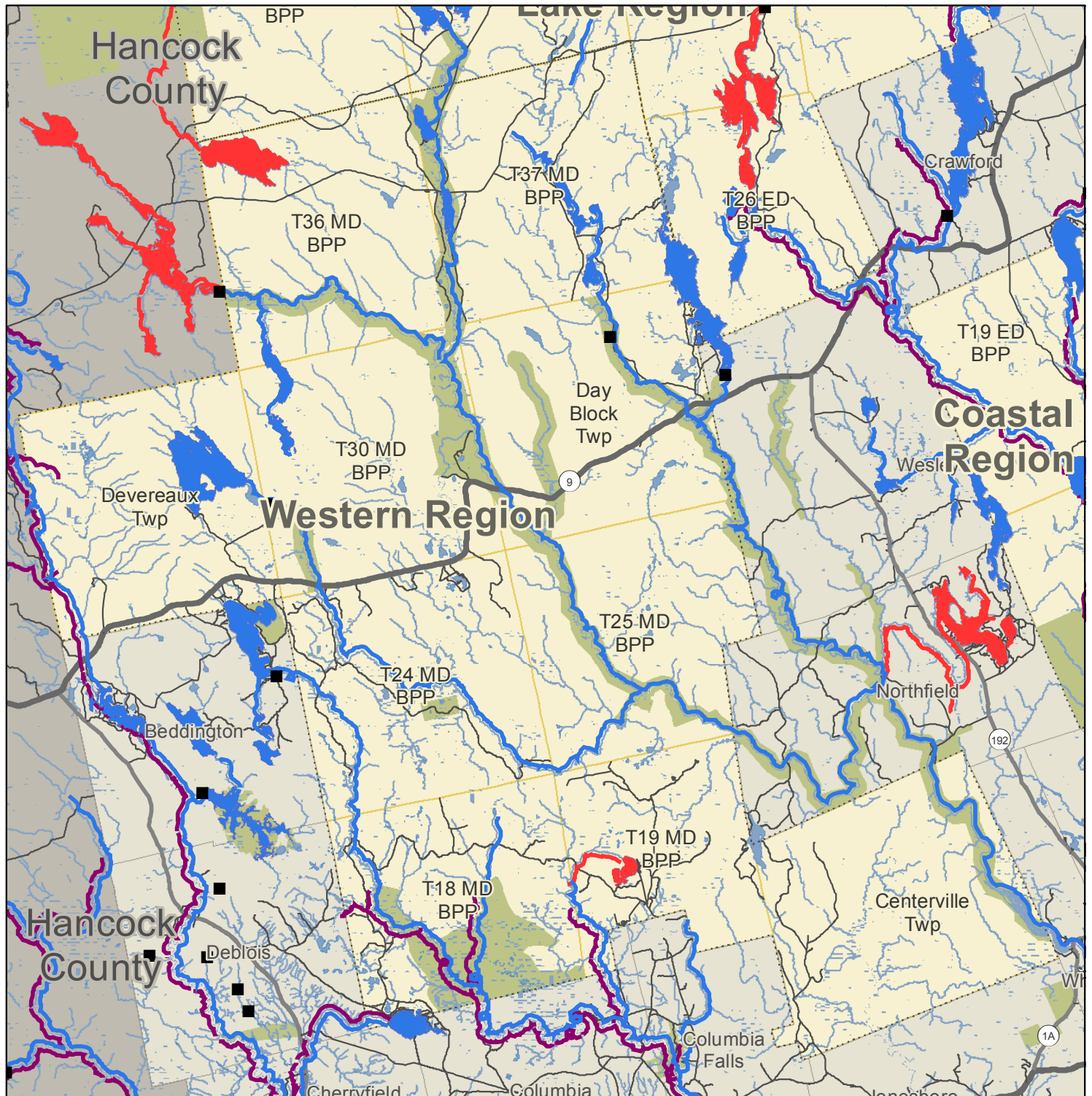
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Washington County Unorganized Territories - Western Region Fisheries

Blue Back Herring and Alewife Habitat



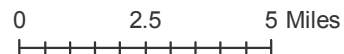
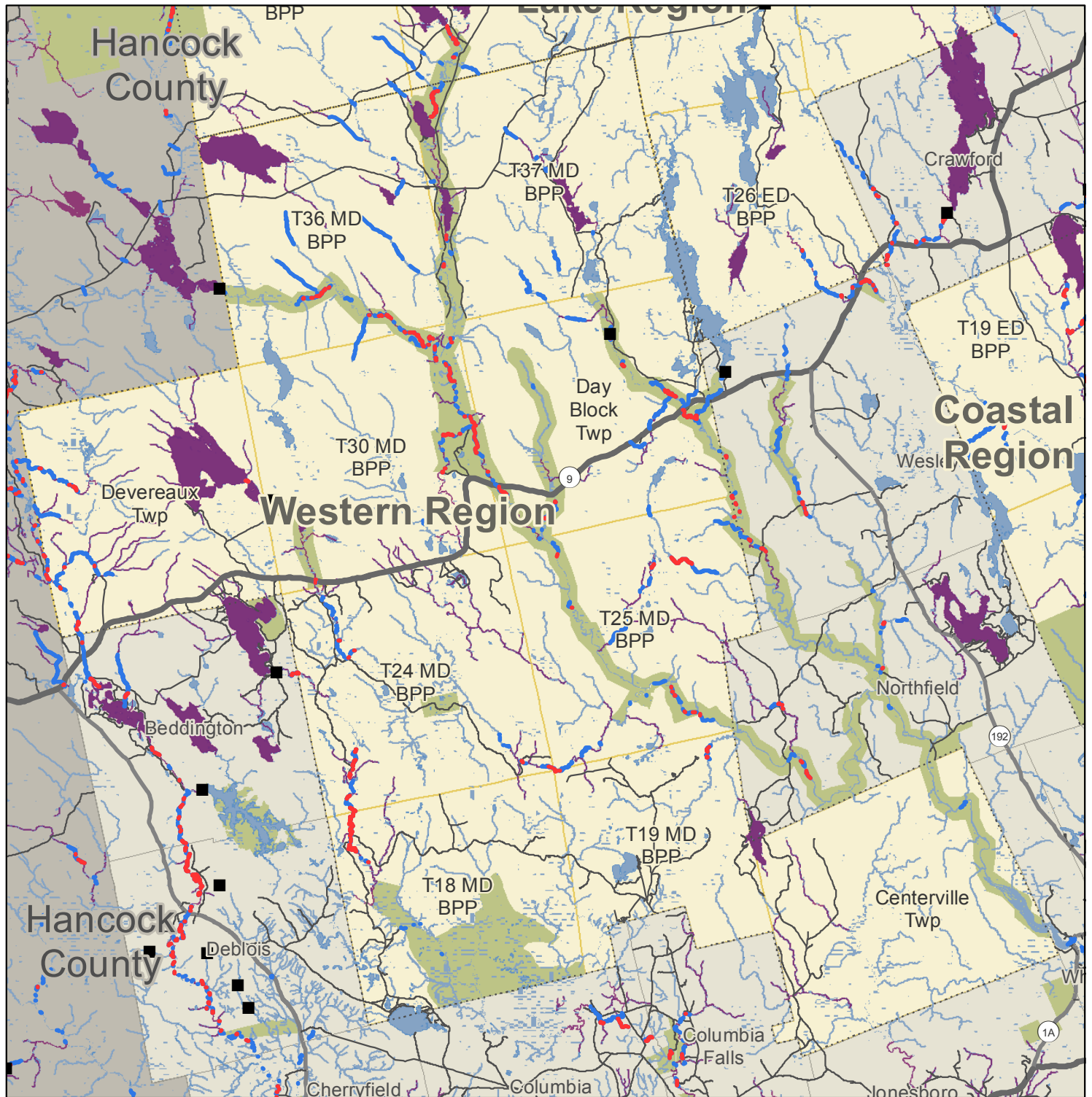
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Washington County Unorganized Territories - Western Region Fisheries

Atlantic Salmon and Eastern Brook Trout Habitat



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Appendix 5 – Non-Residential Permit Detail

The following tables are excerpted from the Land Use Planning Commission (LUPC) Permit data records exported on March 21, 2016. They are organized alphabetically by UT and Plantation and contain the Permit Type, a description of what the permit allowed, and the date the permit was issued. The data covers the period 1995-2015

Baring Plantation

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Six unit apartment building and associated maintenance structure.	12-Oct-05
DP	Install mobile home as a dwelling; motel no longer proposed for reconstruction.	07-Oct-97
DP	50 ft. by 100 ft. commercial building with 10 ft. by 100 ft. attached covered front porch on a slab foundation, remove pavement.	30-Jun-15
DP	Replace one trailer in trailer park.	27-Mar-14
DP	Change of use of 50 ft. by 60 ft. airplane hanger to repair garage, sign and parking area.	19-Feb-10
DP	Development of beauty salon.	29-Oct-07
DP	Solid Waste Disposal - stump dump	13-Jun-07
DP	Multi-family housing	20-Jul-06
DP	replace permanet home and new garage	12-Jul-05
DP	Government Facility - Border Patrol Station	23-Apr-04
DP	Commercial or industrial facility - 0 to 2500 sq ft gross floor area	06-Nov-03
DP	Loading dock	14-Jul-98
DP	Transfer ownership; enclose porches, patio on restaurant	30-Apr-98
DP	Commercial storage warehouse	14-May-96
DP	Office trailer to sell x-mas trees	08-Dec-95
DP	Home occupation: realtor's office	31-Mar-95
RP	Road project (Level C)	29-Sep-03
SLC	Wood Pellet Production Facility.	09-Jul-14
ZP	Rezone from M-GN to D-CI (22.6 acres) for a wood pellet manufacturing facility.	09-Jul-14
ZP	Rezone from D-RS to D-GN (2.9 acres) for subsequent operation of a commercial beauty salon.	10-Oct-07
ZP	Rezone from D-RS and from M-GN to D-GN for 6 unit multi-family dwelling facility with attached garages.	07-Sep-05
ZP	Rezone from M-GN to D-CI (37.82 acres) for Commercial/Industrial Park.	08-Oct-03

Berry

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	190 ft. Utility facility.	11-Mar-15
DP	Expansion of bathroom dimensions.	26-Sep-13
DP	Change of use. place of worship and subsurface waste water disposal system.	13-Aug-12
DP	Greenhouse as home occupation	28-Jul-98
DP	Gun shop as home occupation garage	28-May-98

Brookton

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
BCP	Reposition existing bridge abutment	29-Sep-96
DP	Reconstruct home/convenience store, two garages, office	21-May-99
DP	Church addition	26-Apr-96

Cathance

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Dry hydrant at boat launch facility.	10-Apr-15
DP	Change in ownership, reconstruct equipment shed	09-May-01
SP	Residential subdivision and associated roads, utilities (21 shorefront lots, 10 back lots, 4 common lots, and 9 open space lots).	27-Oct-06
ULP	Installation of 24, 200 foot long utility line.	22-May-07
ZP	Rezone from M-GN to D-CI (120 acres) for a construction and demolition debris landfill.	01-Aug-07
ZP	Rezone from M-GN and from P-GP to D-RS for residential subdivision.	12-Jul-06

Centerville

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Application of Fertilizer	12-Jun-06
RP	500 linear feet of land management road in a D-GN.	16-Nov-15
SA	Log salvage operation.	22-Oct-15

Codyville

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Meteorological tower - CODYVILLE PLANTATION, WASHINGTON COUNTY	03-Apr-09

Day Block

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Temporary bituminous concrete plant and crusher	01-Jun-04
DP	ATF expansion of five gravel pits, each over 5 acres.	02-Nov-98
DP	Temporary asphalt plant and accessory structures	26-Oct-98
DP	Stump dump	24-Apr-95

Devereaux

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
BCP	Snowmobile/ATV Bridge	11-Jun-02
DP	Four (4) temporary meteorological testing equipment towers; one (1) temporary self-contained mobile wind laboratory. All towers are on 01-1; Permit expires in seven years - May 19, 2017.	19-May-10
DP	temporary office trailer, storage trailer, portable toilet	06-May-04
DP	Waste dump time extension	07-Jun-00
DP	Stump dump	30-Oct-98
DP	Stump dump	30-Oct-98
DP	Temporary office trailer, storage trailer & portable toilet	15-Oct-98
DP	Stump Dump	13-Jan-97
DP	Solid waste disposal facility	19-Dec-96
DP	Stump dump	19-Dec-96
RP	Time extension	17-Aug-99
RP	Modify Condition #2 of Amendment A	11-Jun-99
RP	Modify Condition #8 - culvert replacement	08-Dec-98
RP	Reconstruction of Route 9	12-Jun-98
RP	Modify fill extensions	31-Dec-96
RP	Extend permit expiration date	30-Sep-96
RP	Reconstruct portion of Route 9	14-May-96
ULP	Utility Facility - 190' Tower, equipment building, standby generator, propane tank, driveway.	22-Aug-08
ULP	Security fence	13-Aug-99
ULP	Microwave radio tower	17-May-99

Dyer

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
SA	St. Croix River - fill and grade, shoreland alteration.	23-Sep-10

Edmunds

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Garage with half bath, attached shed, combined system	08-Jun-00
DP	40 ft. by 60 ft. chicken processing facility.	23-Jun-14
DP	Relocate/reconstruct 24 ft. by 30 ft. classroom and marine animal seawater holding tank with appurtenances.	21-Aug-13
DP	Handicap accessible playground, expansion of existing parking area (Fill and grade in a P-UA)	12-May-11
DP	Cement pad and associated solar array.	06-Apr-11
DP	Proposed 100 ft. wind turbine and tower, associated electrical building.	10-Aug-09
DP	Construction of handicap accessible campsite	24-Apr-09
DP	water withdrawal for irrigation	24-Mar-04
DP	Extend permit expiration date	21-Mar-03
DP	Water withdrawals for Irrigation	02-Apr-02
DP	Water withdrawals for irrigation	18-Jun-01
DP	Parking lot expansion, ADA compliance work	16-Feb-01
DP	Addition to manager's residence of campground	02-Aug-99
DP	Sewage disposal system to serve existing shop for the campground.	23-Nov-98
DP	School addition, parking areas & athletic facilities	17-Mar-98
WL	Replacement and addition of piles.	19-Feb-08
WL	Revised setbacks for ADA compliance	15-Mar-96
WL	Boat launch and ramp	24-Aug-95

Forest City

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Construct Center Building with porches, driveway & parking	13-Sep-07
DP	replace workshop and addition to lodge	05-Oct-05
DP	Accessory structure-non-residential, extend permit expiration date to construct porch	19-Nov-02
DP	Porch, cabin addition, frost wall foundation	23-Oct-98
DP	Convert dwelling to dwelling and sporting camp	07-Jul-98
ULP	Utility Line	27-Oct-03

Forest

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Two sporting camps, porch, combined system	27-Apr-00
DP	Sporting camp (14 by 18), deck (8 by 18), and deck (8 by 24).	09-Jul-08
DP	construct 22 by 24 sporting camp, 16 by 16 shed, and 16 by 30 addition to existing 32 by 42 camp	02-Nov-07
DP	Commercial sporting camp conversion	19-Sep-96
ULP	3,725 foot electric line by special exception.	29-Sep-95

Grand Lake Stream

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
BCP	DOT Bridge Construction Permit/Grand Lake Stream-Milford Road Crossing	24-Jun-09
BCP	Time extension	10-Apr-97
BCP	Bridge	05-Sep-96
DP	Residential Dwelling-owner's quarters w/ accessory structure-non-residential, subsurface waste water disposal system	20-Aug-02
DP	26 ft. by 30 ft. by 30 ft. residential garage.	08-May-14
DP	Utility tower (190 feet tall).	30-Mar-10
DP	Grand Lake Stream State Fish Hatchery Project	12-Nov-09
DP	construct 24 x 36 accessory structure for canoe display and 20 x 16 prefab garage for equipment storage	28-Jun-07
DP	construct 5 remote campsites	14-Sep-06
DP	Recreational facility; ATF conversion of dwelling to a museum.	25-Jul-06
DP	Convert farmhouse to museum	08-Mar-02
DP	Staging area	21-Mar-97
DP	Transfer ownership & time extension	20-Dec-96
HP	repair hydropower storage dam	08-Jul-04
RP	Extension of Pappy's Way and discontinue of existing access route from south.	15-Jul-08
RP	Relocate 1,000 feet of existing camp road	29-Oct-96
SP	Two additional lots	03-Jun-97
ULP	3,480 foot electric line	08-Jun-95
ZP	Rezone from P-GP to D-RS (2.2 acres) for after-the-fact subdivision approval.	18-Dec-96

Greenlaw Chopping

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Parking cul-de-sac w/ parking turnouts	10-Jul-01
DP	Recreation center/lounge building (36'x48') for commercial sporting camp.	04-May-95
SP	Residential subdivision (23 acre lot into 6 lots and one retained parcel). "Big Lake Shores"	16-Mar-06
ULP	Utility line to serve small subdivision	13-Apr-05
ULP	Amend hydrostatic test plan	04-Aug-99

Kossuth

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
DP	Maple syrup processing building, decks, and driveway spur.	04-Jan-11
DP	9.6 acre sand/gravel pit, 4.6 acres ledge extraction pit, transfer of	11-Mar-08
DP	Gravel pit, ledge pit	22-May-01

Lambert Lake

PERMIT_TYPE	SUMMARY_ACTIVITY	STATUSDATE
BLN	Notification of Intent to Construct Boat Launch.	15-Jan-08
DP	2 Remote campsites on St. Croix International Waterway, St.; Croix River Corridor, Lambert Lake Twp. and Fowler Twp.	01-Jun-09
DP	Upgrade 8 remote campsites	17-Sep-96
SA	Expansion of hand-carry launch parking area.	27-Oct-11