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COMPREHENSIVE PLAN

TOWN OF SHAPLEIGH

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Adopted
March 19, 2005

(Last Updated 2/25/05)

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Shapleigh Comprehensive Plan

CHAPTER I – INTRODUCTION

A. Key Points

- A Comprehensive Plan provides:
 - A guide or “road map” for addressing Town issues
 - A legal basis for creating and revising the Town’s land use regulations and ordinances
 - A foundation for capital improvement and fiscal decision-making
- Public surveys indicated interest in:
 - Creating designated growth areas
 - Preserving existing historic aspects, open land, and scenic views

B. Purpose

The 2005 Shapleigh Comprehensive Plan is a guide for addressing existing and future issues facing the Town. The plan is based on the concerns and desires of the Town’s citizens and an analysis of available information on community resources, facilities, land uses, growth trends and economic base. Data was obtained from the 2000 U.S. Census, Southern Maine Regional Planning Net Sites and local Maine newspaper Internet sites. Interviews were also conducted with the Town Road Commissioners, Town Hall personnel, Shapleigh Selectmen, Code Enforcement Officer, Tax Department, Conservation Committee, Fire Chief, Librarian and the Library Board of Trustees.

In the 2002 and 2003 Comprehensive Plan surveys townspeople indicated interest in retaining the rural look and atmosphere of the Town while creating designated growth areas that have different growth rates. These areas would make it possible to establish businesses and support a larger population density by allowing the building of homes on smaller lots. Respondents also favored the preservation of the Town’s historic aspects, open land, and scenic views. This plan addresses those interests.

The Town of Shapleigh has undergone tremendous changes over the past ten years since the last plan was written. Shapleigh has not yet faced the rapid expansion that is now happening along the Route 95 corridor.

Several sets of circumstances have protected Shapleigh from rapid, sudden, unplanned growth. The first and most important is the town's growth permit process, limiting growth to the number of houses that can be built according to the growth formula provided by Southern Maine Regional Planning Commission. The second is Shapleigh’s geographic location related to metropolitan areas. The goal of this plan is to slow growth to a manageable level and to preserve the rural character of our community. The major limiting factor to growth is the lack of infrastructure to sustain significant growth without expanding the services available in the town.

C. THE PLAN

1. The plan perhaps can best be viewed as a “road map” for the town’s future. Without a 10-year comprehensive plan, the future of the town is left largely to market forces and reactive decisions, as opposed to a coherent long-range plan.

The plan is part of a larger process intended to involve the public in planning for the community’s future. This plan is required by the State of Maine; refer to 2002 Maine Planning and Use Laws, MRSA 30-A. 4314, 4325, 4326, 4327, 4349-A, 4352, 4360.

The plan is only a guide for making decisions. The plan is a living document and can be revised to reflect changes in the public's attitudes toward town issues. Recommended actions requiring changes to ordinances or spending of public funds require approval at Town Meetings.

The plan focuses on a ten-year planning period (2005-2015). Emerging issues and needs beyond that period are identified. It is recommended that the plan be evaluated in five years (2010) and updated in 2015.

A comprehensive plan, while functioning as a road map, provides a legal basis for the town's land use regulations, ordinances, and revisions to these ordinances. A plan also lays the foundation for capital improvement planning and fiscal decision-making.

2. M.R.S.A. 30A, Section 4314 and 4360 (The State's Growth Management Law) is forcing all towns in Maine to create and approve a Comprehensive Plan.

M.R.S.A. 30A, Section 4314 is a so-called "incentive" which states that towns need to adopt a comprehensive plan consistent with the procedures, goals and guidelines that have been established in the law or they cannot have a Growth Ordinance. The most important language addresses growth caps, rate of growth, zoning and impact fee ordinances. Any portion of a municipality's or multi-municipal region's rate of growth, zoning or impact fee schedule must be consistent with a comprehensive plan adopted under this subchapter. The portion of a rate of growth, zoning or impact fee ordinance that is not consistent with a comprehensive plan is not in effect unless:

- The ordinance or portion is exempted.
- The municipality is under contract with the office to prepare a comprehensive plan or implementation schedule, in which case the ordinance or portion of the ordinance remains valid or up to 4 years after receipt of the first installment of its planning assistance grant, or up to 2 years after receipt of the first installment of its first implementation grant.
- The ordinance or portion of the ordinance conflicts with a newly adopted comprehensive plan; the ordinance or the portion of the ordinance can remain in effect for up to 24 months following adoption of the comprehensive plan.

M.R.S.A. 30A Section 4360 Rate of Growth Ordinances states that:

- A municipality that enacts a growth ordinance shall review the ordinance at least every 3 years to determine whether the rate of growth ordinance is still necessary and how the rate of growth ordinance may be adjusted to meet current conditions. [2001, C, 591, 1 (New)]
- A municipality may enact rate of growth ordinances that set different limits on the number of buildings or development permits in designated rural areas and designated growth areas. (Enacted May 2003)

Note: In 1979 the voters in Shapleigh approved a Comprehensive Plan but it was not approved by the state.

3. Regional Planning Context

The State of Maine has adopted a five-pronged approach to planning land use activities throughout the state to:

- Keep rural places healthy
- Revive service centers

- Target markets for traditional housing
- Relieve fast-growing suburbs
- Conduct comprehensive planning

Shapleigh's comprehensive plan clearly supports the state's goals.

CHAPTER II – PLANNING PROCESS

A. Key Points

- The state guidelines recommend that each town conduct a preliminary assessment to obtain a sense of community values and goals, community assets and liabilities, and planning issues of most concern to the community.
- The 2002 - 2003 public opinion survey results rated the following items as priorities for Shapleigh residents:
 - Keep rural character and preserve open space
 - Encourage cluster housing to better utilize land
 - Develop housing for the elderly
 - Create rural zones outside of the 4 villages with larger lot size requirements
 - Encourage commercial development such as light industry, retail, service industry, office space, and home-based businesses
 - Allow campgrounds
 - Protect wetlands, wildlife, and open space
 - Use tax dollars to improve ground water, maintain water quality, and improve roads

B. Overview

The state guidelines recommend that each town conduct a preliminary assessment to provide a mechanism to involve citizens and poll them on issues facing the town. It serves as a framework for the planning process; identifying data needs and sources, gauging public opinion, setting local priorities, and raising awareness of state and regional goals.

Shapleigh's preliminary assessment was composed of two parts. First, a Comprehensive Plan Committee was formed to review the previous plan, conduct extensive research and to update data relating to all components of the plan. Second, a public opinion survey was conducted to assess the attitudes and opinions of the town's citizens.

In 2001, the Shapleigh Board of Selectmen appointed a volunteer Comprehensive Plan Committee to develop the Comprehensive Plan. Several meetings were held but the real work of the committee did not begin until April of 2002. The committee, comprised of representatives from local boards, neighborhoods, and businesses, has been responsible for overseeing the development of the plan. The committee has gathered information about the community and its resources, developed goals and policies for guiding the town's future, and forwarded recommendations for implementing these policies to the members of the community for approval. The committee also conducted a public opinion survey and held public hearings, as the plan was developed, to obtain citizen input. The 1990 plan and a draft of the proposed plan were available on the community library computer during the document creation process.

C. Committee Discussions

The committee has talked to Shapleigh's elected officials and Town Hall employees, met with Committee Chairmen or representatives, held 3 public meetings, and solicited comments by means of two surveys.

Based on these discussions and the input from the town residents, the Comprehensive Plan Committee was dedicated to writing a plan which would strike a balance, maintain the rural character of the town, preserve historic places, maintain open areas and forested land, and allow controlled growth in the community.

D. Public Hearings

Scheduled public hearings were held on the draft Comprehensive Plan on several occasions in an effort to obtain additional input. Complimentary suppers, prepared by members of the Comprehensive Plan Committee, proved to be an effective tool in drawing out townspeople to review and comment on the draft. Two of these particular hearings were held in the Holdsworth Room of the First Baptist Church. Moderated by one of the committee members, the attendees discussed various aspects of the proposed plan, and the general consensus was a positive acceptance of the plan.

E. 2002 Comprehensive Plan Survey

As part of the planning process the committee distributed surveys at the Town Hall, Solid Waste Facility, Post Office, Shapleigh Corner Store, and Boonies.

1. Survey Process

In December 2002 the Comprehensive Plan Committee distributed a survey to gather public opinion about what should be included in Shapleigh's Comprehensive Plan. That survey was brief and had limited distribution; therefore, in February of 2003 a second more detailed survey was mailed to all registered Shapleigh voters.

The survey asked the public to express opinions about:

- What they most liked about Shapleigh
- Development issues
- Residential development
- Commercial development
- Preservation of the Town's character
- Use of tax dollars
- Problems facing Shapleigh

Results of the public opinion survey were used throughout subsequent work of the Comprehensive Plan Committee as a basis for discussion, research, and plan construction.

2. Results of Survey

The results of the second survey were more numerous and more complete. A complete copy of the survey with total numbers appears in Appendix A.

CHAPTER III – SUMMARY OF THE INVENTORY AND ANALYSIS

A. Key Points

- Each decade since 1970 has recorded escalation in Shapleigh's year-round population
- Continued growth could lead to an increase of over 40% of the current population total of 2,326 by the year 2010

- Of the 1,813 housing structures in town in the year 2002 there were 983 year round homes – 919 were seasonal, recreation, or occasional-use structures
- The majority of the people in Shapleigh are under the age of 44
- According to the town tax records there were 919 seasonal, recreational, or occasional-use structures in the Town of Shapleigh. There were 1,813 housing structures in the town in the year 2002 which means there were 983 year-round homes
- There are 25,600 acres in Shapleigh, 17,075 are buildable
- There are 289 lots less than 2 acres that could be developed in VILLAGE GROWTH AREAS
- 230 lots that could be developed with more than 2 acres but less than 5 acres in TRANSITIONAL GROWTH AREAS
- There are 315 lots available for development that are greater than 5 acres in RURAL GROWTH AREAS
- The Town of Shapleigh holds title to over 900 acres of land
- Current zoning standards of 2 acre lots could accommodate the development of 8,887 homes
- This growth, along with continued seasonal conversions, could lead to a total population of over 24,000
- Between 1990 and 2001 most new construction consisted of single-family homes with small numbers of multi family units and mobile homes
- Camp conversions have the same potential impact as new homes
- Shapleigh has very little commercial development
- Only a relatively small percentage of Shapleigh's tax receipts is derived from commercial properties
- In 2001 the Town of Shapleigh collected a total of \$84,603.67 in taxes from local businesses
- Seasonal property owners paid \$1,292,498 dollars in taxes in 2001
- Location of most new development and new residential homes has been on existing improved roads
- Agriculture has been declining in Shapleigh
- The amount of forested land is diminishing annually
- In 2000 approximately 20 square miles of forest remained
- Many of the forces involved in the continuing loss of land available for agriculture, forestry and open space are beyond the town's control
- The fire station is centrally located
- Public satisfaction with Fire and Rescue is high
- The median household income in Shapleigh is higher than that of the State while the median retirement income for Shapleigh is lower than that of the State
- The mean travel time to work from Shapleigh was 34.9 minutes

Following is a summary of the major findings of the inventory and analysis section (Section 2), as well as additional observations on the planning implications of these findings.

B. Economic Overview

A trend that Shapleigh has experienced, along with the rest of the nation, is the shrinking of the size of the American household. The average household for Shapleigh is now 2.9 persons.

The changing nature of households in Maine also may play a role in the trend. Although the state's population grew by only 3.8 percent, the number of households increased by 18 percent.

This trend and others unique to Shapleigh will combine to form the housing demand of the future. The types of housing may change to meet the population demands. There may be a growing need for more single-family housing, subdivisions and cluster housing.

1. Population and Demographics - Summary of Inventory and Analysis

- a. Shapleigh's 2000 census population was 2,326. Continuing growth will result in a demand for more services and capital improvements, while bringing other planning issues to the forefront.
- b. During the 1970-90 period, Shapleigh's population grew faster than at any time since the mid-19th century. Shapleigh's historical population pattern is similar to that of other towns in the immediate region. In 2002 the year-round population of Shapleigh was 2,851 and the summer population was 2,665 for a total population of 5,516. This represents a seasonal increase of 93.48%.
- c. Shapleigh's population growth from the 1990 to 2000 period was below average for the planning region consisting of Acton, Newfield, Waterboro, Alfred and Sanford. From 1990 to 2000 Shapleigh's population increased by 22%, which was still, lower than that of surrounding towns.

Table # 1 Year Round Population Growth Trends in York County

Municipality	Census 2000	Census 1990	Numeric Change 1990-2000	Percent Change 1990-2000	% of Growth of County
Acton	2,145	1,727	418	24.2	1.89
Alfred	2,497	2,238	259	11.6	1.17
Cornish	1,269	1,178	91	7.7	0.41
Dayton	1,805	1,197	608	50.8	2.74
Limerick	2,240	1,688	552	32.7	2.49
Newfield	1,328	1,042	286	27.4	1.29
Shapleigh	2,236	1,911	415	21.7	1.87
York County	186,742	164,587	22,155	13.5	100
State of Maine	1,274,923	1,227,928	46,995	3.8	N/A

- d. Future population growth will be dependent on the state of the regional and national economy.
- e. The majority of Shapleigh residents are under the age of 44. The fastest growing age group, those over 65, could potentially double within the next ten years
- f. Although population density has increased markedly during the last 20 years, Shapleigh still has room for growth. In 1970 population density was 14 people per square mile; 1980 34 people, and in 1990 48 people.
- g. Shapleigh's seasonal population is significant. According to the town tax records the number of seasonal, recreational, or occasional-use structures was approximately the same as the number of year around homes. In the year 2002 the seasonal population was 2,665 and the year-round population was 2,851. The total population in the summer months was 5,516.
- h. From 1970 to 1980 the average household size in Shapleigh decreased. The average household size was 2.54 and the average family size was 2.90. Shapleigh's average family size is slightly higher than that of the State of Maine, which is 2.39. (Census 2000)

- i. Shapleigh's 2000 household size was 2.90, slightly larger than that of the York County average of 2.47 in the immediate planning region.
- j. Under a "build out scenario" based on current zoning standards; Shapleigh could accommodate the development of 8,887 homes on 2-acre lots. This growth, along with continued seasonal conversions, could lead to a total population of over 24,000. At Shapleigh's current growth rate, this build-out could occur as soon as 54 years. This scenario was based on the fact that 1/3 of Shapleigh is unsuitable for building. There are 25,600 acres in Shapleigh, of which 17,075 acres are buildable. (*Note: The number of dwellings would be significantly reduced if lot sizes were larger.*)
- k. The primary cause of the significant population growth in Shapleigh and the region over the past 20 years is the arrival of new residents attracted to its rural atmosphere and proximity to jobs. The recent growth profiled is typical of communities beginning to feel the pressure of suburbanization.
- l. The decrease in household size and increase in number of households experienced by Shapleigh and its neighbors means that housing needs will increase even if population stays the same. Shapleigh's small household size and high median age are evidence of a large number of retirees in the town.
- m. New issues such as adult recreation and elderly housing will arise.

2. Employment Trends and Projections

In the year 2000, Shapleigh had 1,827 people over the age of 16 and of that amount 1,305 were employed. At that time Shapleigh's unemployment rate was 3.3% versus the State's unemployment of 3.5%. The State unemployment rate in 2001 was 4%. (US Census Bureau's Maine page, Quick Facts, Maine State Facts, Census 2000).

In the year 2000 most of Shapleigh's labor force commuted to work. The mean travel time from Shapleigh was 34.9 minutes, the State's mean travel time was 22.7 and the mean travel time in the USA was 25.5 minutes, (US Census Bureau's Maine page, Quick facts, Census 2000).

3. Wages and Wage Growth

Forty-three percent of the town's population consists of those who earn more than fifty thousand dollars per year. Only 2.9 percent of the town's population has income below the poverty level, with only four percent making less than \$14,999 per year.

In the state of Maine 10% of the population earns less than \$14,999 per year, while approximately 43.9% of the state's population earns more than \$50,000 per year (Source: U.S. Census Bureau, Census 2000 Summary File 3)

4. Local Economy

In 1999 Shapleigh's per capita income was \$19,533 vs. the 1987 per capita income of \$10,952, a 78% increase for Shapleigh Residents. (Source: U.S. Census Bureau, Census 2000 Summary File 3) In 1999 the median household income in Shapleigh was \$42,026 compared to the State of Maine's median household income of

\$37,240. (Quick facts, Census 2000) The median means retirement income for Shapleigh was \$13,520 versus the State's median retirement income of \$15,211. (U.S. Census Bureau, Census 2000 Summary File 3,)

C. Housing

From 1990 to 2001 an estimated 236 new units were constructed in town, a 25% increase in housing stock. New construction consisted of 175 single-family houses, 8 seasonal houses, 23 mobile homes and 30 seasonal conversions. Twelve houses were lost to fire from 1990 to 2001. There were 1,608 housing units in Shapleigh in 1990 and 1,813 in 2000. (U.S. Census Bureau, Census 2000)

Analysis of 2000 Census data indicates that the condition of housing in Shapleigh is generally good.

1. Summary of Inventory and Analysis

Since 1979 Shapleigh has had a building cap. Until the 1990's Shapleigh had less building activity than the other towns in the planning region.

2. Further Analysis:

Seasonal conversions require growth permits as they increase demands for town services. Shapleigh's zoning ordinance permits multi-family housing and accessory apartments requiring double the lot size of single-family homes. Seasonal housing comprises a large portion of Shapleigh's housing stock. Conversions from seasonal to year-round dwellings could disrupt Shapleigh's, town services, way of life, and lake quality.

Shapleigh's existing housing stock consists of stick-built, single-family homes; the current zoning ordinance allows a variety of housing types. The town's minimum lot size and road frontage requirements may increase development costs, especially in subdivisions and multi-family projects. However, they do have a role in keeping the rural characteristic of Shapleigh. The areas around the four town villages will be designated as growth areas providing smaller lot sizes to promote more affordable housing and retail units.

The 1990 Comprehensive Plan projected a need for additional dwelling units. Town records indicate that these needs have been met.

Shapleigh has a high median age which, along with the increase in one and two-person households, indicates a high proportion of retirees. Over the next ten years and beyond the town will not only need to provide appropriate facilities and services for this segment of the population but also must create other opportunities such as community retirement housing. If there is a demand, some of the existing town land could be sold to developers willing to build quality retirement housing.

If Shapleigh uses the maximum limits of the growth ordinance (currently 33 per year), housing units will grow by a minimum of 330 in 10 years. Shortages in availability will inflate the value of existing lots and houses making it increasingly difficult for the average wage-earner to live in Shapleigh.

Those 330 additional units would tie up over 650 acres, approximately 1.0 square miles (3% of the total land area in Shapleigh). Since many new lots created are larger than the minimum (see Land Use Section), the actual consumption of land for development in the next decade is likely to be greater. The major portion of the new development will take place along the existing town roads, both paved and unpaved. Creative and innovative thinking and the changing of existing town ordinances would help to keep Shapleigh rural.

D. Land Use

1. Summary of Inventory and Analysis

- a. The predominant use of land in Shapleigh is residential with little commercial development. Residential and seasonal buildings account for the major portion of the tax base with local businesses paying a small percentage.
- b. During the 1980's subdivisions (3 or more lots) accounted for 24% of residential development. Fourteen subdivisions were approved totaling 75 lots on 412 acres with an average lot size of 5.5 acres. Between 1991 and 2000 an additional fourteen subdivisions were approved for a total of 49 lots and approximately 265 acres. Since 2000 the Planning Board has approved a number of subdivisions and has others under review.
- c. Location of most new development and new residential homes has been on existing improved roads and along lakeshores.
- d. Agriculture has been declining in Shapleigh. According to the 2000 census only .4% of the Shapleigh population is involved in farming or forestry activity.
- e. In 1991 an estimated 30 square miles of Shapleigh's 40 square miles of land area consisted of forested land. In 1991, only 1,400 acres were enrolled in Tree Growth under the state's tax reduction program. According to a GIS map, approximately 20 square miles of forest remains in the year 2000. The amount of forested land was slightly underestimated because the map places a five hundred foot buffer around all town roads to indicate housing sites. Some of the sites are still undeveloped.
- f. The building cap limitation allows a maximum number of new dwelling units to be constructed per year.
- g. Shapleigh's current zoning requires a 2-acre minimum lot size and 200 feet of road frontage. New zoning laws will be proposed, creating growth zones within a half-mile radius of the villages. Town land is available off Mann Road for possible development of housing for seniors, or designation as an additional growth area. The parcel size required for building in the growth areas will be 100 feet by 200 feet, provided State Plumbing Codes are met.
- h. There is a potential for the development of 833 lots outside of the designated growth areas.

Table #2 Building Lots in Town

Lot Size	Total Existing Lots	Number of Lots with Buildings	Number of Undeveloped Lots
2 Acres or Less	1672	1383	289
2 - 5 Acres	434	204	230
Over 5 Acres	629	315	314

Summary:

There are 289 lots less than 2 acres that could be developed, 230 lots that could be developed with more than 2 acres but less than 5 acres, and 314 lots larger than 5 acres. According to these numbers 833 houses could be

built in Shapleigh in a build out scenario. This number is more accurate than the number frequently used, which is derived by calculating the number of acres in Shapleigh not built on and dividing by 2 acres.

2. Summary of Land Use

New retail and service development is most likely to occur on Route 11, at Ross Corner, or in town-owned land off Mann Road.

Much of Shapleigh remains undeveloped. Landholders may subdivide their properties or sell them for residential development.

E. Local Economy

Summary of Inventory and Analysis

Between 1990 and 2000 the population of Shapleigh increased 21.7 % which was lower than surrounding small communities but high compared to Sanford's rate of 1.7%. This indicates that growth seems to be taking place in the small rural communities.

1. Most workers in Shapleigh are employed in management, sales, office jobs, production and transportation.
2. Significant numbers of Shapleigh residents are employed in retail and service positions in surrounding communities. Some commute greater distances, even out of state.
3. The percentage of manufacturing jobs continues to decline while service industries grow.
4. M.S.A.D. #57 remains the major employer in town.

Outside of resource-based industries, Shapleigh's existing commercial development continues to be negligible, falling into the category of convenience stores and marinas. The town does have a significant number of cottage industries, home occupations such as daycare and independent care, and private contractors mainly involved in residential house construction.

Some agriculture and forestry activities do exist in town; however, they continue to decline each year. In 1980, 2.5% of Shapleigh's work force was employed in farm or forest activities. According to the 2000 Census, the work force in the agricultural and forestry industry has dropped to .4%.

Further Analysis:

- Over the next decade, Shapleigh can expect the elimination of more of its farm and forestland and the addition of suburban-type services; convenience stores, gas stations, and video stores, probably in the Emery Mills area and along Route 11. The goal is to designate growth areas where the establishment of businesses would be encouraged and permitted.

F. Public Facilities and Services

1. Finances

Summary of Inventory and Analysis

- a. Shapleigh's municipal expenditures appear to be rising at approximately the same rate as the per capita income of its residents. The increase in Municipal expenditures is directly proportional to increases in population.
- b. Education is the largest expenditure in the town budget.

2. Roads/Transportation

- a. All major roads in Shapleigh are currently maintained at an acceptable level. Following the Road Commissioner's recommendations, a schedule for improvements is made and updated.
- b. Besides road improvements, the major anticipated capital improvement during the planning period is the construction of a sand and salt shed. Once the project is completed, the state may reimburse the town for most of the cost, if state funds are available for that purpose.
- c. Informal rideshare lots are located at the town office and fire station. York County Community Action provides limited public transportation for income-eligible individuals and to others for a fee.

3. Public Safety

- a. All of Shapleigh has fire protection. Mutual aid agreements with Acton, Newfield, and Sanford provide additional coverage when needed. The Ross Corner Fire Company responds automatically to calls in their geographic area.
- b. Public satisfaction with fire and rescue is high.

4. Education

- a. School Administrative District 57 enrollments and expenses grow annually.
- b. The relationship between enrollment, expenditures, state subsidies and future building expansion is a complicated one and not easily analyzed. Because the town belongs to School Administrative District # 57, the town is somewhat insulated from long-range planning and capital improvement decision-making. However, in light of the growth of enrollments from Shapleigh and other towns, it is anticipated that the District will invest in some building expansion(s) during the planning period.
- c. According to the 2003 public opinion survey, the citizens of Shapleigh are generally satisfied with the educational system.

5. Solid Waste

- a. Costs for disposal of solid waste have increased to the point where it has become necessary to implement fees for the disposal of non-household waste.
- b. Shapleigh can reduce cost by recycling more material.
- c. The Town continues to take measures to ensure that the old land fill is environmentally secure.

6. Recreation

- a. Existing facilities and programs meet most of the town's basic recreational needs. New playing fields have been added at the Shapleigh Meadows Site. Soccer continues to be the largest program for the Recreation Department.
- b. A beach is maintained on Square Pond for Shapleigh residents. There is also public access to a beach at the foot of Mousam Lake. The Department of Inland Fisheries and Wildlife has provided public boat launches on Lower Mousam and Square Pond.

7. Library

- a. The building, which houses the library, was originally Shapleigh's Town Hall. After many years of vacancy the structure was renovated to house the library.
- b. In recent years significant improvements have been made including well and septic systems, a new roof, new cedar clapboards, new windows, and a handicap access ramp. Inside, new ceilings, new lights, a children's room, and carpeting have been installed. A sign in keeping with the historic significance was built and installed.

8. Town Lands

- a. The Town of Shapleigh owns approximately 935 acres over half of which is located in the community forest. Three forest trustees manage the lands, which are self-sustaining. The trees that are harvested are sold, generating money for the upkeep and future purchases of land to expand the community forest. Contiguous land is occasionally purchased, when approved by the voters, to increase the community forest acreage.
- b. The Mann Road parcel, comprised of approximately 236 acres, is designated as a future growth area, which could be used for affordable housing.
- c. Developed parcels include the town hall, fire department and parking lot, library, tractor shed, transfer station and recreation fields. An additional 10 acres adjacent to the recreation fields may be available to the town in the future for the construction of a community building.

Further Analysis:

- Within the 20-year planning horizon, the town should examine the need for services such as local law enforcement, full-time town administration and municipal water supply in some locations.

G. Natural Resources

1. Lakes and Ponds

- a. Lake watersheds cover 75% of the town.
- b. The most sensitive ponds and lakes (in order of most sensitive) are Goose Pond, Little Poverty Pond, Granny Kent Pond, Shapleigh Pond, Pine Springs Lake, Silver Lake and Square Pond. Mousam Lake and Square Pond are on the "lakes most at risk" list. (Maine Department of Environmental Protection and Maine Association of Conservation Districts report July 31, 2002)

- c. Since 1986 Mousam Lake has had a significant decline in water quality. Dissolved oxygen levels have also declined over the past several years, and water quality standards in terms of supporting coldwater fish habitat are not being met. There are no significant algae blooms at this time, but some areas are showing signs of cultural eutrophication. Mousam is on the State of Maine's listing of lakes in non-attainment of water quality standards by virtue of a significant declining trend in water transparency over the past 15 years. Mousam and Square Pond are also on the "lakes most at risk" list. What is needed just to maintain equilibrium is to cut the total amount of phosphorus entering Mousam Lake by 26%. The continued use of a combination of residential property and roadway Best Management Practices, along with significant septic system improvements, will reduce the phosphorus load into Mousam. These practices should be utilized around all lakes and ponds. There is current watershed restoration work in the Mousam Lake region, which is a positive note. Other runoff control methods include "rip-rap" (shoreline rock placement), strategically dug ditches, and placement of other natural water diverting measures, such as planting vegetation buffer strips along exposed shoreline property. (Maine Department of Environmental Protection and Maine Association of Conservation Districts July 31, 2002 report)

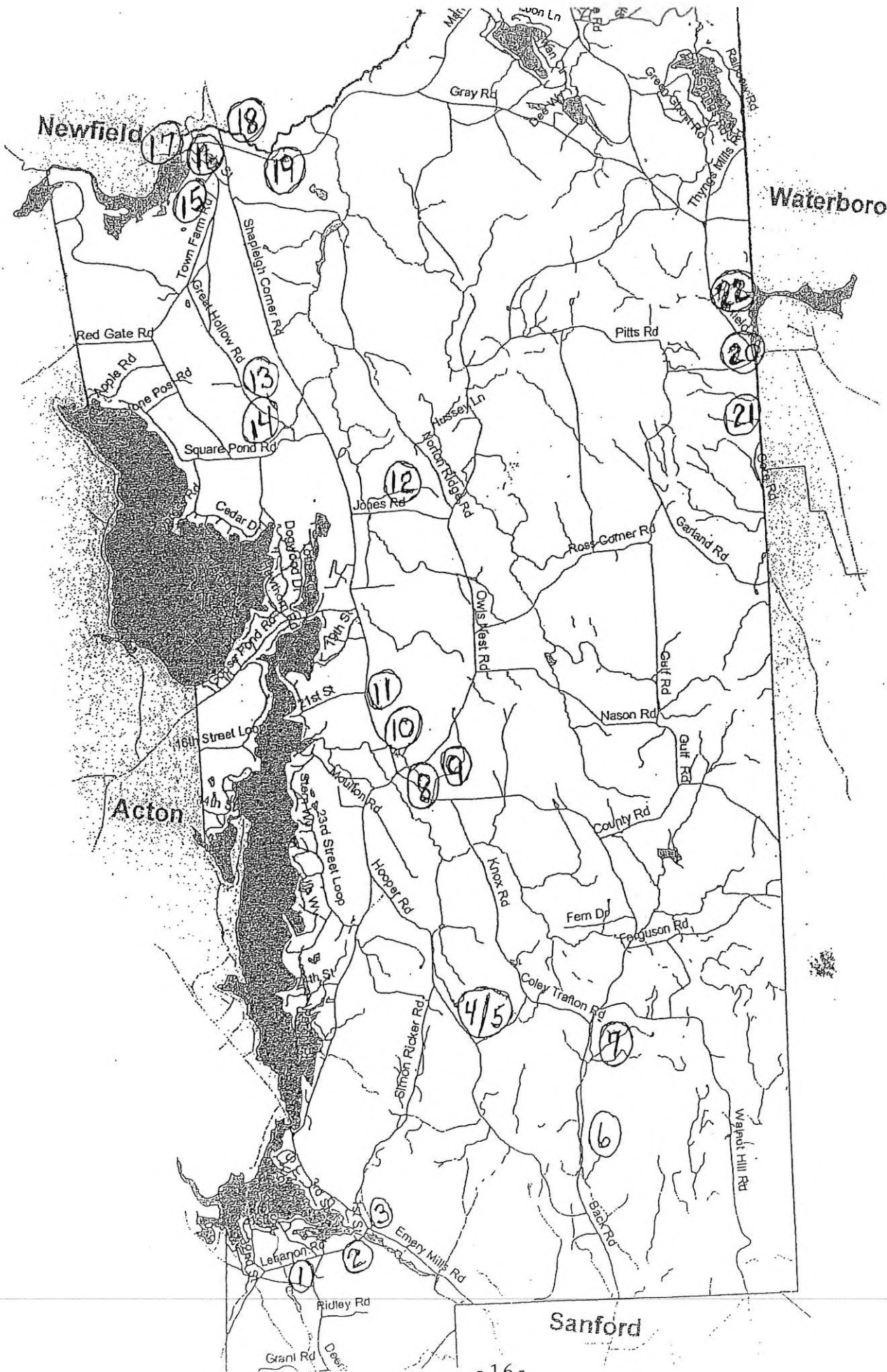
2. Soils

- a. Shapleigh soils with limited development potential are in the vicinity of Spicer Pond, Granny Kent Pond, Goose Pond, the easternmost shores of Square Pond, Pump House Brook, Pine Springs Lake, and Silver Lake
- b. Shapleigh soils that are generally suitable for development are located along upper and lower Mousam Lake, Shapleigh Pond, the Coley Trafton Road, Gulf Road, Garland Road, Route 11, and Back Road ridge-top areas.
- c. A large percentage of the Town has soil suitable for timber growing. Of particular note is a band between Ross Corner and the Village.
- d. The most suitable agriculture soils are located in the southeastern part of town.

3. Groundwater

- a. High-yield aquifers with flow rates over 50 gallons per minute are located along Goose Pond, Spicer Pond and Mousam lake. These areas are all part of a larger aquifer with flow rates between 10 and 50 gallons per minute that stretches from Mousam Lake to the Little Ossipee River. According to the maps received from the Department of Conservation, the aquifers in Shapleigh do not exceed 50 gallons per minute. The aquifers are shown in the maps 98-136 (Limerick quadrangle), 98-137 Great East Lake quadrangle), 98-138 (Mousam Lake quadrangle), and 98-40 (Sanford quadrangle). As described on these maps, the water in these aquifers is contained in the pore spaces between grains of sand and gravel. The ability of these aquifers to transmit water and the rate of groundwater recharge from precipitation is generally high in these glacial sand and gravel bodies. As a result, they are excellent water resources, frequently providing sufficient water for municipal and industrial uses as well as more typical domestic or agricultural uses. Over 99% of wells drilled essentially at random in Maine will yield enough water for a household. The median well yield for bedrock wells in Shapleigh area is about 8 GPM; half the bedrock wells drilled in Shapleigh have a yield less than 8 GPM and half have yield greater than 8 GPM. This is higher than the median for the State as a whole, which is roughly 4 GPM. (Marc Loiselle, Hydrogeologist Department of Conservation).
- b. Shapleigh's transfer station and salt storage area are both located over the large 10-50 gallons per minutes aquifer.

This is still true as shown in map 98-138 1998. (Maine Geological Survey)



The Shapleigh History Trail

- c. Probably the best location for a future water supply source is the high-yield area surrounding Goose Pond.

4. Wetlands

- a. Shapleigh has a number of wetlands over 10-acres or more and several smaller high-value wetlands. It is important to connect wetlands with large areas of open space to provide travel corridors for wild life migration. (Bill Hutchins Conservation Committee)
- b. The main regulations governing alterations to wetlands are the State Natural Resource Protection Act and Shoreland zoning (which apply to wetland 10 acres or larger). Applications are submitted to Shapleigh's Code Enforcement Officer who may then refer the applicant to the Department of Environmental Protection and possibly to the Army Corps of Engineers. The Planning Board reviews the impact on wetland of proposed subdivision.

5. Wildlife

- a. Prime wetlands for waterfowl habitat are located along Pump Box Brook, Goose Pond and the area west of Pine Springs Lake. Areas along the Simon Ricker Road have high value as wetland for nesting waterfowl. (Bill Hutchins Conservation Committee)
- b. Shapleigh has several significant deer wintering areas. They are located within the State Wildlife Management area, the area between Hussey and Abbott Mountains, smaller areas east of Silver Lake and west of Fort Ridge, the south slope of Fort Ridge and the backside of the Ham Wetlands.
- c. Square Pond and Mousam Lake are high value fishing areas. (Wildlife Management)

6. Cultural and Historic Resources

Historic Resources

- | | |
|---------------------------|-----------------------------|
| 1. Hyland School | 12. Pillsbury Cemetery |
| 2. Simon Emery's Mill | 13. Haunted Road |
| 3. School at Emery's Mill | 14. Town Farm |
| 4. Town Pound | 15. School House # 10 |
| 5. Pound School | 16. Charcoal Pit |
| 6. Site of First Death | 17. Hargraves Woolen Mill |
| 7. Ross School House | 18. Twambley's Mill |
| 8. Mousam Grange Hall | 19. Leather Board Factory |
| 9. Lindsey High School | 20. Cider Mill |
| 10. Old Town Hall | 21. Lincoln School |
| 11. Shoe Shop | 22. Original Baptist Church |

Many Shapleigh properties including churches, schools, homes and farms survived the fire of '47.

Cultural Resources

- a. Acton-Shapleigh Historical Society presents speakers and programs of historical interest. The museum is open in the summer.
- b. Shapleigh Commons is the location of many community activities.
- c. Shapleigh Memorial Library offers a wide range of books and videos for public reading and viewing.

- d. Shapleigh Town Hall hosts ongoing art exhibits.
- e. Shapleigh Corner Baptist Church presents concerts and Christmas programs.
- f. North Shapleigh Baptist Church and Ross Corner Free Baptist Church hold annual anniversary and homecoming services.
- g. Christian Life Center Church has services in Emery Mills.

Working Farms include Edward Cook Farm, Elgena Cook Property, Richard Goodwin Sr., Oakhill Alpaca Ranch, Ridley Farm, Mike Roux Sr. Farm, White's Logging, and Deering Ridge Road, which comprise more than 850 acres in Shapleigh.

Note: According to the 2000 Census only .4% of the Shapleigh population is involved in farming or forestry activities.

CHAPTER IV– GOALS, POLICIES AND ACTIONS

A. Key Points

- Results of long-term Comprehensive Plan study and research lead to recommended zoning changes to:
 - maintain the rural and historic small-town character of Shapleigh while preventing sprawl
 - provide for varied lot size requirements to accommodate a wide range of housing types including affordable housing, elderly housing, and multi-unit structures
- Shapleigh must be kept viable through the protection of its:
 - historic resources
 - open spaces
 - endangered species
 - farm areas
 - forest areas
 - historic sites and resources
 - scenic vistas
- Shapleigh will support existing businesses and encourage new small commercial enterprises in designated growth areas to provide local services and job opportunities
- Roads represent Shapleigh's largest investment in the town's infrastructure – current and proposed standards and policies provide specifications for road construction, maintenance, improvement, and signage
- It is necessary to maintain the levels of public services through training and licensing
- Shapleigh participates in an Eleven Town Group to work cooperatively on issues that are regional, inter-local, or financial in nature

B. Growth and Development

Following are goals, policies and actions proposed to address identified issues and needs, and to serve as a guide for town decision-making over the next decade. The goals are broad statements of intent. The policies are more specific guides for making decisions and taking actions that are consistent with the general goals. The recommended actions are proposed means of implementing the policies of the plan with specific measures to be taken during the planning period. Actions involving revisions to ordinances, or expenditures of town funds, must be approved at town meetings.

C. Housing

HOUSING GOALS:

To promote the construction of high-quality housing in Shapleigh that is affordable to a range of income groups, and is in keeping with the rural character of the Town.

POLICIES AND RECOMMENDED ACTIONS

Policy 1

Although Shapleigh should remain a community primarily of single-family homes, other types of housing should be considered. These should include:

- Accessory apartments to existing single-family homes, including in-law apartments
- Modular homes on individual single-family lots
- Modular or prefabricated home parks, only in selected environmentally-sound locations
- Cluster housing

Action A

Continue to permit modular homes on individual lots and cluster housing in all districts except in Resource Protection zones.

Action B

Amend the zoning ordinance to permit accessory apartments and in-law apartments without additional land area if performance standards are met.

Action C

In accordance with state law, designate selected areas of town where modular and prefabricated home park development would be permitted if performance standards were met. Possible areas for future study are the residential growth areas identified in the land use plan.

Policy 2

Consider the use of town-owned property for affordable housing for the elderly.

Action A

Work with the private sector or a non-profit group to pursue development of elderly housing on town-owned property; specifically, the town-owned plot off Mann Road.

Policy 3

Continue to assess the affordability of Shapleigh's housing stock. Affordable housing requirements are being met. If future analyses indicate a need, additional strategies should be developed to maintain the proper balance between upper, middle and affordable housing.

Policy 4

All housing in Shapleigh shall be built in a safe, sound manner using the existing Building Codes as administered by the Town's Code Enforcement Officer.

Policy 5

Town-owned land, excluding the Community Forest, should be evaluated for future development. Special attention should be given to: the needs of the elderly, the creation of affordable housing, the expansion of recreational facilities, municipal facilities, and infrastructure.

Action A

Formwork groups to investigate the best use of Town-owned land.

Action B

Work with local developers, and share the town's desire to create affordable housing, elderly housing, recreational facilities, and any town building or facilities required.

Policy 6

Change the zoning to allow for smaller lots in growth areas to encourage commercial and residential development. Existing woods must be left in their current natural state.

Action A

Change zoning laws to create smaller building lots within a half-mile radius of the villages for both commercial and residential use.

Action B

Change zoning in designated growth areas especially on town-owned property to allow for the construction of elderly housing, cluster housing and affordable housing on smaller lots.

Action C

Encourage builders and developers to leave natural buffers. Debris and brush may be removed, but no trees or bushes may be cleared, except for the building site.

Goals, Policies and Actions

Action A

Provide for a Shapleigh building code to incorporate the latest health and safety standards.

Action B

Require inspection and an occupancy permit to be issued before buildings are allowed to be occupied.

LAND-USE GOAL

To encourage orderly growth that does not compromise the rural character of the town or its natural environment.

POLICIES AND RECOMMENDED ACTIONS

Policy 1

Ensure that new development is in keeping with the rural character of the Town.

Action A

Prohibit new incompatible uses in town that would detract from the historic small-town character of Shapleigh.

Action B

Continue site plan review of developments and subdivisions with consideration of the layout and impact of proposed projects.

Action C

Provide for buffer areas and screening in areas of new development to minimize noise, glare and the visual impact of changes in Shapleigh.

Policy 2

Discourage sprawl by encouraging new development adjacent to or near existing built-up areas. Discourage new development on lakeshores and in designated rural areas.

Action A

Promote appropriate in-fill development in the village by allowing smaller lot sizes.

Action B

Utilize the cluster provision to reduce sprawl and promote efficient use of land and retention of open space, particularly to protect prime agricultural land.

Action C

Encourage utilization of the Farm and Open Space Law as incentive for open space preservation, especially in designated rural areas. Enrollment in such a plan provides a tax reduction.

Action D

Revise the existing zoning ordinance to be consistent with land-use plan.

Policy 3

Encourage a rate of development in keeping with the Town's ability to provide facilities and services.

Action A

Aim to limit housing growth over the next decade by maintaining the existing growth cap, which must be reviewed every three years.

Action B

Consider this maximum growth rate in making capital improvement and level of service planning decisions.

Policy 4

Encourage land-use controls that discourage "strip development" along roadways.

Action A

Establish commercial zones at selected "nodes" or intersections along major road corridors.

Action B

Require development to leave open space along frontages when scenic vistas exist.

Action C

Require the construction of internal roads in new subdivisions.

Policy 5

Protect the major roads in town by controlling development detrimental to traffic safety, convenience and scenic qualities.

Action A

Continue zoning standards limiting the number of driveway openings in subdivisions.

Action B

Continue to include traffic standards, buffering, and landscaping in site plan review provisions.

D. Natural Resources

GOAL -

To preserve and protect Shapleigh's natural resources, including water bodies, land-based resources, and scenic and historic resources.

POLICIES AND RECOMMENDED ACTIONS

Policy 1

Protect potential water supply sources in each section of town.

Action A

Adopt ordinance provisions protecting high-yield aquifers.

Action B

Evaluate the purchase of land or easements over high-yield aquifers and their recharge areas.

Action C

Monitor development to ensure that the quality and quantity of groundwater in critical watersheds are maintained and protected.

Action D

Manage storage and use of road salt to protect water sources.

Action E

Establish land banks to purchase aquifer areas.

Policy 2

The density or extent of development should not exceed the capacity of the land to support the development.

Action A

Apply "net area" provisions to other residential projects besides Planned Unit Developments or *cluster development*. Net area provisions tie development densities to "buildable area" rather than gross area and require deduction of areas with poor soils, steep slopes and other environmental constraints.

Action B

Establish a land-use ranking system such as the Land Evaluation Site Assessment system to aid in the review of development projects.

Policy 3

River and lake water quality should be improved.

Action A

Continue to reduce the impact that development has on the town's surface water bodies. Consider adopting development restrictions on highly-erodible soils and steep slopes, and standards that encourage retention of existing vegetation.

Action B

Continue a phosphorus control program to protect water quality. Keep, as part of the zoning ordinance, phosphorus allocation standards for all development located within the watersheds of Shapleigh's lakes.

Action C

In accordance with state law, keep the updated Shoreland Zoning guidelines in Shapleigh's zoning ordinance.

Action D

Work with neighboring towns on planning for protection of shared water bodies and watersheds.

Action E

Manage and monitor the conversion of seasonal lake front property to year-round use.

Action F

Protect the quality of surface and groundwater by directing development into areas with adequate soil capacity for waste disposal.

Action G

Develop and provide education about water quality protection practices.

Action H

Consider increasing lake water protection by requiring a 75 feet buffer on all streams.

Policy 4

Identify and promote the preservation of important areas of open space as permanent resources to the community. The Conservation Committee is working on this.

Action A

Develop and implement an open space plan within the next 5 years in conjunction with neighboring communities whenever possible.

Action B

Consider instituting a land bank program.

Action C

Support work of a local land trust.

Policy 5

Protect significant wetlands to maintain their ability to provide cover and habitat for wildlife, absorption of phosphorus and other nutrients, as well as other values associated with wetlands.

Action A

Adopt additional Shoreland Zoning standards protecting forested wetlands over 10 acres, and wetlands smaller than 10 acres that are deemed particularly valuable.

Action B

Develop as part of an open space plan, a plan to connect woodlands, wetlands, and deer wintering areas with wildlife travel lanes.

Action C

Require that all development projects have mapping of, and protection for, existing wetland areas.

Policy 6

Identify and protect areas critical to the occurrence and maintenance of endangered species.

Action A

Encourage voluntary private landowner protection of rare and endangered flora and fauna as identified by the State Critical Area Program and Natural Heritage Data Base.

Action B

Require mapping of, and education on, the critical natural features in the Town

Action C

Require proposed developments near identified endangered species and sensitive natural areas to conduct natural resource assessments and to provide protective measures if such species or features are found.

Policy 7

Protect habitat suitable for use as deer wintering yards.

Action A

Increase awareness of deer wintering yard maps.

Action B

Continue to require development to consider and protect significant wildlife habitat and to develop a protection plan with the Maine Department of Inland Fisheries and Wildlife.

Policy 8

Support existing farm areas in town and encourage the development of additional small-scale farming.

Action A

Encourage co-ops or farmers markets (possibly in conjunction with Acton and/or Newfield).

Action B

Encourage low-input, alternative agriculture.

Action C

Publicize the existence of the State Farm and Open Space law.

Action D

Promote clustering and conservation easements as a method of preserving agricultural land and uses.

Action E

Include large tracts of prime agricultural soils and existing farmland in the rural area designation.

Policy 9

Maintain forest areas to the maximum extent possible, recognizing the beneficial effects of forest on water quality, phosphorus interception, rural character, wildlife values, and open space preservation. Forested areas contribute to the economic base of the town, with low demand for town services.

Action A

Continue appropriate, environmentally-sound timber-harvesting practices. Promote incentives for including more woodlands in the State Tree Growth tax laws.

Action B

Adopt new, and maintain current, State Shoreland Zoning standards for timber harvesting and removal of vegetation.

Action C

Include large tracts of undeveloped forestland in the designated Rural Areas.

Policy 10

Maintain the character of existing historic village areas, and protect the Town’s archeological resources.

Action A

Develop requirements that protect and preserve the architectural and aesthetic integrity of historic and village areas.

Action B

Investigate other methods to preserve Shapleigh’s historic resources, including National Register designation, easements and marker programs.

Action C

Work with the Acton-Shapleigh Historical Society to identify and inventory archeological sites, and assess the value of identified sites, with assistance from the Maine Historic Preservation Commission, the University of Maine and other relevant agencies.

Action D

Propose protection measures if valuable archeological resources are discovered during activities involving structural development or soil disturbances.

Policy 11

Encourage the preservation of the Town’s scenic resources.

Action A

Continue to identify important scenic vistas.

Action B

Consider adopting zoning standards that would prohibit new structures from adversely interfering with sight lines in designated scenic areas.

E. Economic Development

ECONOMIC DEVELOPMENT GOALS

To encourage job opportunities that will not have an adverse effect on the rural environment of the Town.

To support existing businesses and to encourage new small commercial enterprises that provide local services.

POLICIES

Policy 1

Establish areas in town where commercial facilities should be located, while maintaining the integrity of the small-town atmosphere of Shapleigh.

Action 1

Identify areas in town that would be acceptable for commercial development

Policy 2

Encourage small businesses that would fit into historically sensitive areas to be located in Shapleigh's village areas, such as bed and breakfasts, small repair shops, family stores and day-care centers.

Policy 3

The economic environment of Shapleigh is based primarily on the quality of lakes, rivers, streams, and forests. Lakes and ponds should continue to be a priority of the town.

Policy 4

Promote additional commercial and light industrial businesses in designated areas.

RECOMMENDED ACTIONS

Action A

Continue site plan review provisions and buffering standards (See Action 2 B and 2 C under Land Use section).

Action B

Establish commercial zones at selected locations (See Action 2 E and 4 A under Land Use section).

Action C

Encourage farm, timber, and firewood co-ops.

Action D

Encourage light industrial uses that meet performance standards.

F. Roads & Transportation

Policy 1

Upgrade existing roads based on existing road deficiencies, future use and the need to spread major cost items out over several years. The roads represent Shapleigh's largest investment in the infrastructure of the town. One tenth of all existing roads in town should be repaved every year to maintain the quality of the existing network of roads.

Action A

Continue to involve the road commissioners in the capital improvement planning process and in developing a schedule for major road maintenance projects.

Action B

Maintain subdivision review requiring developers to contribute to road improvements made necessary by their construction project.

Action C

Continue to have the road commissioners sign off on all plans for new roads for cluster developments and subdivisions and to approve all driveways.

Action D

The cost to the town for the time required for the approval process must be paid by the developer.

Policy 2

Maintain the quality of existing roads at present level, providing adequate plowing, sanding, minor repairs, road applications and sand removal.

Action A

Construct a salt, sand storage shed in compliance with State law.

Action B

Explore grants to assist in building the salt shed.

Action C

Acquire the property needed to build the salt shed.

Policy 3

New and existing roads should be made only as wide as needed to safely accommodate traffic volume. Developed town roads should be maintained at current road standards.

Action A

Review existing subdivision regulations to see how well they comply with this policy.

Action B

Consider this policy in planning for improvements to existing roads.

Action C

Appoint a study group to work with the town's road commissioners to develop a long range plan for road construction and improvement.

Policy 4

All new and existing roads in Shapleigh must have signs.

Action A

Maintain road signs at intersections.

Action B

Require developers of new roads to supply signs.

Action C

Consider warning signs in dangerous areas identified by past accidents, road commissioners, the Road Study Group, or townspeople.

Policy 5

The Town should continue to pursue measures to reduce costs and liability in the plowing and maintenance of "camp roads". The Town will not plow roads that do not have a public easement from the town. Roads that have a right of way that is at least thirty-two feet wide and have an approved public easement may be plowed and maintained. Roads that have a right of way 16 feet wide and have a public easement may be sanded.

G. Public Services

Policy 1

Maintain the level of service, training and licensing required by the State to protect public safety and respond promptly and efficiently to emergencies and hazards.

Action A

The Fire and Rescue Chiefs are responsible for making sure that their departments meet the levels of training mandated by the State.

Action B

Volunteered personal must keep current with training requirements to be able to serve their community.

Policy 2

Plan for purchase of capital items based on present conditions and projected needs.

Action A

The Rescue Squad has an ongoing plan which provides for the purchase of a new ambulance when needed. The Rescue Squad has a capital reserve account for personal protection equipment.

Action B

The Fire Department has a Fire Truck Reserve Account for the eventual purchase of a new fire truck. Additional units and replacement bottles will be needed for the Self Contained Breathing Apparatus (SCBA).

Action C

The station is in need of expansion to meet Hazmat requirements and to provide additional office space, meeting areas, and a forward a facing Rescue entrance.

Policy 3

Maintain a mutual aid program between neighboring towns.

Policy 4

Develop incentives to encourage a continued high level of volunteer involvement as training requirements increase.

Action A

For fire, compensate volunteers according to a point system.

Action B

For rescue, update charges for calls.

Action C

For rescue, compensate volunteers according to a point system.

LIBRARY

Policy 1

Develop a plan for future library improvement.

Action A

Consider a new heating system with an electronic filter to keep out dust, and a humidifier to preserve the books.

Action B

Provide more shelving for new books.

Action C

Update the library's computer system to meet the demands of the users.

H. Historic Resources

The town has many Historic Buildings that predate the Civil War (prior to 1865). These buildings should be identified and efforts made to protect them as a valuable historic resource for the town. The town also has a limited number of cultural events that add to the rural characteristics of the town. Efforts should be made to ensure that these cultural and social events continue. The town also has a few farms that are still in operation.

POLICIES AND RECOMMENDED ACTIONS

Policy 1

Identify all historical buildings and share this list with all applicable agencies: local, state and federal. Identify cultural events that have historic roots in the town. Identify all working farms in the community.

Action A

Compile a list of all historic resources within the Town of Shapleigh

Action B

Identify all important cultural events that take place in the community.

Action C

Identify all farms in town, with emphasis on working farms.

Historic Resources:

Action A

The town should turn over the list of all identified historic structures to the local Historical Society and all State and Federal Sources when relevant.

Action B

Work with the Historical Society to get signs on all historic buildings.

Action C

Work with appropriate agencies to get any building of significant historic importance listed on the Historical Registry and have the building protected as an historical resource.

Cultural:

Action A

Identify all cultural events that are important to the town. Have the town offer assistance and advice to ensure that these events continue in the community.

Farms:

Action A:

Identify all working farms in Shapleigh. Make sure that the farms get all the local and regional assistance available to make sure those working farms can continue to operate. Work with the owners of the farms to get the land into trusts to protect the land and keep it open.

I. Regional Coordination

REGIONAL COORDINATION GOAL

Action A

To continue and develop a cooperative approach to issues that are regional or interlocal in nature or when these approaches would save the town money (Example, the Eleven Town Group that meets monthly or more often, if needed)

POLICIES

Policy 1

In meeting public facility and service needs, the town should consider interlocal or regional approaches to these needs.

Policy 2

Shapleigh, Acton, Newfield, Waterboro, Alfred and Sanford should continue to work on joint strategies to protect shared resources, especially dams, surface water bodies, watersheds, and high-yield aquifers.

Policy 3

Routes 11 and 109 should be maintained as major regional road corridors, not as frontage for residential development. Shapleigh should work with other towns along this corridor to discourage strip development and excessive curb openings while promoting well-planned roadside development.

RECOMMENDED ACTIONS

Action A

Form a long-range planning committee to work with neighboring communities by holding joint meetings at least once a year on these and other interlocal issues.

Action B

Authorize the Long-Range Planning Committee to develop recommendations for cost sharing, zoning revisions to protect shared resources, and other regional approaches.

Action C

Encourage neighboring communities to adopt consistent standards limiting strip development and new driveway openings on Route 11.

Action D

Review approved Comprehensive Plans of Acton, Newfield, Alfred, Waterboro and Sanford and assess possible impact on Shapleigh and its growth policies.

CHAPTER V – LAND USE

A. Key Points

- Survey results favor maintaining the rural character of the town.
- Designated growth areas will have different lot sizes.

B. Categories for Future Land Use Plan

Critical rural area. "Critical rural area" means a rural area that is specifically identified and designated by a municipality's or multimunicipal region's comprehensive plan as deserving maximum protection from

development to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland, forest land or mineral resources; high-value wildlife or fisheries habitat; scenic areas; public water supplies; scarce or especially vulnerable natural resources; and open lands functionally necessary to support a vibrant rural economy.

Rural area. "Rural area" means a geographic area that is identified and designated in a municipality's or multimunicipal region's comprehensive plan as an area that is deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat and scenic lands, and away from which most development projected over 10 years is diverted.

Transitional area. "Transitional area" means an area that is designated in a municipality's or multimunicipal region's comprehensive plan as suitable for a share of projected residential, commercial or industrial development but that is neither intended to accept the amount or density of development appropriate for a growth area nor intended to provide the level of protection for rural resources afforded in a rural area or critical rural area.

Growth area. "Growth area" means an area that is designated in a municipality's or multimunicipal region's comprehensive plan as suitable for orderly residential, commercial or industrial development, or any combinations of those types of development, and into which most development projected over 10 years is directed.

Source: Madge Baker

C. Overview

Currently, the minimum lot size is 80,000 square feet with 200 feet of frontage. In a build out scenario, using this size lot, there could be a house every 200 hundred feet.

Consider having a different zoning and growth permit regulations for different designated areas to control growth rates.

D. Growth Areas and Rural Areas

New Growth Areas:

The areas around the four town villages will be designated as growth areas providing small lot sizes to help promote a village atmosphere with additional housing and retail units. New zoning laws will be proposed creating smaller lot sizes within a half-mile radius of the villages.

Town-owned land off the Mann Road could be designated as a growth area. This growth area could be developed in cluster style configuration. This area could support a diversity of housing styles and developments: single family houses, duplexes, condominiums, and small retail units. Every attempt would be made to maintain existing features such as stonewalls, old foundations, old animal pens, and water features.

Transitional Areas:

These areas fall between growth and rural areas. They begin at the outer boundaries of the village growth areas and may contain varied lot sizes to provide space for residential, commercial, or light industrial development.

Rural Areas:

The majority of the people who responded to the two comprehensive committee surveys want to maintain the rural character of the town. This could be accomplished by using the categories in the proposed plan for future land use. There would be different lot size requirements for each category. Additionally, there could be a requirement for rural areas that, when physically possible, a barrier of trees be left to maintain the impression that the land was still wooded. When building in a field or in areas where there are no suitable trees for a barrier, the requirement could be waived. Whenever possible the borders of the lots in rural areas should be left in as natural a state as possible. Every attempt should be made to maintain existing features such as stonewalls, old foundations, old animal pens, and water features.

All lots of record at the time of the enactment of the Shapleigh Zoning Ordinance of 1974 will continue to be grandfathered as to size.

E. Standards for Land Use Districts

In order to maintain the rural atmosphere of Shapleigh this Comprehensive Plan needs to be evaluated and accepted by the State of Maine as well as Townspeople. Once approved, the Zoning Ordinance will be revised to be compatible with the Plan creating standards for land use.

The proposed plan would minimize residential and commercial development along the Town's major roadways. It would encourage subdivisions or cluster housing with internal roads. Differing development configurations and suggested buffers would help to maintain the rural character of the town.

The current town wide 2-acre lot size does not differentiate between growth and rural areas and may actually be encouraging sprawl throughout the town.

F. Future Land Use Maps

CHAPTER VI – CAPITAL INVESTMENT PLAN

A. Key Points

Projected needs for repairs, expansions, or construction:

- Town Hall
- Salt Shed
- Fire Station
- Community Center
- Waste Management Facility and Recycling Center

B. Overview

One of the guidelines of Maine's Comprehensive Planning and Land Use Regulation Act is for municipal comprehensive plans to "develop a capital investment plan for financing the replacement and expansion of public facilities and services required to meet projected growth and development."

New residents and businesses place demands on public facilities and services that require additional investment by local government. Residential development may bring in new students, requiring additional classroom space.

Commercial development may generate additional traffic, causing the need for highway improvements. A growing population may require additional park and playground space. Presently strapped to raise the necessary funds for annual operating budgets, many communities have fallen behind in expanding and improving their capital facilities in the face of growing demand. Local communities nationwide have been searching for alternative sources of funding for needed public improvements.

In the development of the Capital Investment Plan, potential sources of financing for the needed improvements should be identified. Those investments that are projected to be required due to growth pressures on public facilities or services should be identified separately from those that are replacement of obsolete equipment and old facilities, or which are needed to remedy today's deficiencies in service (SMRC).

Capital Projects:

As part of its Comprehensive Planning process, Shapleigh should be looking at all of its capital investment needs. The capital investment plan will prioritize the future needs of the community, and determine which new or improved facilities or equipment are required due to projected growth. All of the identified capital needs will be prioritized by importance and put on a time line. The funding sources for each project will be evaluated.

The capital investment plan lists some possible options for financing the projects. Possible funding options include: appropriation from the general fund within the year of construction, establishment of reserve accounts with annual contributions, short-term borrowing, long-term debt, grants from other levels of government, user fees, and impact fees.

Estimates would be prepared for the future capital investments. Traffic engineers have standard formulas that are used to estimate the capacity of an intersection or stretch of road. There are standards for the number of students in a classroom and the type of auxiliary facilities that should be provided for various sizes of schools. A community can take advantage of this type of information to prepare an assessment of the currently available capacity and, using projected growth rates, determine when improvements will be needed. The assessment will tie existing and future population demand for services to existing and future provision of services, based on adopted level of service standards. Project cost estimates can be determined.

If a facility is going to be financed through long-term bonds, there is usually an analysis of the impact of debt service on the tax rate. Consideration should be given to the implications of impact fees and user fees on local government finance.

Policies for Capital Improvement Projects:

1. Develop a Capital Improvement Program that will help the community anticipate its present and future needs and provide for the cost-effective financing of capital improvements.
2. Maintain facilities and services at current levels in relation to population. Improvements and/or expansion will be considered when judged to be prudent or necessary.
3. Ensure that no expansion, improvement or replacement of public facilities or services shall be undertaken without determining the impact on the financial health of the Town and its citizens.

C. Identified Capital Investment Needs

Facilities:

1. Town Hall
 - Renovate existing Town Hall
 - Evaluate possibility of buying existing building and modifying it for use as Town Hall.
 - Consider using the ten-acre parcel available at the Recreation Fields in conjunction with a community center.
2. Transfer Station
 - Evaluate ongoing needs for expansion of services and equipment.
3. Fire Station
 - Renovate and/or expand the Fire Station to meet increasing community needs for emergency services including chemical hazards and security issues
 - Continue the annual allocation of tax dollars for a fund for future fire engine purchases
4. Salt Shed
 - Relocate salt storage area
 - Construct new shed
5. Library
 - Continue annual evaluation of needs

Services:

1. Town Hall
 - Continued Community Growth may warrant increased staffing and additional hours to more adequately serve the public
2. Fire Station
 - Increasing service demands may require the need for paid personnel to cover the fire station.

D. Estimated Costs and Investment Schedule

PROJECTS	ESTIMATED COST	PROJECTED YEAR
1. Bridges		
2. Town Hall		
3. Fire Station		
4. Salt Shed		
5. Transfer Station		
6. Recreation Community Center		
7. Full Time Fire and Rescue Staffing		
8. Future Staffing Town Hall		
9. Full Time Town Administration and Local Law Enforcement		
10. Library Expansion		
11. Municipal Water Supply		

E. Potential Funding Sources

A. Potential Funding Sources:

The Comprehensive Plan has identified 3 to 5 million dollars in capital projects for the next ten years. Each of the projects needs to be approved by the voters before the money is spent.

Planning for Funding:

Step one has begun and that is the identification of the capital needs for the town. The second phase is to have warrants prepared and have the voters approve the various identified capital projects. The third phase includes the identification of funding sources.

B. Financing:

Traditional Funding: The town has traditionally set aside each year a percentage of the cost associated with capital projects until the total is available for the project. As the need for the expenditure of larger amounts of money is required to fund infrastructure capital projects, the ability to pay for capital projects by increasing the taxes is no longer practical. The tax burden would become too high for the residents of the town.

C. Bonds and Long Term Loans:

Thus far the town has avoided going into large debt by not taking out loans or bonds to fund capital projects. However, because of the need for so many infrastructure improvements over the next ten years, it will be necessary for the town to investigate long-term borrowing and bond issues to fund the necessary capital improvements. The advantage to borrowing is that the debt burden is spread out over a longer time period. The disadvantage is that the town has to pay the interest on the debt over the period of the financial obligation.

D. Impact Fees:

One potential source of funding in the future is for the town to develop an Impact Fee Plan. Impact Fees are dollar evaluations assessed against new developments in town that attempt to cover the associated costs of providing the funds to pay for all increases in capital costs that the town needs to spend to support the new development. Impact fees may be used only for financing facility improvements needed due to demand for new or expanded services caused by new growth.

The town needs to develop an Impact Fee Ordinance. The impact fees are paid by the developers planning to build in the town.

Transfer of Development Rights: The town needs to investigate if TDR would help the town reserve town identified resources.

E. Grants:

The town needs to actively pursue all available state and federal grants, including matching funds, to get the money required to fund the necessary capital projects.

CHAPTER VII IMPLEMENTATION MATRIX

Charts A – H on ensuing pages

A. *Actions and Timeline Involving Growth and Development*
Chart A Page 1 of 3

Recommended Actions	Responsible Party	2005	2006	2008	2009	2010	2011	2012	2013	2013	2014	2015
1. Encourage clustering where it reduces sprawl and promotes efficient use of land and retention of open space.	Planning Board	X										
2. Promote clustering and conservation easements as a method of preserving agricultural land and uses.	Planning Board	X										
3. In new subdivisions, encourage construction of new internal roads to provide access and frontage.	Planning Board	X										
4. Consider projected growth cap in making capital improvement and level of service decisions.	Selectmen and Budget Committee	X										
5. Provide for buffer areas and screening for new developments.	Planning Board	X										
6. Maintain existing growth cap system.	Planning Board	X										
7. During the subdivision review process, to require developers to contribute to off-site road improvements made necessary by the project.	Planning Board	X										
8. Require developers of new roads to supply signs.	Planning Board	X										

A. Actions and Timeline Involving *Growth and Development*
 Chart A Page 2 of 3

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
9. Adopt site plan review provisions, incorporating standards on buffering, screening, landscaping, and traffic safety.	Planning Board	X										
10. Promote infill development in designated areas.	Planning Board	X										
11. Provide strong incentives for subdivisions to preserve open space, especially in rural areas. (e.g. requiring both a clustered and grid concept plan)	Planning Board	X										
12. Consider establishing commercial zones at selected nodes along Route 11 and Route 109.	Planning Board	X										
13. Require developments along roadsides to provide undisturbed open space along frontages.	Planning Board	X										
14. Adopt water quality protection standards that restrict development on steep slopes and erodible soils and encourage retention of vegetation.	Planning Board	X										
15. Prohibit the following activities in established historic village areas: mobile homes, inappropriate signs, and manufacturing business.	Planning Board	X										

A. *Actions and Timeline Involving **Growth and Development***
 Chart A Page 3 of 3

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
16. Consider adopting zoning standards that would prohibit new developments from adversely interfering with sight lines in designated scenic areas.	Planning Board	X										
17. Consider adopting an impact fee ordinance.	Planning Board			X								
18. Make other changes to zoning ordinance to make it consistent with land use plan and town's growth policies.	Planning Board			X								
19. Change the zoning to allow for smaller lots in designated growth areas. The minimum lot size will be 100 by 200 feet. The growth areas will be within a half mile radius of the villages and on the Mann Rd. parcel currently owned by the Town.	Planning Board				X							
20. Change the lot size in rural areas.	Planning Board			X								
21. Buffer areas and screening in areas of new development will be required to minimize noise, glare, and visual impact of changes. These are being required to maintain the rural characteristics of the Town.	Planning Board	X										

B. Actions and Timeline Involving Housing
Chart B Page 1 of 1

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Continue to allow mobile and modular homes and cluster housing.	Town of Shapleigh	X										
2. Manage and monitor the conversion of seasonal lakefront property to year round use.	Code Enforcement Officer	X										
3. Design areas of town where mobile home parks would be permitted.	Planning Board		X									
4. Review for a building code.	Planning Board	X										
5. Amend zoning to allow accessory apartments without double the minimum lot size and include performance standards for accessory apt.	Planning Board		X									
6. Apply a "net area" provision to other residential developments besides clustered housing.	Planning Board	X										
7. Direct development into areas with adequate soil capacity for subsurface waste disposal.	Planning Board	X										

C. Actions and Timeline Involving *Natural and Historic Resources*
 Chart C Page 1 of 3

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Review development to ensure that the quality and quantity of groundwater in critical watersheds is maintained and protected.	Planning Board	X										
2. For all development projects, continue to require engineered plan of wetlands and adequate protection measures.	Planning Board	X										
3. Continue to support state reimbursements to local snowmobile clubs.	Town Meeting	X										
4. Work with neighboring towns on planning for protection of shared waterbodies and watersheds.	Long – Range Planning Group and Planning Board	X										
5. Encourage voluntary private landowners protection of rare and endangered species.	Conservation Committee	X										
6. Encourage education about water quality protection practices.	Conservation Committee	X										
7. Encourage appropriate, environmentally-sound timber harvesting plans.	Planning Board, Conservation Committee and Community Forest	X										
8. Develop and implement an open space plan within the 5 years in conjunction with neighboring communities whenever possible.	Conservation Committee and Long – Range Planning Group			X								

C. Actions and Timeline Involving Natural and Historic Resources
Chart C Page 2 of 3

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
9. Continue mapping and education efforts on the town's critical natural features.	Conservation Committee	X										
10. Consider establishing a land ranking system such as the Land Evaluation site (LESA) system.	Conservation Committee and Planning Board		X									
11. Continue to survey and map deer wintering areas.	Conservation Committee	X										
12. Consider purchase of land or easements over high yield aquifers and their recharge areas that might serve as future water supplies.	Selectmen	X										
13. Adopt an ordinance protecting high-yield aquifers with potential to serve as a future water supply.	Planning Board	X										
14. Develop a phosphorous control program.	Planning Board		X									
15. Continue to integrate new Shoreland Zoning guidelines into zoning ordinances.	Planning Board	X										

C. Actions and Timeline Involving *Natural and Historic Resources*
 Chart C Page 3 of 3

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
16. Adopt standards protecting large forested wetlands and wetlands with fewer acres in size that are deemed particularly valuable.	Planning Board	X										
17. Continue to require proposed development near identified species and all large-scale developments to conduct wildlife studies and archeological surveys.	Planning Board	X										
18. Publicize existence of Farm and Open Space Law.	Assessor	X										

D. Actions and Timeline Involving Economic Development
 Chart D Page 1 of 1

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Publicize existence of Farm and Open Space Law.	Assessor	X										
2. Encourage neighboring communities to adopt consistent standards limiting strip developments and new driveway openings on Rt. 11 and Rt. 109.	Selectmen		X									
3. Include large tracts of prime agriculture soils, active farms and undeveloped forestlands in rural zones.	Planning Board			X								

E. Actions and Timeline Involving Roads & Transportation
 Chart E Page 1 of 1

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Manage storage and use of road salt to protect water resources.	Road Commissioners		X									
2. In accordance with new policy that new and existing roads should only be made as wide as necessary to accommodate traffic volumes safely, consider this policy in planning for improvements to existing roads and in evaluating the town's existing road standards for new subdivision.	Road Commissioners and Planning Board	X										
3. Install road signs at major unmarked intersections.	Town	X										

F. *Actions and Timeline Involving Public Services*
Chart F Page 1 of 1

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Develop feasibility plan for bringing public buildings up to fire and building code and handicapped accessibility standards. Identify necessary improvements.	Selectmen and Budget Committee		X									
2. Work with the private sector or non-profit groups to pursue development of elderly housing on Town owned property.	Selectmen and Planning Board		X									
3. Develop a 5-year capital improvements plan based on projected capital needs and the town's growth policies. Submit annually as part of budget process.	Selectmen, Budget Committee, and Road Commissioners		X									

G. Actions and Timelines Involving *Regional Coordination*
 Chart G Page 1 of 1

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Authorize the long-range planning group to develop recommendations for cost sharing, zoning revisions to protect shared resources and other regional approaches.	Selectmen and Long – Range Planning Group			X								
2. Investigate setting up a farmers’ market or co-ops for timber, firewood, or produce.	Selectmen		X									
3. Seek, maintain and promote markets and reuses for recycled materials.	Selectmen and Recycling Committee	X										

H. *Actions and Timelines Involving Historic Resources*
Chart H Page 1 of 1

Recommended Actions	Responsible Party	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
1. Work with the Acton-Shapleigh Historical Society to identify and inventory historic and archeological sites Preservation Commission, University of Maine, and other relevant agencies.	Historical Society	X										
2. Pursue programs to protect historic resources such as national register designations, markers programs and easements	Historical Society	X										
3. Prohibit new incompatible uses in Town that would detract from historic small town impact.	Planning Board			X								

APPENDIX A - Contents of Survey Document

Town of Shapleigh Comprehensive Plan 2003

Below are the results of the 2003 Comprehensive Plan survey. As of February 19, 2002 the Committee received a total of 256 completed surveys. Thank you to everyone that took the time to participate.

1. Please rate the top 4 items you most like about Shapleigh, with 1 being the highest:

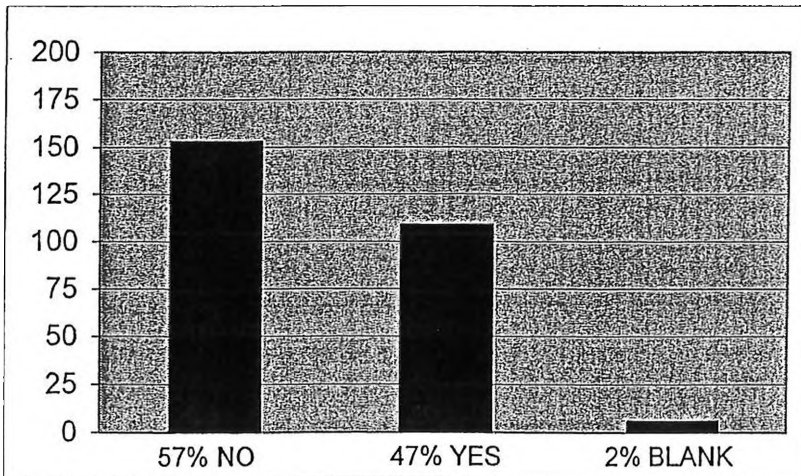
- | | | | |
|-----|----------------------------|-----|------------------------------|
| 1st | Town's Rural Character | 2nd | Open Space |
| 3rd | Recreational Opportunities | 4th | Historical Structures/Places |

2. Please rate the following development issues in order of importance, with 1 being the highest:

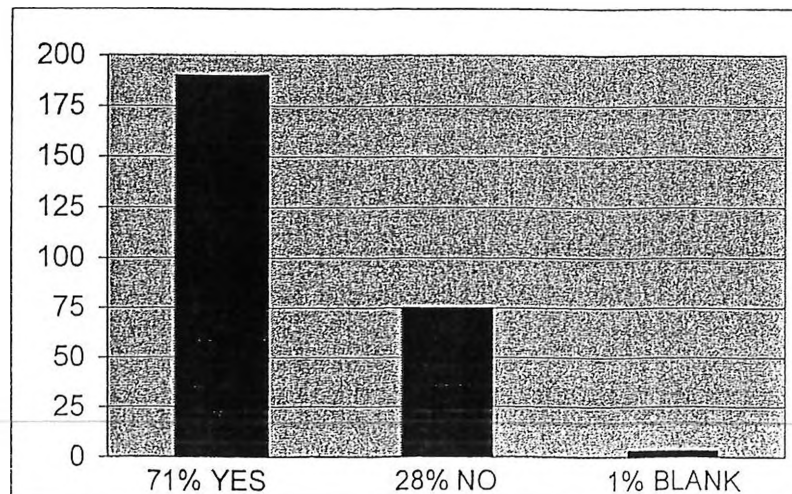
- | | | | |
|-----|--|-----|--|
| 1st | Cluster housing to better utilize land | 2nd | Development of housing for the elderly |
| 3rd | Establishment of historical districts | 4th | Development of affordable housing |

3. Regarding residential development, should Shapleigh: (Please circle Yes or No for each item)

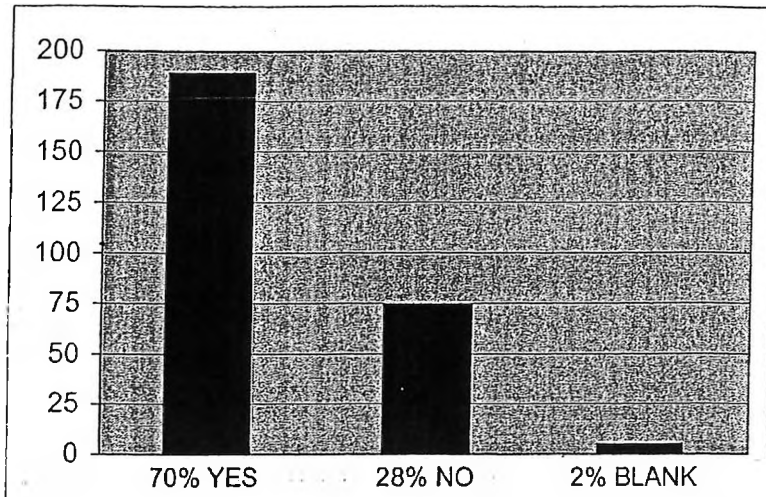
Create compact growth areas in the 4 villages with building lot sizes of less than two acres?



Create rural zones outside of the 4 villages with larger lot size requirements?



Require that a vegetation buffer be left as a natural barrier between roads and dwellings to preserve the rural appearances of the Town?



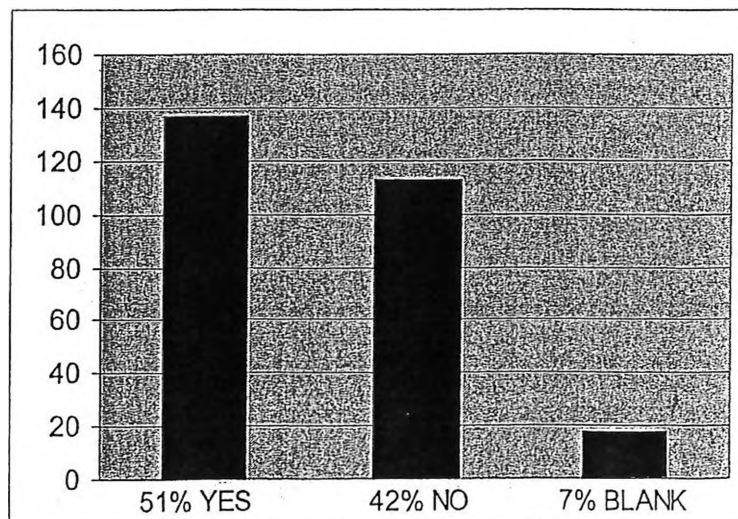
If yes, how many feet deep should the buffer be?

86 People suggested a buffer ranging from 11-70 feet 46%

4. Regarding commercial development, would you like to see: (Please circle Yes or No for each item)

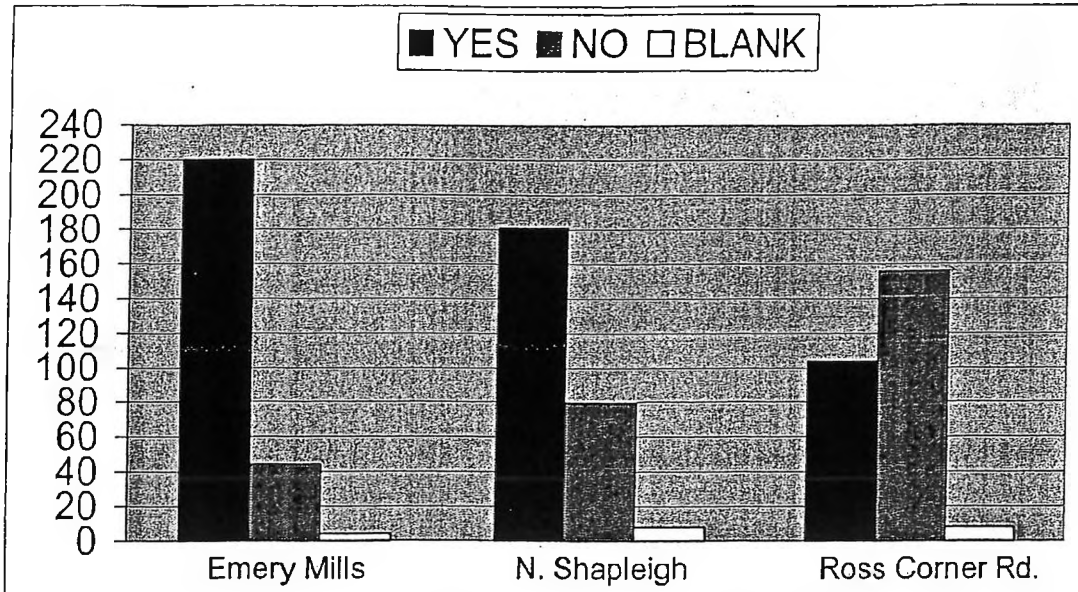
Light industry	153	YES (57%)	98	NO (37%)	17	BLANK (6%)
Retail	162	YES (60%)	87	NO (32%)	19	BLANK (8%)
Service industry	139	YES (52%)	97	NO (36%)	32	BLANK (12%)
Office space	134	YES (50%)	103	NO (38%)	31	BLANK (12%)
Home-based business	231	YES (86%)	33	NO (12%)	4	BLANK (2%)
Other	44	YES (16%)	59	NO (22%)	165	BLANK (62%)

5. Do you favor allowing campgrounds in Shapleigh?



6. Should new businesses locate: (Please circle Yes or No for each item)

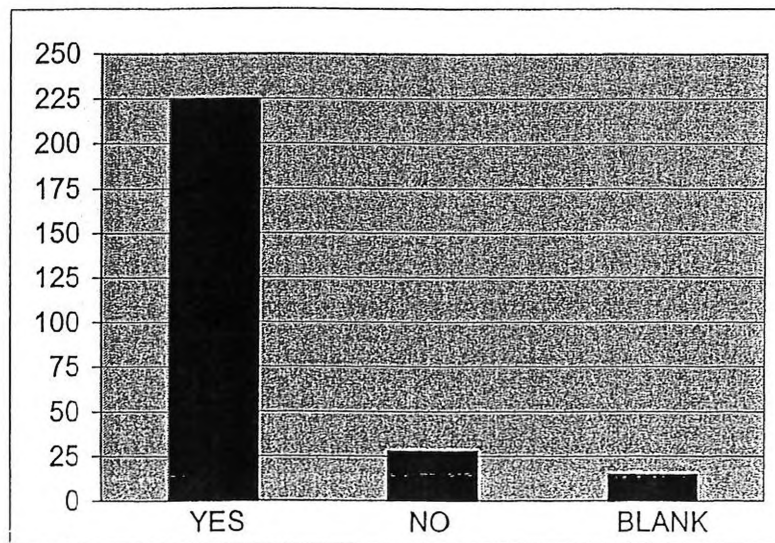
On Route 109 in Emery Mills	220	YES (82%)	44	NO (16%)	4	BLANK (2%)
On Route 11 in North Shapleigh	181	YES (68%)	79	NO (29%)	8	BLANK (3%)
On the Ross Corner Road	104	YES (39%)	156	NO (58%)	8	BLANK (3%)



7. Please make an "X" by any items that you think are important in preserving the character of the Town:

213 Protecting wetlands (79%)	214 Protecting wildlife (80%)
201 Maintaining town beaches (75%)	195 Preserving historic buildings (73%)
219 Preserving open spaces (82%)	169 Maintaining areas in the town for hunting and fishing (63%)

8. Should steps be taken to preserve open space (large undeveloped tracts of land) in Shapleigh?



If yes, please put an "X" in front of the steps that should be taken:

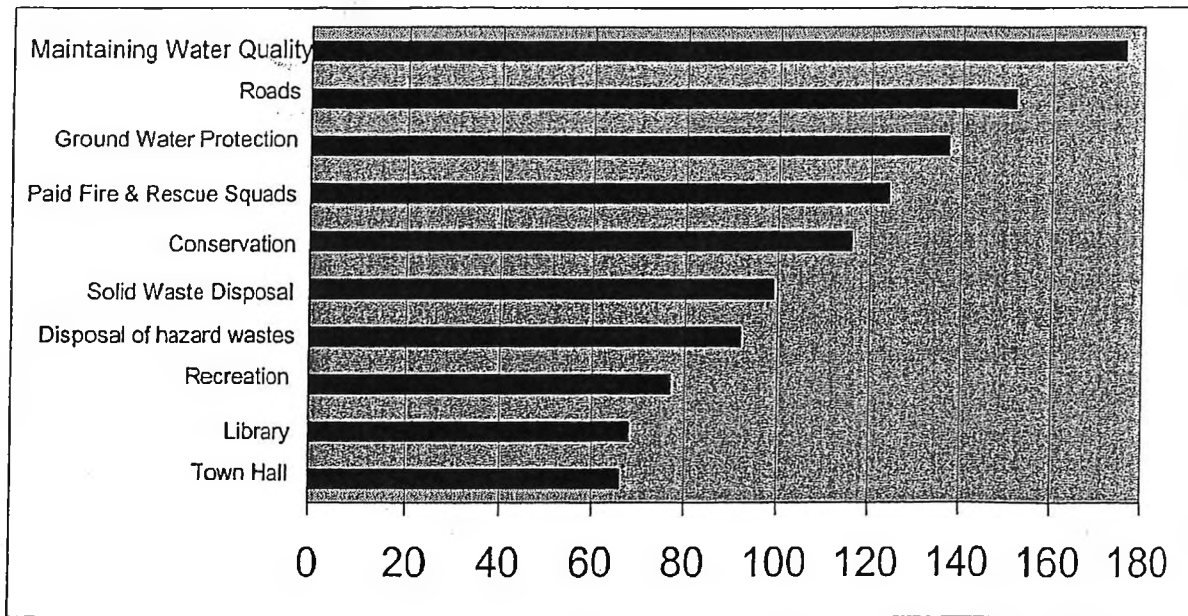
177	Tax breaks to land owners (66%)	156	Support land trusts (58%)
117	Town purchase of land (44%)	122	Establish a farmland zone (46%)

What open space should be preserved?

Top suggestions were:

24	Blueberry Plains	20	Town Forest	20	Farmland	7	Wetlands
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9. Please make an "X" by any items you would like to be improved through the use of your tax dollars:



10. How long have you lived in Shapleigh?

89	10-20 years (33%)	84	Over 20 years (31%)	62	1-5 years (23%)	25	5-10 years (9%)
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11. How many acres of land do you own?

96	1-3 acres (36%)	50	4-10 acres (19%)	37	Less than 1 acre (14%)	20	51-100 acres (7%)
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12. If you work, how far do you drive to work?

51	10 miles or less (19%)	42	21-50 miles (16%)	34	11-20 miles (13%)	22	Retired (8%)
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13. What do you think are the most important problems facing Shapleigh today?

Top 10 Responses:

- 79 Overdevelopment, overpopulation or rapid growth
- 22 Overcrowded schools or overall school system
- 20 Taxes
- 15 Urban Sprawl
- 14 Road Maintenance or Snow Plowing
- 11 No jobs or lack of businesses in Town
- 10 Out-of-State Residents
- 9 Water Quality
- 8 Zoning Ordinances
- 8 Not enough community involvement in Town

APPENDIX B – Road Maps

APPENDIX C – Discussion of Issues

“As sprawl creeps through southern Maine's woodlands, more than just the forest is being lost, such as snowmobiling, hunting and other outdoor activities that have long been a part of the Maine experience. They are also being squeezed out all over Maine by the construction of new homes and office and industrial buildings. Bears, bobcats and other wildlife that need large spaces in which to roam are being replaced by deer, blue jays, squirrels and the other backyard species commonly seen in southern Maine subdivisions.” (Portland Herald, December 1, 2002).

“Many communities are trying to buck these trends by preserving more open space and including these recreational and wildlife values in their comprehensive planning. But as development continues to march into the countryside, conflicts are inevitable.” (Portland Herald, December 1, 2002)

“Snowmobile trails that were once a quarter-mile away from any development may now pass right by someone's back yard,” said Bob Meyers, executive director of the Maine Snowmobile Association.

“It's not an uncommon thing for (snowmobile clubs) to come out in the fall and get ready to start doing trail work and discover the foundation for a house or a completed house right in the middle of what used to be a trail,” Meyers said.

“To avoid such conflicts, snowmobile clubs, at least initially, try to place their trails where they anticipate there will be fewer clashes with homeowners. Locating trails where there are power lines, for example, can help preserve the continuity of trail systems in spots where sprawl is a problem, and it's usually easier to negotiate with utilities than landowners for permission to ride on the sites,” Meyers said.

Hunters have seen some game species diminish because of sprawl, and the loss of habitat and the firearms restrictions enacted by nervous suburbanites have left them with fewer places to hunt.

“Every hunter can show you dozens of bird covers that we have lost because of sprawl,” said George Smith, executive director of the Sportsman's Alliance of Maine. “It's had the most serious impact on bird hunting, grouse and woodcock.”

Deer are thriving in the changed landscape, but that has raised issues of deer population control in suburban communities, many of which have enacted firearms discharge ordinances to keep hunters out.

The next legislative agenda of the Sportsman's Alliance includes a bill that would require towns to consult with the Maine Department of Inland Fisheries and Wildlife before they enact such an ordinance.

"We're not against discharge ordinances, but they need to be rational and reasonable," Smith said. "They need criteria, they need definable boundaries, and they also need more thought as to how they're going to control the population of game animals in those discharge areas."

Research shows there are five different ways that the loss of southern Maine woodlands to sprawl can affect wildlife, according to Barbara Charry, a wildlife biologist at the Maine Audubon Society.

In addition to the direct loss of habitat, sprawl reduces the size of the remaining habitat and can fragment areas so that they become isolated. Sprawl also leads to more roads and an increase in the amount of so-called edge habitat, which is good for the species that inhabit our back yards but not so good for creatures that need large, uninterrupted tracts of forest to survive.

"Some animals have large home ranges, like a moose or a bobcat," Charry said. "A bobcat uses 6,000 acres during the course of a year for its life cycle - where it hunts and where it feeds and where it raises its young and so forth. As those areas get made smaller and bobcats can't travel, then those animals don't occur on the landscape."

Bear, moose, fisher, mink, river otters and turtles are among other species that suffer from the effects of sprawl. The rare Blanding's turtle, for example, has been documented to have used up to 300 acres for its home range, traveling from vernal pool to vernal pool.

"They have to get from pool to pool over a large area," Charry said, "and roads are a very serious barrier for them."

Charry said, "It's a common myth that species that are displaced by development will simply move on to some other territory. While some individual animals may be able to do that, most do not and the population simply drops."

"First of all, they have to get to another place that has suitable habitat, and getting there can be quite hazardous, roads being a primary killer," Charry said. "Second, they have to become familiar with a new place and be able to find all the food and resources they need there in a strange area where they don't have experience and may be vulnerable to other animals. Third, there are probably already other animals living there that aren't going to allow them to stay. So a lot don't survive." (Meredith Goad, Portland Press Herald Writer, Portland Sunday Paper, December 1, 2002)

"The population wave is moving out from Portland, he said. That's the way it is. As Gorham fills up and becomes too expensive, and Standish does the same thing, people are looking to move out farther, for affordability and large lots, basically as large as they can afford" (Tom Bell, 2002).

Shapleigh is not too far away to be considered as a destination for people who want a rural lifestyle to live in, yet want to commute to either Portland or Portsmouth to work. With the new train connection in Wells, it is not out of the realm of reasonable thinking to need to consider people commuting to Boston to work from Shapleigh and similar other small communities. Sanford is currently not in the best of economic times, but if that changes or a casino is built in Sanford there would be increased demand for land and housing in Shapleigh. In the future,

probably the biggest threat to Shapleigh's desire to remain a rural community would be the harsh reality that it easily could become a bedroom community for Sanford.

"Perkins' perspective illustrates that changing land-use patterns produce economic winners as well as losers. And that sprawl has a constituency." (Tom Bell, 2002)

"A member of the Small Woodland Owners Association of Maine," Perkins said, "the state is big enough for both development and forestry. But houses are now the highest and best use for some properties," he said, "and those houses will create more money than a stand of trees." (Tom Bell, Portland Press Herald Writer)

APPENDIX D - Recommendations and Planning

Town Hall:

An architect conducted a survey of the existing Town Hall with the goal of producing some suggestions on ways to enlarge the current facility. He considered current staffing, future staffing estimates, public use of the facility, and how efficiently the current building was meeting the town's needs. All of these factors, plus local building codes, were the limitations he faced in trying to come up with viable options for the Capital Improvement of the Town Hall.

The first fact is that all people contacted wanted the Town Hall to remain in its current location. They feel that this location, in an existing Historical Building in the last center left in Shapleigh, was important to maintain.

The current building has two floors; the first floor is mostly devoted to office space, two bathrooms, and a small kitchen/ work area. There is a large safe located on the first floor where all the historical and mandated records are kept. The second floor is entirely dedicated to a public meeting area. This upstairs room is used primarily for town wide voting, public meeting, zoning board hearings and planning meeting. Various other town organizations also use this space for meetings. There is an attic, but it is not accessible; there is only a crawl space under the building.

The most recent large-scale renovation was in 1979; new windows, and other smaller improvements have been made over the years.

There are many problems with the existing town hall. There is inadequate room for storage of documents; they spill out in file cabinets in people's offices and in all the work areas. The current office space is very limited and what offices do exist are small and crowded. The bathrooms are not adequate for the number of people using the building and they are not truly handicapped-accessible. The Code Enforcement Officer's, office is so crowded with documents it could be considered a fire risk, and there is certainly not enough room to review plans and interview people looking for work permits. The access to the second floor is poor and certainly could not be considered handicapped-accessible. The front stairs are dark and not well lit. The back stairs are narrow and steep; there is a handicapped chair system, but it would be very difficult for a person in a wheel chair to access.

The current meeting facility does not at this time meet the needs of the town.

Current Information on Existing Town Hall:

1. The assessment value of the land and the building is \$117,300 and it is exempt from taxes.

2. It has an artesian well and a septic tank; the existing tank is 750 gallons capacity and made of concrete. The leaching field is now 22 feet by 20 feet. The septic system was designed for the use of 5 employees and the occasional use for 40 people for meetings.
3. The lot size is 37,000 feet, and the land is zoned for general-purpose use.
4. The building is currently non-conforming to existing Building Code regulations in regard to distance from the property line.

One Architect's Recommendations:

- Take down the back single story portion of the Town Hall, this space is poorly used.
- In its place add a two story 40' by 40' addition with a full basement and an attic area with a dormer and full access from the second level.
- The remaining portion of the old building will be modified to have three service offices in the same general area they are currently located.
- The Select-Persons' area and the Code Enforcement officers' area will be converted into two conference areas.
- The front staircase will be improved to make it more user friendly; a window will be installed in the hallway area.
- The old meeting/ voting area will be divided up into offices, and space will be made for active storage.
- A new forty by forty box will be built attached to the back of the town hall. The new building will be approximately ten feet wider than the existing building. The right side wall as you face the front of the building will define the outer wall of the new structure unless some land is obtained from the adjoining property owner.
- The roofline will be the same as the old town hall with the same pitch and type of shingle. The only difference in the attic area will be the addition of at least one former, possibly two. This area will be used for storage and possible future expansion.
- The first floor will be completely handicapped accessible, with wide doorways and an elevator located within easy access to the door in the new addition.
- There will be a new stairway built along the back wall; it would be built using the existing building codes.
- There will be two full-sized bathrooms on the first floor; the woman's room will have four stalls and two sinks. The men's room will have two urinals and two stalls and two sinks.
- The voting / meeting hall will be located on the first floor and will be slightly bigger than the existing hall. The major advantage will be the improved access, improved lighting and ventilation, and the improved bathroom situation.
- The new second floor will be seamlessly attached to the old town hall with a wide central corridor down the entire length of the two spaces. All of the offices of the Selectmen, the Code Enforcement office and supporting staff will be located on the second floor. There will be at least one bathroom on this floor. The conference rooms on the first floor will be used when access to the second floor is an issue and when a larger space is needed for meetings / discussions. The second floor will also contain a kitchen/ work area.
- The safe will be relocated to the new basement area. The rest of the basement will be utilized for some file storage and for storage of all office supplies.
- The attic will also be utilized for storage.

Costs:

1. 40 times 40 times one hundred and twenty dollars per square foot, plus two hundred dollars per square foot for bathroom space.
2. The new 1500 hundred-gallon tank and a forty by forty leach field should cost less than eight thousand dollars.
3. The excavation and the new foundation should cost less than fifteen thousand dollars. Any finishing of this space will be additional. There will be an unknown cost to relocate the safe.
4. The best guess is that the elevator would cost around fifty thousand dollars.
5. The new office furniture and the appliances for the kitchen are not included.

APPENDIX E - Comprehensive Plan Revision Recreation

The recreational field site at Shapleigh Meadows currently has two fields – one for soccer and the other for baseball. There is also a walking trail that has been constructed around the perimeter of the parcel. The overall size of the parcel will allow for the construction of two more fields or some other use in the future.

Swimming lessons are generally scheduled jointly with the town of Acton, who shares the cost of hiring Certified Red Cross Instructors. The lessons take place at the Shapleigh Town Beach, which is located on Square Pond.

Roller-skating and ice-skating sessions have been scheduled, often during the February school vacation. The participation in these events has been most gratifying. The Recreation Committee has discussed the possibility of planning for other activities for persons, both children and adults, in the community who are not sports-inclined. Already this past summer several events were scheduled in the part for children, a Punch and Judy Show and a Magic Show. Trips by bus to various destinations of interest have been suggested as a possibility for adults. In the past the Recreation Committee has made arrangements for families to attend Portland Sea Dog games. Eventually it may be necessary to hire a Recreation Director instead of relying solely on elected committee members who work in a volunteer status.

Funds placed in a Capital Improvements Fund will better allow the town to meet the needs for additional playing fields, tennis courts, skateboard parks, and various sites to accommodate the future needs of the town as it continues to grow.

Coordination with other towns to sponsor regional recreational activities will also be a focus. Regional use includes the availability of the YMCA in Sanford for swimming activities. The Town continues to provide funds to the Snowmobile Clubs for the grooming and maintenance of their trails for organized snowmobiling. Skating facilities are available—roller skating in Sanford and in other communities, ice skating in Alfred at the Brothers', and informal family skating on the pond in the Shapleigh Commons.

APPENDIX F – Historic and Cultural Resources

References:

“The Shapleigh History Trail” – brochure with map available at Shapleigh Town Hall.

“A History of Shapleigh, Maine” – Incorporated 1785-1985.

“Past & Present – Acton and Shapleigh”

note: Published by the Acton Shapleigh Historical Society, second printing Dec of 2002.

Map 3 – Southern Maine Fire of 1947