

TOWN OF ALFRED
COMPREHENSIVE PLAN

VOLUME 1:
PLAN SUMMARY

2002



TOWN OF ALFRED
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To: The Residents of Town of Alfred
From: Alfred Selectmen

The Selectmen of the Town of Alfred are pleased to submit this 2002 Comprehensive Plan to the residents of Alfred. The comprehensive Plan Committee has worked diligently to gather the thoughts and feelings of the residents of Alfred to chart the course for the future of Alfred. Each community, under state mandate, must have an updated Comprehensive Plan to be able to justify the Town's Zoning. This is in response to the Growth Management Act first introduced in 1988.

In early 2001, the Comprehensive Planning Committee applied for a \$10,000 grant from the State Planning Office. These monies would be used to assist the committee in providing the necessary professional services to prepare the Plan. In March of 2001, the Town received notification that the State had approved the grant. These were monies that would normally be provided by the Town.

The Comprehensive Planning Committee has spent countless hours during the past four years to position the town in preparation for the next decade. The future of the town lies in the hands of the residents. The Committee is simply pulling together their ideas and publishing them in a document to be used as a guide for the future of Alfred.

Formulating a document of this magnitude is no small undertaking. When the committee first got under way, there were several members of the community involved. However, as time went by, many members dropped by the wayside, which left a small core group to finish the Plan. The Selectmen would like to express their sincere appreciation to this small dedicated group for paving the road for the Town for the next ten years.

Because of the population and housing increases, many changes in land use are recommended. It should be noted that not every member of the Committee agreed with every aspect of the Plan. The Plan reflects the majority of the Committee. In the final hearing process, residents have the final input and direction for the Plan.

Along with the preparation of the plan, members of the committee spent many hours establishing an electronic mapping system, Geographic Information System (GIS), for the town. This computerized system will make information about each map and lot readily available as a database and or visual computerized map. The benefit of the system is to assist future planning and use of town resources.

After adoption of the Plan, the Planning Board will have the responsibility to change the Zoning and Subdivision Ordinance to reflect the Plan's recommendations.

Earland H. Morrison

Perley Yeaton, Jr.

John J. Sylvester

Overview

The 1988 Maine Comprehensive Planning and Land Use Regulation Act requires each municipality in the state to develop a growth management plan that addresses ten specific planning goals.

Alfred developed its first comprehensive plan in 1973 and every ten years thereafter. The 2002 Comprehensive Plan for the Town of Alfred is divided into three volumes: Volume I contains the Plan Summary, Volume 2 the Data Inventory and Analysis and Volume 3 the Capital Investment Plan. The Plan was developed over a period of 4 years by a volunteer committee assisted at various points by Professional planners from Southern Maine Regional Planning Commission (SMRPC). There was a significant effort throughout the planning process to involve the citizens of the Town of Alfred in the process of developing a plan for the next 10 years. Towards this end the final plan represents a significant effort to reach a consensus of the widely varying viewpoints of the citizens.

The steps in this three-year process are outlined below.

1. Conduct a preliminary assessment of Town goals, values, assets, liabilities, and key issues.
2. Prepare an inventory of the Town's physical, cultural, and social resources.
3. Establish a set of Town goals and objectives.
4. Develop specific policies to accomplish the goals and objectives.
5. Develop a strategy to implement the goals and policies.

The plan is basically the same as the previous plan. After the Data Inventory and Analysis was updated, we saw the town's demographics haven't changed much over the previous ten-year period and the anticipated growth rate didn't occur.

One area of concern for the committee is that large tracts of land were now becoming available and with that availability would come more growth. In fact this growth is happening in the whole of southern Maine. All towns are struggling to find ways to manage the growth and maintain open space. The town of Alfred is no longer an island, but a part of a region. Coordination between towns will become more necessary, because the state's open spaces cross town lines.

We emphasize that the 2002 Comprehensive Plan is a guide for managing growth over the next decade. It is a continuing process. It will be revised and amended as needed. It is not a document set in stone. It is a flexible document, designed to point the way as we develop methods and ordinances to implement our town's goals and objectives.

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ACKNOWLEDGEMENTS

The Alfred Comprehensive Planning Committee thanks the individuals from all local, state and regional organizations who assisted in the updating of the Plan.

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CHAPTER 1: INTRODUCTION

Why the update to the Plan?

The impetus for the plan update was Maine's 1988 Growth Management Law and subsequent changes, which required all communities in the state to develop and adopt comprehensive plans for their futures. It is important to bear in mind, however, that comprehensive plans are generally updated at least once every 10 years, and that Alfred adopted new plans every ten years since the 1970s.

What is a Comprehensive Plan?

A comprehensive plan is a guide for managing town affairs in the future. A plan provides both a blueprint of what the town wishes to be and recommendations for following this blueprint. More specifically, a comprehensive plan serves the following functions:

1. It serves as a legal foundation for the town's zoning regulations and other ordinances, and for revisions to those ordinances. State law requires all zoning ordinances to be based on an up-to-date comprehensive plan; any legal challenge of zoning provisions will be based primarily on whether the provisions are consistent with the town's Comprehensive Plan.
2. It sets forth a coordinated strategy for the town's future, based on the desires of the citizens and on an assessment of current conditions and anticipated needs.
3. It offers guidance to town boards, committees and other decision-makers by providing a set of voter-approved goals, policies and recommended implementation steps.
4. It serves as a framework for fiscal planning and for developing a capital improvement program.
5. It provides a forum for ongoing public discussions about the community's future.
6. It summarizes and analyzes background information on the town's natural, fiscal and economic resources, its facilities and services, and its growth and land use trends.

Although the Comprehensive Plan must be approved by voters at Town Meeting, it is not an ordinance or regulatory document. Recommendations are made for zoning revisions and capital investments, but these items require consideration and approval at subsequent Town Meetings before they can actually go into effect.

Neither is the Comprehensive Plan a document set in stone. It is intended to provide direction, not dictate an inflexible course of action. Also, the plan can be revised at-any time by a Town Meeting vote. Comprehensive planning is essentially a process, not a product, and the document should reflect changing conditions and priorities. It is recommended that the plan be reviewed and updated at least

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every five years and completely revised every 10 years to reflect new Information, emerging planning issues, and changing citizen attitudes.

What Is Maine's Growth Management Program?

In 1988, the Maine legislature adopted the Growth Management Law. The bill as passed was the result of a compromise between the McKernan Administration, a legislative committee, and groups representing municipalities, businesses and environmental concerns.

The law was developed in response to the unprecedented growth in Maine communities had been experiencing during the 1980s. While this growth was viewed by many as a positive development, legislators, voicing the concerns of their constituents, felt most communities lacked a plan or strategy for how this growth should fit into their cities and towns. Without such a strategy, communities often found their futures being shaped by forces over which they had little or no control. They found the plans and ordinances they had on the books often did little to direct or manage growth, or that actions by local boards in reviewing developments were ruled invalid by courts. The development community, on the other hand, often found itself frustrated when proposals were summarily opposed by Planning Boards or citizens groups, with no indications from communities on where or on what terms such projects might be appropriate.

The basic purpose of the growth management law is to empower municipalities to manage growth and development on the local level rather than having the state put more local development activities under the jurisdiction of its various agencies. The law requires that each municipality in Maine develop a comprehensive plan, laying out a local growth policy and other guidelines for managing the community. The law also requires each community to develop and carry out an implementation program based on the Comprehensive Plan, so that the plan becomes a working document rather than just another study that gets relegated to a back shelf.

The law requires local plans to address 10 state goals, which are listed below. These goals are general, and phrased in positive rather than restrictive language. Communities are left to work out their own strategies for addressing these goals and any others they wish to develop.

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services and preventing development sprawl.
2. To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
3. To promote an economic climate that increases job opportunities and overall economic well being.
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
5. To protect the quality and manage the quantity of the state's water resources, including lakes, aquifers, great ponds, estuaries and coastal areas.
6. Protect the state's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.

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7. To protect the state's marine resources industry, ports and harbors, from incompatible development and to promote access to the shore for commercial fishermen and the public. (Not applicable to Alfred)
8. To safeguard the state's agricultural and forest resources from development which threatens those resources.
9. To preserve the state's historic and archeological resources.
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

Under the state law, Alfred was designated a "tier one, round two" community due to its high growth rates. The state has also provided Alfred with a substantial planning grant, which has allowed the town to obtain technical assistance on the plan.

How was the Plan Developed?

A volunteer Planning Committee, appointed by the Selectmen for a term necessary to complete the project, undertook the overall development and coordination of the Alfred Comprehensive Plan. Assistance in data collection and plan development has been provided by contractual arrangement with the Southern Maine Regional Planning Commission.

Funding sources for the plan's development were as follows:

Town Appropriation:	\$5,000.00
State Planning Grant:	\$10,000.00
Total:	\$15,000.00

Starting in the fall 1999, the Planning Committee met at least once every month and then starting in 2001 on a weekly basis. Meeting dates were posted and every meeting has been open to the public.

The committee followed the steps below in developing the plan, which is reflected in the ultimate organization of the plan.

1. A Preliminary Assessment of community problems, issues, needs, and planning capabilities was made. This assessment was made by discussions among committee members and by conducting public opinion surveys.
2. An Inventory and Analysis, of background information on the town was made. Data on population, housing, the local and regional economy, land use, public facilities and services, transportation, and natural and cultural resources was collected and trends were identified. Analysis of this information helped in identifying additional planning issues and future needs.
3. Goals and Policies for guiding the town's future were formulated. Most of these goals and policies were proposed to address specific planning issues and needs as identified in steps 1

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- and 2. Public input from workshops, forums and town wide survey also were used in policy development.
4. Recommended Implementation Steps, for carrying out the goals and polices were developed. An implementation schedule was also devised, listing proposed actions, the town board or group responsible for carrying out each action, and a proposed time frame for implementation.

How did the Public Participate?

Citizen participation was stressed throughout every stage of the planning process. All Planning Committee meetings have been open to the public, with meeting dates posted. News and information from the Planning Committee was published in the quarterly town newsletter.

The 2000 Comprehensive Planning Committee mailed the same survey used by the previous Comprehensive Plan Committee in November of 1999. A second survey was given out at a public forum in April 2001.

In December of 2001 the Comprehensive Planning Committee assembled a focus group made up of the town's committee members to try to get a preliminary idea of what the town's people were thinking. Some of the items which showed the greatest interest were to strengthen the existing subdivision ordinance, establish a new residential district that is between village and rural residential and creation of a district within a district, "Overlay District", where specific geographical characteristics of the land doesn't allow the land to be used according to the existing district requirements.

The Comprehensive Planning Committee sponsored two public meetings in the spring of 2002 to further involve the Alfred residents in the planning process as well as provide a forum in which to collect additional public opinion on key issues. J.T. Lockman and Suzanne LePage of the Southern Maine Regional Planning Commission chaired the public meetings. The agenda for both gatherings included presentations by committee members followed by a question and answer session. Finally residents were asked to render their opinion in the form of a "dot voting" process. The results of the dot voting are located in Volume 1 Chapter 3.

It was apparent, at the April 30, 2002 meeting that open space, farmlands, scenic vistas and other natural resources were important to the residents' quality of life. The impact that uncontrolled residential growth could have on these community assets was another major concern.

At the May 30, 2002 meeting, some of the items that received the highest number of dot votes where people felt the current standards for density, road frontage and setbacks were adequate. They also felt sidewalks would ruin the character of the Town and they gave strong support for increasing the rural residential house lot to a 5-acre minimum.

Committee members made an effort to get ideas of what other communities were doing by attending regional land trust meetings.

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How is the Plan Organized?

The plan is organized into three volumes. The first volume, the policy portion of the plan, includes goals and policies for guiding the town's future and recommended implementation strategies. It also includes a community overview and summaries of the Inventory and Analysis section and public opinion survey.

The second volume is comprised of detailed background information on the town. It includes an Inventory and Analysis and a series of appendices with other information.

Volume three is the Capital Investment Plan.

Copies of these volumes will be circulated widely, reviewed at public hearings and available at the town offices, the town library and the town's website.

CHAPTER 2: COMMUNITY OVERVIEW

This chapter provides a brief overview of Alfred's physical and geographic characteristics, its history and its community character today. A more detailed description of these topic areas is included in the Introduction to Volume 2, Inventory and Analysis.

Physical And Geographic Setting

Alfred, Shiretown of York County, is located at the geographic center of the fastest growing county in Maine. The community is predominately rural; with a "classic New England village" that is both a historic and a contemporary town center.

Ports, cities and seacoast resorts lie to the Atlantic side of Alfred. The beaches of York, Ogunquit, Wells and Old Orchard are only a half-hours drive, yet Alfred, located inland, is spared heavy summer traffic. To the south are Kittery and Portsmouth with long shipbuilding traditions. To the northeast, lies Portland, with its many employment opportunities, financial institutions, and cultural attractions. Bordering Alfred on the southwest is Sanford, a major employment and service center for Alfred residents. The town's other immediate neighbors are Shapleigh to the west, Waterboro to the north, and Lyman to the east. Kennebunk shares a small segment of Alfred's southern border.

The town's topography, major physical features and soils were largely shaped by glaciers that receded from the Alfred area some 14,000 years ago. They created the town's hills, valleys, flatlands and surface waters and helped to shape variations in soils types, vegetative cover, groundwater characteristics, and the general suitability of areas for development and other land uses.

The town's major lakes and ponds are Shaker Pond, Middle Branch Pond, Round Pond and Estes Lake. Major rivers and streams are the Middle Branch of the Mousam River, Littlefield River, Hay Brook and Trafton Brook, of which all drain to the south.

The town's 18,000 acres are divided almost equally into two distinct geographic areas. Southern Alfred is generally a flat plain that extends northward to the village, with elevations 200-250 feet above sea level. This plain is actually the inner margin of the continental shelf and is part of Maine's coastal lowland area. The predominant soils type of this area is sand and gravel deposits.

Northern Alfred lies at the edge of Maine's hilly inland belt. Elevations rise abruptly at Bracket Hill (480 feet) and Yeaton Hill (600 feet) and extend northward through the town. The highest elevation is 1,020 feet on Fort Ridge at the Shapleigh Town line. Soils in this area are predominately glacial tills.

Climate actually varies significantly between these two areas of town, with the inland areas sometimes warmer in the summer and colder in the winter than areas closer to the coast. Depending on prevailing winds, the two areas periodically experience contrasts in the type of precipitation and visibility conditions.

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Historical Overview

The first humans to inhabit Alfred arrived about 12,000 years ago, remaining relatively undisturbed until the arrival of the first European settlers. Colonization of the Maine coast started in 1622, but conflict between the English, French and Indians hampered settlement of the interior.

Simeon Coffin, from Newbury Massachusetts, was Alfred's first known settler. In 1764 he built a wigwam near the north side of Shaker Pond, which was then called Massabesic. Substantial home construction began soon after; Alfred's first two-story houses, the Daniel Gile homestead on Federal Street, still stands today. Within 20 years, the town had sawmills, gristmills, a brickyard, tanners and potters. The first school was started in 1770.

A thriving lumber industry developed. Many areas of virgin pine were cut for the lucrative "mast trade". When the first growth was cut, prime land became available for crops and pasture, and an agricultural economy developed.

The area that is now Alfred was included in the town of Sanford, and was later known as the north parish of Sanford. Finally, the town separated from Sanford in 1794 and was named "Alfred." At that time the town had a population of about 400, including 120 taxpayers.

The Shakers became an important part of the community and built a meetinghouse in 1794 on the considerable land they held between Shaker Pond and Bunganut Pond. At its zenith, the Shaker community had more than 50 buildings. Eventually the Shakers went into a decline and in 1931 the 21 remaining members left to join the Sabbathday community in New Gloucester. The property was sold to the Brothers of Christian Instruction, who own it today.

Nearly all the older principal buildings in Alfred village were built between 1800 and 1820. In 1806 Alfred became the Shiretown of York County, and the County Courthouse was constructed in the village. Professional men moved to town and built many of the substantial buildings that now comprise the Village historic district.

Alfred flourished between 1830 and 1854, during an era historians call Maine's golden age. Before and after the Civil War, Alfred suffered a moderate decline, due in part to western migration and a decline in the lumber industry. Alfred, however, did not suffer the kind of exodus experienced by other Maine towns. Its position as county seat helped it to retain a healthy population of professionals and the service businesses that supported them. The town remained a trade center with a relatively stable agricultural economy.

Besides mills, industrial development never occurred in the town to any degree. By not being dependent on any one economic sector, the town has escaped the effects of sharp changes in the business cycle and, as discussed above, the population shifts that have marked the history of many Maine towns of similar size.

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The railroad reached Alfred from Waterboro in 1864 and was completed to Rochester, New Hampshire in 1871. During the busiest years from 1910-20, more than 30 trains a day passed through Alfred. Passenger service ended in 1949, and the last train ran in 1961.

In 1947, when widespread forest fires burned throughout Western Maine, Alfred lost 4,500 acres of woodland and two residences. The burned areas were in North Alfred and a strip along the Lyman line in the southeast part of town.

The last 50 years have been a period of relative stability, as Maine witnessed a shift from rural to more suburban and urban development. The town's population began to increase rapidly during the late 1960s and early 1970s. Because of increasing growth, the town's first Comprehensive Plan was developed in 1973. During the 1970s, the town's population increased by 56%. From 1980 to 2000 Alfred didn't grow at the projected rate of the plan.

In 1981, the town enacted a building moratorium while the Planning Board revised the existing plan and the zoning ordinance. In 2002, Building permits were limited to 40 by the passing of a growth ordinance at the town meeting.

Alfred Today

Alfred is fortunate to still have many links with its past that provide continuity and perspective. Perhaps the town's greatest inherited asset is an attractive village center that still serves as a focal point for town activities and commerce. Many Maine communities lost their village areas during the 20th century, and now are hoping to reestablish some sort of town center. Alfred village both helps to define the town and to provide a planning model on which to build for the future.

Alfred's Town Meeting form of government is basically the same as it was two and half centuries ago. Three selectmen and volunteers who staff town programs direct municipal operations.

Major services provided by the town are education, road maintenance, fire and rescue services and solid waste disposal. The town also supports recreational programs, social services, and cultural activities such as summer band concerts.

Major facilities are the town offices, the Alfred Elementary School (owned by S.A.D 57), Troup A State Police facility, the transfer station, the public library, the fire and rescue station, all of which are located in or near the center village. Major county facilities -- the courthouse, jail and shelter -- are also located in or near the village area, as is the Federal Post Office.

The Alfred Water Company became a quasi-municipal district in 2001 and supplies water to roughly 700 residents in the village area. The York County Sheriff's Department and the State Police provide police protection.

Alfred's character is that of a pleasant and attractive small town with a great deal of community spirit and pride. Properties in the village and throughout the rest of town are generally well maintained. Local
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organizations such as the American Legion and Lions Club are active in sponsoring community events and providing charitable services. There is an Alfred Summer Festival with a parade and a variety of activities. Most major holidays are commemorated with special events.

While many organized activities focus on the village and contribute to its special character, natural resources, large tracts of open space and a variety of recreational opportunities largely shape the town's rural character. The federally owned Massabesic Experimental Forest encompasses 1,754 acres, and most of it is available for hiking, hunting, snowmobiling, and cross-country skiing. The town's numerous lakes, streams and wetlands support a variety of wildlife and provide recreational opportunities as well. There is ice-skating at the Brother's and on Shaker Pond and Estes Lake. Many owners of large landholdings permit public access for hunting, fishing and winter recreational activities.

With its appealing blend of village and rural living, it is no wonder that Alfred has attracted new residents. During the last 20 years, the population of Alfred has doubled. Rising real estate prices have placed home ownership out of the reach of many first-time homebuyers. The growing population requires added housing, education facilities, public safety and transportation facilities, and this, in turn, requires increased municipal revenues.

Although Alfred can still be described "rural" it is increasingly taking on characteristics typical of suburban communities. A high percentage of residents commute elsewhere to work, making the town a bedroom community. Much of the development that has taken place during the last 20 years has not occurred within or near the village, but in rural areas. Many traditionally rural roads have acquired a very "non-rural" appearance of houses located every few hundred feet along most of their length. Traffic on major roads is increasingly congested with noticeable rush hour conditions.

While forces of suburbanization will continue to affect Alfred in this decade and beyond, some of the negative impacts of these changes can be reduced if the town pursues policies aimed at managing growth. Change is inevitable -- as the history of Alfred shows. The overall goal of this plan is not to prevent change, but to provide a strategy for how change might be accommodated, while preserving the qualities that make Alfred an enjoyable and special place in which to live.

CHAPTER 3: SUMMARY OF PUBLIC OPINION SURVEY

In order to gain an in-depth understanding of what issues and concerns were of most importance to Alfred's citizens, a survey was conducted in November 1999. Questionnaires were sent to 919 Alfred households using the town mailing list. Additional copies were distributed to occupants of rental housing complexes. One hundred sixty-eight (168) citizens returned the surveys for a response of 10%, which is, considered a typical rate of return. This chapter summarizes the results of the survey. A complete tabulation of the survey results is included in the Appendix C to Volume 2.

The following items received the highest rating (70% or more) from the respondents. This indicates a high-level of agreement on these items and highlights some priority issues for Alfred's citizens.

- 88% would encourage agriculture and tree farms.
- 85% would encourage single-family style housing.
- 84% would discourage large industry.
- 82% would encourage home occupations.
- 77% would encourage senior citizen housing.
- 76% would discourage apartment development.
- 75% would encourage small industry.
- 74% would not encourage mobile home parks.
- 72% favor a town growth control ordinance.
- 70% favor town-owned open space.

The following items received the next highest rating (50% to 70%) from the respondents. This indicates less clear agreement on these issues, but still a majority opinion.

- 69% would discourage subdivision development.
- 67% would discourage individual mobile homes.
- 65% would discourage gravel pits.
- 63% would discourage ATV trails.
- 56% did not favor RV campgrounds.
- 51% favor vacation homes.
- 51% would discourage commercial development.

To measure how serious the residents were about the following town enhancements, the respondents were asked if they would support these initiatives if it meant increased taxes.

- **69%** increase taxes to expand road maintenance.
- **63%** increase taxes to improve transfer station.
- **62%** increase taxes to improve the schools.
- **57%** increase taxes to establish senior citizen housing.
- **56%** increase taxes to purchase open space land.
- **48%** increase taxes to expand recreation facilities.
- **35%** increase taxes to expand fire dept.

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- **34%** increase taxes to expand street lighting.
- **27%** increase taxes to expand town office services.
- **25%** increase taxes to establish low-income housing.
- **23%** increase taxes to expand code enforcement.
- **16%** increase taxes to establish police dept.
- **13%** increase taxes to establish industrial park.

The following is a list of town services, ranked by the results of the survey. They are listed from the highest-rated service to the lowest rated.

1. Ambulance Service
2. Town Offices
3. Fire Department
4. Schools
5. Code Enforcement
6. Conservation Committee
7. Transfer Station
8. Planning Board
9. Board of Selectmen
10. Zoning Board of Appeals
11. Law Enforcement
12. Town Recreational Facilities
13. Road Conditions
14. Street Lighting

Residents were asked to rate the above listed town services as either good, medium or poor. The ambulance service received the highest rank with a score of 79% whereas the town's street lighting had the lowest score in that only 35% of the participants gave it a "good" rating.

Other Findings And Analysis

The Comprehensive Planning Committee sponsored two public meetings in the spring of 2002 to further involve the Alfred residents in the planning process as well as provide a forum in which to collect additional public opinion on key issues. J.T. Lockman and Suzanne LePage of the Southern Maine Regional Planning Commission chaired the public meetings. The agenda for both gatherings included presentations by committee members followed by a question and answer session. Finally residents were asked to render their opinion in the form of a "dot voting" process.

The results of the dot vote conducted at the April 30, 2002 meeting indicated the biggest issue the Town of Alfred should address in the Comprehensive Plan is the protection of the environment. It was apparent that open space, farmlands, scenic vistas and other natural resources were important to the residents' quality of life. The impact that uncontrolled residential growth could have on these community assets is a major concern.

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Meeting participants expressed their concerns about the quality and quantity of Alfred's water supply for both drinking and recreation. Transportation as it relates to the ability of residents to move safely within and through the Town was discussed and voted on. Meeting participants identified taxes as another issue of grave importance for Alfred, i.e. how can the Town provide services for an expanding population without raising taxes. The recognition that Alfred businesses do not pay their full share for waste disposal was discussed and received half of the total dot votes for the Waste Management category. Meeting participants voiced strong concern over the potential for fast-rate residential development and the need for a balance with what the town wants and can handle as a result of the Lavalley land sale also received strong dot vote support.

The participants discussed a variety of issues at the May 30, 2002 meeting. The items that received the highest number of dot votes are as follows. Participants felt the current standards for density, road frontage and setbacks were adequate (39 dot votes). Participants felt sidewalks would ruin the character of the Town (28 dot votes). Residents gave strong support for increasing the rural residential house lot to a 5-acre minimum (26 dot votes). Participants indicated affordable housing was not addressed in the rural district, although it should be (25 dot votes). Meeting participants felt the State's Timber Harvesting rules were adequate (22 dot votes).

CHAPTER 4: GOALS AND POLICIES

This chapter summarizes the goals and policies proposed to guide the town in the next decade (2000-2010). Goals are long-term ends toward which town policies and programs are ultimately directed. They are broad and inclusive statements of desirable social, economic, and physical conditions, and provide a framework for managing the town and its future growth. They are phrased as an ideal towards which the community should work to achieve.

While goals are abstract statements of general purpose, policies focus on more measurable kinds of objectives that will be used to achieve the goals. Policies can be viewed as guidelines that provide specific direction in local decision-making and which can be readily translated into more detailed proposals or recommendations for actions. Chapter 6, Implementation Strategies, provides further recommendations for translating many of these policies into actions.

Land Use And Development (Goals 1-4)

The use of land and the nature of future development, more than perhaps any other factors, define the character of a town. Unlike many Maine communities, Alfred has managed to maintain its historic development pattern of a viable and attractive village center surrounded by large amounts of open space and low-density development. Citizens responding to the public opinion survey made it clear that one of their major concerns is preserving Alfred's rural and village characters. Actually achieving this goal is a major challenge both because new development often is drawn to the rural areas and open spaces that are so attractive and because the changes that erode the town's character usually occur over a period of time rather than all at once.

This section includes goals and polices on the town's development pattern, on the appearance of development, and on economic development. Because of the breadth of this section and differences between these subtopics, additional introductory notes precede each.

Alfred's Development Pattern

While Alfred was spared some of the unprecedented growth that occurred in neighboring communities during the 1990s, the town still saw a considerable increase in development. Almost all of it occurred in rural areas. A continuation of this development pattern in the next decade and beyond will mean continued loss of open space and a loss of rural character as these areas are carved into house lots. In order to avoid this suburban development pattern, the town needs to find ways to build on its historical village/rural development pattern.

The goals and policies of this section are intended to provide alternatives to a costly sprawl development pattern and to encourage the preservation of the town's rural character.

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Goal 1: To promote orderly growth and a land use pattern that preserves the town's rural character and reinforces the distinction between the town's village and rural areas.

- 1-1. Ensure that existing land use controls are consistent with this goal.
- 1-2. Discourage intensive development in rural areas while guiding growth away from environmentally sensitive areas.
- 1-3. Guide growth toward areas that can be efficiently and economically served with public facilities and services.
- 1-4. Discourage unplanned, piecemeal strip development along roadways, especially along arterial roads.
- 1-5. Encourage open space preservation, particularly in rural areas, by encouraging clustering and other techniques.
- 1-6. In and around the village area, provide opportunities for appropriate infill development and densities comparable with the existing development pattern.
- 1-7. Monitor the rate and location of future growth to assess the effectiveness of the town's land use policies and the impact on the town's fiscal capacity.
- 1-8. Promote the continued viability of remaining renewable resource-based enterprises, such as farming, forestry and orchards.
- 1-9. Discourage a sprawl development pattern in rural areas, particularly in remote areas where public service costs are high.

Appearance And Impact of Development

When new development is sensitively planned and well constructed, it can not only fit into a community, but also be an asset. Unplanned, piecemeal development, on the other hand, can seriously erode town character and have negative impact both on neighboring properties and on the environment.

Goal 2: To ensure that new development is compatible with the character of the town and does not have adverse impacts on neighboring properties and on the environment.

- 2.1 Discourage development that is incompatible with the character of the town and with neighboring residential areas, and encourage development that enhances the visual appearance of the community.

- 2.2 Encourage use of buffering, screening and landscaping to separate incompatible land uses and to improve the appearance of new projects.
- 2.3 Ensure that new developments preserve significant natural features and demonstrate minimal impact on the environment.
- 2.4 Review the impact of new development on traffic, noise, on town services and other concerns.
- 2.5 Ensure that development does not exceed the capacity of the land to support that development.
- 2.6 Encourage the preservation of remaining scenic vistas along rural roads and elsewhere.
- 2.7 Monitor new developments to ensure this goal is met and maintained.

The Center Village and Village Areas

Before the advent of the automobile, most Maine communities had definable village centers where people lived, worked, worshiped, shopped and gathered socially. During the 20th century, many towns lost their centers; a famous lament of those returning to their hometowns in the 1950s and '60s was that "there is no 'there' anymore." Alfred is extremely fortunate in that it still has a "there" -- an attractive village center with a distinctive character that serves as focal point for the town. What makes the village special? It's a combination of factors: a concentration of historic homes on relatively small lots; houses that are in many cases quite close to the street -- creating a pleasant rhythm of building facades; large street trees; attractive fences; a general lack of large parking lots, paved areas and large signs; a variety of thriving businesses; and the location of many public buildings, including the town offices.

Unfortunately, as described above, many of the factors that encouraged the development of the village are no longer with us, and many new forces work against the maintenance of a village-rural development pattern. The purpose of the goals and policies of this section are intended to promote the continued viability of Alfred's village area, while recognizing the inevitability of change.

Goal 3: To maintain and reinforce the character of Alfred Village as the town center and ensure that the integrity of the Village is not compromised by incompatible development.

(Note: To promote clarity, a distinction is made between the "Center Village" -- the concentration of historic structures north of Routes 111 and 4A -- and the "village area" encompassing the Center Village, Alfred Mills and other areas served by public water.)

- 3.1 Maintain a commercial/residential mix in the Center Village.

- 3.2 Discourage changes and development in the Center Village that would disrupt existing streetscapes, recognizing the importance of scale, building setbacks and architectural quality in defining the character of the area.
- 3.3 For new buildings and facilities located in village area outside the Center Village, promote sensitive design that provides continuity with the village character.
- 3.4 Encourage location of essential facilities and services in or near the village area, where feasible.
- 3.5 Ensure that signs are appropriate in scale and design to the Village's character.
- 3.6 Enhance pedestrian safety and access within the center village and village areas.
- 3.7 Ensure that new buildings and uses provide adequate off-street parking that is located and designed so that it does not diminish the integrity of the Center Village.

Economic Development

Alfred is primarily a residential community with several county facilities and a variety of commercial enterprises including several retail and service establishments, numerous home occupations, and some surviving resource-based activities such as agriculture and forestry. Most of the town's labor force commutes to Biddeford / Portland and other employment centers. The economic well being of Alfred's residents, therefore, is tied closely to the health of the regional economy.

The goals and policies of this section are aimed at promoting local commerce that will be an asset to the town, encouraging agriculture, forestry and other businesses already operating in the community, and ensuring that the commercial development that occurs during the planning period fits into the community and does not have negative impacts on the environment and town facilities and services.

Goal 4: To promote economic development that is consistent with the town's character, is environmentally sound, contributes to jobs and the tax base.

- 4.1 Develop land use measures that guide the commercial / industrial development that occurs to suitable areas within the town.
- 4.2 Ensure that any new commercial, industrial and institutional development is compatible with the character of Alfred and meets appropriate standards concerning the environment, traffic safety and design.
- 4.3 Provide for development of professional offices within the town.
- 4.4 Continue to encourage home occupations townwide.

- 4.5 Encourage well-planned commercial development at selected locations along arterial roads rather than a piecemeal strip development pattern.
- 4.6 Support renewable resource-based enterprises such as agricultural and forestry activities.

Housing

Alfred is predominately a community of single-family housing, and citizens responding to the public opinion survey indicated they want the town to stay this way. During the 1970s and 1980s, housing prices regionally and locally rose dramatically, reducing housing opportunities for middle income, and especially lower income, residents. This trend subsided in the early 1990's, but then started again after 1995. In addition, the ongoing trends of shrinking household size and the aging of the population in Alfred will create a growing demand for alternatives to large single-family homes. Although many of the factors determining housing costs are beyond the control of the town, Alfred can take positive steps to contribute to affordable housing solutions.

The goals and policies of this section are aimed at allowing housing alternatives and helping to reduce the costs of building new housing. A goal of 10% of all new housing should be "affordable" according to Maine State Housing Authority Rules. An affordable house in Alfred should cost no more than \$95,479 according to MSHA calculations (as of summer 2002, see Vol. 2, Chapter 4, Inventory). This number was derived using the median family income of \$47,100 for the County (FY 2002 figure from US Dept of HUD).

Goal 5: To promote diverse housing opportunities for present and future Alfred residents with a range of income levels.

- 5.1 Promote construction of high-quality residential buildings.
- 5.2 Continue to allow a variety of housing types, including multi-family dwellings.
- 5.3 Allow accessory apartments to be located within existing single-family buildings.
- 5.4 Continue to participate with the Maine State Housing Authority and York Cumberland Housing in providing affordable housing opportunities.
- 5.5 Identify environmentally suitable areas where the possible expansion of the existing mobile home parks or siting of new mobile home parks would be a permitted.
- 5.6 Investigate ordinance revisions that might reduce the cost of developing new housing.
- 5.7 Continue to permit manufactured homes on individual lots if these units meet safety and design standards.
- 5.8 Promote the upgrading and replacement of substandard housing.

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- 5.9 Promote energy conservation in buildings.
- 5.10 Monitor the number and location of seasonal conversions.
- 5.11 Promote housing to meet the aging populations needs.

Public Facilities And Services (Goals 6-14)

Public services and facilities include public safety (fire, rescue and police protection), solid waste disposal, public water and sewer, town government and administration, education, recreation, and other services such as general assistance. The main challenge facing the community in this area is balancing identified needs for public services and facilities against the town's fiscal constraints. Needs, as documented in the plan's inventory section, include serving the existing population and updating aging facilities and equipment as well as responding to the demands of a growing population during the 10-year planning period.

The goals and polices stated below provide direction in meeting existing and anticipated community needs, address identified deficiencies, and suggest strategies for reducing the costs and impacts of providing these facilities and services.

General

Goal 6: To provide public services and facilities that meet the needs of Alfred's growing population in an efficient and cost-effective manner.

- 6.1 Consider the location of existing public services and facilities in developing and revising the town's growth policies, and take into account the location of existing and future development in the siting of new public facilities.
- 6.2 Finance identified public facilities and service needs as part of a long-range Capital Investment Planning process.

Public Safety (Fire, Rescue and Police Services)

Goal 7: To maintain a level of service that is adequate to protect the public safety and respond promptly and efficiently to emergencies and hazards.

- 7-1. Maintain the central public safety building in the village area to adequately house fire and rescue equipment and meets departmental needs for the planning period and beyond.

- 7-2. Address other public safety facility and equipment needs for the planning period as part of a capital improvement program.
- 7-3. Pursue methods of encouraging a continued high-level of volunteer involvement, especially during weekdays.
- 7-4. Pursue methods of paid positions to promote improved 24 X 7 emergency response capabilities.
- 7-5. Promote measures aimed at reducing fire hazards in new construction and building rehabilitations.
- 7-6. Continue to work with neighboring communities on cooperative measures to increase coverage and reduce costs.
- 7-7. Continue the present arrangement with York County's Sheriff's Department and the State Police in providing police protection to the town. Also consider the possibility of a Contract Deputy Program with York County Sheriffs Department.
- 7-8. Assess the impact proposed new development has on public safety services.
- 7-9. Provide for fire ponds/dry hydrants as development occurs with costs equitably shared by the new housing that will be served.
- 7-10. Consider satellite safety facilities located near high density population areas, e.g. Keywood Manor.

Solid Waste Disposal

Goal 8: To provide cost-effective and environmentally sound disposal of solid waste.

- 8.1 Promote waste-stream reduction, by individuals and the town, towards meeting the state recycling goal of 50%.
- 8.2 Provide for safe disposal of white goods, tires, brush, construction debris and household hazardous wastes.
- 8.3 Pursue regional solutions to solid waste disposal, where cost-effective.
- 8.4 Continue monitoring the old dump site on Route 4 to ensure that it is environmentally secure and not a threat to the Alfred Water District wells and surrounding groundwater supplies.
- 8.5 Pursue measures to reduce illegal dumping and to encourage periodic roadside cleanup of junk and abandoned goods.

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Sewer And Septic

Goal 9: To continue to rely on septic systems for sewerage disposal, while ensuring that these systems function properly and do not create environmental hazards.

- 9.1 Continue monitoring community septic systems for malfunctions and groundwater impacts.
- 9.2 Encourage the regular maintenance of septic systems by homeowners.
- 9.3 Continue to carefully review the suitability of soils to accommodate new septic systems and the impact of new development on groundwater, particularly for proposed subdivisions and larger projects.
- 9.4 Ensure that the town is directly involved in any future deliberations by the state, county or others on the possible extension of public sewer service within the town. Any public sewer planning should be tied to the town's future land use planning efforts.

Water Supply

Goal 10: Protect the quality and quantity of the town's water supply and ensure that main extensions are consistent with the town's growth policies.

- 10.1 Provide additional protection for the wellhead and recharge area of the Alfred Water District wells.
- 10.2 Support the Alfred Water District efforts to develop a long-range plan for system maintenance, improvements and financing.
- 10.3 Ensure that water extensions are consistent with the town's future land use plan and growth policies.
- 10.4 Encourage the Alfred Water District to identify other high-yield aquifer areas that could serve as potential water supplies to developed areas, and devise protection measures.
- 10.5 Encourage expansion of water services to the community.
- 10.6 Support coordination between the Alfred Water District and the town to anticipate growth and economic development.

Town Government

Goal 11: To provide government that effectively administers the affairs of the town and which is fair, open and responsive to its citizens.

- 11.1 Continue communication and coordination among town officials, boards and staff.
- 11.2 Continue to encourage public participation in town affairs and programs, and provide regular communications to residents on local events and issues.
- 11.3 Evaluate the effectiveness of Alfred's present form of government in meeting the long-term needs of the town.
- 11.4 Continue to implement measures to improve efficiency and accountability in town administration, including standardized operating procedures.
- 11.5 Support staff and board training needs.
- 11.6 Assess the space requirements of the town facilities for future expansion.

Education

Goal 12: To continue supporting a high quality education for Alfred's residents while seeking to reduce the burden of education costs on taxpayers.

- 12.1 Improve cooperation and coordination with S.A.D. 57 in an effort to anticipate major capital expenditures, cost cutting, budget increases and alternative funding techniques.
- 12.2 Encourage citizens and town boards to communicate with the town's three representatives on the District Board of Directors.

Other Services

Goal 13: To support other public service and facilities at a level appropriate to their use and community needs.

- 13.1 Provide increased public support to the library, with an emphasis on expanding book acquisitions and providing additional hours.
- 13.2 Assess space for future requirements of the library.

- 13.3 Maintain a level of support for human service organizations and general assistance sufficient to meet the needs of Alfred residents who are using these services.

Recreation

Goal 14: To provide Indoor and outdoor recreation programs and opportunities to a range of age groups as Alfred's population grows.

- 14.1 Pursue public access to lakes, ponds, rivers and streams located in Alfred.
- 14.2 Plan for preserving and securing public access to undeveloped areas for recreational use.
- 14.3 Continue to support an active Parks and Recreation Committee that meets regularly, and consider additional support to assist the committee.
- 14.4 Evaluate recreation program needs for various age groups, and develop an ongoing strategy for administering these programs.
- 14.5 Continue to evaluate the adequacy of the existing town recreation facility, and plan for improvement and expansion as needs are identified.
- 14.6 Continue to work with the U.S. Forest Service in ensuring the continued availability of the Massabesic Experimental Forest for recreational use by Alfred residents.

Transportation

Most of the transportation issues facing Alfred relate either to the physical condition of roads or to the impacts of the traffic using the town's road network. Alfred's roads and bridges constitute a major town asset that requires ongoing investment. The major regional transportation routes that crisscross the town ensure that the town will be faced with increasing volumes of traffic and safety hazards as conflicts arise between pedestrians, bicyclist and local and through traffic. The location and type of new development strongly affects both the issues of road conditions and traffic. Local attempts to address transportation issues, however, must be combined with efforts at the regional and state level to plan for York County's future transportation needs.

The goals and policies of this section are aimed at maintaining and upgrading the town's existing road network, managing costs through financial and land use planning, and pursuing methods of reducing traffic congestion and improving traffic safety.

Goal 15: To maintain and improve Alfred's road network, address traffic and safety concerns, and serve the transportation needs of the Town.

- 15.1 Plan for road and bridge improvements and for corrective measures at high crash locations as part of capital improvements planning.
- 15.2 Ensure that all new roads and major reconstruction projects are built to appropriate standards and include adequate measures for drainage.
- 15.3 Implement and maintain a program of regular road condition assessment and maintenance to reduce the need for major repairs.
- 15.4 In setting priorities for road improvements, consider the function of each road in the town's transportation network and the impact road improvements would have on growth in the area.
- 15.5 Discourage development along abandoned, discontinued and unimproved roads.
- 15.6 Support new road development and capacity additions to existing roads only where it will not adversely affect sensitive natural resources.
- 15.7 Ensure that new development does not exacerbate traffic, safety or road conditions. Any destruction of an existing road that occurs during development should be restored to an equal or better than the original condition.
- 15.8 Reduce conflicts between local and through traffic along major arterials by discouraging new driveways and requiring well designed shared access entrances. Local incentives could be used to manage access for local roads.
- 15.9 Discourage the use of local residential streets for through-traffic and for the movement of heavy commercial vehicles.
- 15.10 Encourage transportation alternatives, including carpooling, mass transit, pedestrian ways and bike paths.
- 15.11 Continue to discuss with Maine Department of Transportation alternatives for solving Village traffic problems and improvement plans for the major arterials that run through the town.

Fiscal Planning (Goals 16-17)

Sound fiscal management and planning becomes increasingly important as Alfred grows and the administration of town government becomes more complex. Fiscal management really involves making the most efficient use of the town's available financial resources and promoting fairness and balance in the town's revenue-raising policies. Although the costs of running the town are sure to increase, Alfred can pursue measures that improve efficiency, enhance cash flow, reduce the yearly impact of necessary capital improvements, and reduce reliance on property taxes.

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The goals and policies of this section promote improved fiscal management of town government and strategies for diversifying funding to reduce the property tax burden on residential properties.

Fiscal Management

Goal 16: To promote sound fiscal management that incorporates long-range budgeting for needed capital improvements and improves the town's cash flow.

- 16.1 Continue to plan for capital improvements and establish a capital improvement funding process.
- 16.2 Monitor the current system of tax billing in order to reduce the need for tax anticipation borrowing. Consider semiannual or quarterly billing.
- 16.3 Improve the efficiency and accountability of the town's budget development process.
- 16.4 Develop a road improvement maintenance plan for the town-maintained roads and bridges to be used as a basis for a reserve fund to be included in the Capital Investment Plan.

Taxes

Goal 17: To maintain a reasonable and fair tax burden on Alfred's citizens.

- 17.1 Pursue methods to reduce reliance on the municipal property tax as the primary funding source.
- 17.2 Pursue cost-sharing methods with neighboring towns and other economies of scale.
- 17.3 Promote measures to ensure that new development pays its fair share of public services and facilities.
- 17.4 Evaluate the fairness of the town's assessment policies and the current valuation.
- 17.5 Examine the provision of town services to county facilities and other tax-exempt facilities and land.
- 17.6 Enhance communication to show citizens how their tax dollars are being spent.
- 17.7 Work to diversify the tax base through selected economic development.
- 17.8 Promote the participation in the "Tax Club".

Natural And Cultural Resources (Goals 18-21)

Alfred's natural resources include surface water resources such as lakes, ponds, rivers and streams; groundwater resources that provide drinking water and surface water recharge; and other critical natural resources such as wetlands, wildlife habitats, endangered species, steep slopes, scenic vistas, and valuable agricultural and timberlands. These resources can be harmed by a particular large-scale development, but more often are diminished by the incremental effect of land use activities. Most of Alfred's natural resources are ecologically linked to each other and to resources in adjacent towns. The goals and policies of this section promote the identification and protection of these natural resources.

Alfred's cultural resources include its historic buildings and archeological sites. These resources, particularly the former, do much to give Alfred its special character. A brief explanation precedes the policies on cultural resources.

Water Resources

Goal 18: To protect the water quality of Alfred's lakes, ponds, rivers, streams and groundwater resources.

- 18.1 Minimize the pollutants that flow into lakes and ponds from surrounding watersheds.
- 18.2 Maintain a strong shoreland-zoning program.
- 18.3 Regularly monitor the water quality of Alfred's surface waters.
- 18.4 Ensure a satisfactory level of protection for the Alfred Water District's wells and its recharge area.
- 18.5 Ensure that sand and gravel aquifers are protected from the detrimental effects of growth and development.
- 18.6 Review new development for potential groundwater impacts.
- 18.7 Monitor identified existing groundwater threats and work to minimize or remove identified sources of pollution.
- 18.8 Promote public education on proper management of surface and groundwater resources.
- 18.9 Continue to identify and locate potential threats to surface and groundwater quality.
- 18.10 Work with neighboring communities to protect shared surface and groundwater resources.

18.11 Encourage the expansion of the Alfred Water District.

Critical Natural Resources

Goal 19: To protect Alfred's critical natural resources, including wetlands, important wildlife habitats, endangered species, steep slopes and scenic vistas.

- 19.1 Provide a high-level of protection to wetlands of 10-acres or more and to high and moderate-value wetlands, as well as to associated buffer areas.
- 19.2 Maintain the inventory of wetlands and other natural resources as to their location, size, value and sensitivity.
- 19.3 Identify natural habitats and wildlife travel corridors, and provide adequate setbacks for their protection.
- 19.4 Require the identification and protection of critical natural resources by developments as they occur.
- 19.5 Encourage site design in new development that preserves scenic vistas and sight lines.
- 19.6 Discourage development activities on steep slopes.
- 19.7 Encourage private landowners to protect rare and endangered species and other critical natural resources.
- 19.8 Participate in regional watershed protection activities.

Agricultural And Forest Resources

Goal 20: To promote the continued viability of the town's remaining resource-based businesses and encourage the preservation of prime agricultural soils.

- 20.1 Ensure that land use controls do not discourage farming and forestry activities.
- 20.2 Preserve prime agricultural soils and valuable forestlands capable of economic productivity by discouraging residential development and encouraging clustering where development occurs.
- 20.3 Ensure that adequate setbacks and buffers are incorporated into residential developments adjacent to active farm and orchard operations.

Historic And Archeological Resources

Historic structures and clusters of older buildings contribute to defining a town's character and providing a link with the past. The concentration of historic buildings in Alfred's Center Village and their relationship to each other and to the street give the area much of its character and visual appeal. Archeological resources, on the other hand, provide valuable information on past human activities and are a source of community pride.

In the case of historic resources, the stated goals and policies are aimed at encouraging sensitive treatment of changes within the Center Village and to other historic resources rather than preventing changes from taking place.

Goal 21: To maintain the historic character of the Village and the town's other historic and archeological resources.

- 21.1 Ensure that new development in the Center Village is compatible with the historic character of that area.
- 21.2 Encourage the preservation of identified historic and archeological resources.
- 21.3 Monitor the impact of commercial uses and home occupations in historic buildings in the Center Village.
- 21.4 Continue to inventory the town's historic resources and seek federal and/or state landmark designations where appropriate.
- 21.5 In ongoing discussions with Maine Department of Transportation, communicate the town's concerns regarding the impact of possible road widening on the historic character of the Village.
- 21.6 Require new developments to survey and protect archeological sites if discovered.
- 21.7 Maintain town-owned historic buildings and encourage preservation of cemeteries.

CHAPTER 5: IMPLEMENTATION STRATEGIES

This chapter provides recommendations for implementing the goals and policies of the plan. These recommendations are specific in nature and proposed as feasible strategies for meeting the objectives of the plan. While strategies are not proposed for every policy listed, and the town may wish to take additional actions in the future, the strategies recommended in this section provide an ambitious program for community affairs in this decade.

The recommendations are arranged under major topic areas, which have been consolidated somewhat to eliminate redundancies. The sections are (A) Land Use, Development and Housing, (B) Public Facilities, Services and Finances, and (C) Natural and Cultural Resources. Additional information and recommendations on fiscal planning are included in Volume three, The Capital Investment Plan. A detailed schedule that lists the group or individual responsible for carrying out each proposed action and a time frame for implementation is provided in Appendix A.

Land Use, Development And Housing Strategies

1. Land Use Plan

The Maine Growth Management Act requires that the Town's comprehensive plan update contain a future land use map. (See Volume 1 Appendix B Map 2) The Land Use Plan is essentially the map and accompanying explanation that summarizes important goals and policies of this plan, particularly those involving land use and development. The plan is really a visualization of how and where the town should grow in order to meet desired objectives. Although it is realized that growth will continue to be driven by market forces that do not necessarily behave in a predictable fashion, the land use plan provides a foundation for enacting growth management measures and a touchstone to gauge success or failure of planning efforts.

The state guidelines recommend that towns designate in their land use plan at least two areas: growth areas, where residential and commercial growth over the next decade will be encouraged; and rural areas, where this same development will be discouraged. The intent of these recommendations is to challenge communities to manage growth, guiding it to areas where it is most appropriate and away from rural and environmentally sensitive areas.

The land use plan and resulting zoning districts currently in effect were implemented in the early 1990's. They include the following seven districts: (1) Center Village, (2) Village, (3) Rural Residential, (4) Round Pond Watershed District, (5) Commercial, (6) Resource Protection, and (7) Shoreland. (See Volume 1 Appendix B Map 3, Zoning Districts)

In 2002, the state developed two more categories for us to utilize. There are now two categories of rural areas: 1) CRITICAL RURAL; and 2) RURAL (our Rural Residential District), and two categories of

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growth areas: 1) TRANSITIONAL; and 2) GROWTH (our Village District). These categories are listed from the least intense level of development to the most intense level of development. We studied the provided definitions and concluded the town's size precluded the need for a transitional area but the town should consider the critical rural category.

While each of the Zoning Districts has served its intended purpose, development over the past ten years has been scattered across the town. For example, the original intent of the Rural Residential District was to discourage growth. By doing this, preservation of the town's open space would contribute to the rural nature of the town.

In this updated plan, we recommend that the town take additional steps to discourage development and preserve open space. This includes larger lot sizes; tax incentives for large landowners to keep their lands intact; land trusts; Town wide building permit limits or the town may want to go as far as purchasing development rights. The town may have to get very creative in developing this methodology.

The existing Zoning Districts and purposes are as follows:

A. Center Village Area

Purpose of Designation

The purpose of the Center Village District is to protect the present character of the historic village for a mix of residential, retail, office, and institutional uses in a village setting, on small lots; and to provide additional regulation of activities which are likely to cause health, safety, or general welfare problems on small lots.

The location and boundaries of the Center Village District are established as shown on the Official Zoning Map.

The land use standards below, basically maintain the existing zoning requirements for this district. While it is recognized that a 3/4-acre minimum lot size is larger than many of the existing house lots in the district, concerns about septic disposal and possible over development of this unique area weigh against reducing the minimum lot size in this area. The prior Comprehensive Plan recommended standards have been implemented in Alfred's current zoning ordinance.

Implemented Standards

Permitted Uses and Conditional Uses: Same as existing Center Village Zoning District. A mix of residential (single-family, duplex and multi-family), institutional and smaller commercial uses.

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Density: 3/4-acre minimum lot size for the first living unit for duplexes and multi-family dwellings. They require minimum lot size plus 50% of minimum lot size for each additional living unit.

Road frontage: 150 feet.

Front setback: 25 feet from edge of right-of-way.

Recommended Standards

- The town may want to include a standard that new buildings shall be set back the same distance as existing adjacent buildings. For Route 111, the 50-foot setback is retained.
- Other standards: Adopt performance standards that promote sensitive treatment of new parking areas and encourage them to be located on the side and / or rear of buildings. While smaller businesses and home occupations can compatibly use existing buildings, additional parking areas can have a major visual impact on the area. The use of appropriate visual screening should be included in any new standards.
- The prior plan approved sidewalk or walkway cost sharing between the town and state.
- When any expansion or renovation takes place on a non-conforming property, curb cuts will be brought into conformance.

B. Village District

Purpose of Designation

This area extends south of the Center Village to Alfred Mills and north to the base of Shaker Pond. It encompasses all areas served by the Alfred Water District plus some adjacent areas. The designation generally parallels the dimensions of the existing Village Zoning District, but has been expanded somewhat into contiguous suitable areas.

The purpose of the Village District is to provide an area for a variety of residential and commercial uses in a manner appropriate to their location. This is the area in which the location of public facilities can serve the greatest number of people economically. The Village District will provide for continuation of a village type development pattern at a density, which is lower than the Center Village District. This district will encourage the new development that will take place in Alfred in the vicinity of the existing village and within the service areas for water, public safety, and schools.

Recognizing that parts of the village area have their own existing "rural character", the land use standards below are aimed at promoting development that "fits in" without much visual or other adverse impact. Development of house lots is encouraged on internal roads, where new house lots can be sensitively laid-out and buffered. An existing residential project such as Hazel Dell and the Shaker Estates were designed in this manner and are attractively sited off a major approach to the Center Village. Similar single-family developments could fit in well with other areas on the village outskirts.

Implemented Standards

Permitted and Conditional Uses: Same as existing Village Zoning District. A mix of residential (single-family, duplex and multifamily), institutional and commercial uses.

Density: 2-acre minimum lot size for new lots created along existing roads
 1 -acre minimum lot size for new residential lots created along new internal roads that will be served with public water.
 For duplexes and multifamily dwellings, require minimum lot size plus 50% of minimum lot size for each additional living unit beyond the first living.

Road frontage: 200 feet for new lots created along existing roads.
 125 feet for new residential lots that are created along new internal roads, built to town standards, and that are served by public water.

Front setback: 50 feet from existing roads.
 50 feet from new internal roads.

Recommended Standards

- For developments off new internal roads, a buffering scheme should be devised that preserves the character of the existing street.
- For commercial uses, consider applying some of the recommended standards under the commercial area designation and use the lessor standards of the Village Area if the proposed impact is equal to or less than the Conditional Uses of the Village Area.
- The Village District should be increased 20% to encourage development in this area. One possible area would be to expand this district Northwest over the ridge toward the new transfer station.
- Consider converting portions of the rural residential zone in the southern most part of Alfred, i.e. Keyword Manor area to village district zoning to allow small retail / commercial business to serve that part of the community.
- Require 30 foot-wide landscaped buffer strips along arterial roads.

- Consider additional incentives which allow "back lot development" and "cluster development" rather than "linear strip development" to preserve open space.
- Provide design guidelines, which encourage the use of, peaked roofs, wood facades, integrated signs and architectural styles that "fit" Alfred.
- Consider other incentives to encourage siting of parking to the rear or side of the building.
- Provide a right-of-way to commercially developable property abutting the lot.
- The prior plan approved sidewalk or walkway cost sharing between the town and state.
- When any expansion or renovation takes place on a non-conforming property, curb cuts will be improved and brought into conformance.
- Expand the public water in this district.

C. Rural Residential Area

Purpose of Designation:

The Rural Residential Area is comprised of areas outside the Center Village and Village Areas and includes many of the town's traditional rural areas. Although a considerable amount of residential development has occurred along major roads running through this area, much of the "backland" is characterized by poor soils, steep slopes, and wetlands, or is devoted to active farm, orchard and forestry operations.

The purpose of this designation is to help retain the existing rural character of this area, allowing only low-density development and encouraging open space preservation. Agriculture and forestry-related activities and home-based businesses would be permitted uses in this area, but most other commercial activities would be prohibited.

Implemented Standards

Permitted Uses: Agriculture and forestry activities, single-family dwellings, two-family dwellings, home occupations.

Conditional Uses home-based businesses, public and institutional use, recreation-oriented commercial uses, professional offices located off arterial roads with site plan review.

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Density: 3 acres

Road frontage: 360 feet frontage

Front setback: 50 feet

Other standards: Continue to require sub-dividers to present two concept plans: one with clustering to preserve open space and the other a traditional "grid development" to determine the number of available lots. Sub dividers must, under present regulation, develop land in the Rural Residential District as a cluster. (Zoning Ordinance 160-96)

Recommended Standards

- Density: 3 acres.
- Setback from street right-of-way: increase to 75 feet.
- Increase road frontage to 360 feet.
- Strongly discourage “grid development” to preserve open space.
- Encourage large landowners to establish or become part of land trusts or create conservation easements to protect the open space and to provide incentives to those large landowners.
- Consider additional restrictions for clear cutting timber.
- “Major subdivisions” should be set back from the road so they are less visible from the road. A visual buffer should use natural vegetation. To ensure open space is maintained, only 50% of the developable land can contain clustered housing and the roads serving that housing. The remaining 50% of the land will preserve the natural state with limited recreational development, e.g. walking paths. The use of land trusts should be encouraged as a way to preserve open space in its natural state. Regional preservation should be considered. Reduce the setback requirements to 80 feet for cluster developments.
- Encourage limiting building permits issued per year.
- In an effort to preserve open save, the Town of Alfred may want to consider purchasing development rights of large land parcels.

D. Round Pond Watershed District

Purpose of Designation

This area encompasses the small 60-acre watershed for Round Pond. The purpose of the designation is to provide added protection to the immediate vicinity of the Alfred Water District wells. Although the extent of the recharge area for the wellhead is not known, it is likely that it extends well beyond the immediate surficial watershed. However, until better information is available on the flow of groundwater in the area, this designation provides an additional buffer to a vital water supply that serves the Alfred Water District and is an important first step in developing a wellhead protection program.

The recommended standards restrict most development within the district. The watershed acreage should be increased to support additional growth and to maintain and protect the water standards.

Implemented As “Article 10 Round Pond Watershed Protection District” Standards

Permitted Uses: Same as those allowed under Resource Protection

Conditional Uses: Gravel extraction, forestry operations

Prohibited uses: Underground storage tanks, salt and sand storage, clustered septic systems, chemical spraying, sludge disposal, new agricultural uses or any other activity which could jeopardize the water quality.

Recommended Standards

None

E. Commercial District

Purpose of Designation

The purpose of this designation is to provide specific areas where commercial/ industrial development that occurs during the planning period can locate. The advantage of designating specific areas is that major commercial development can be guided to locations that are best suited to handle traffic and other related impacts. Conflicts can be avoided with existing residences and other incompatible uses. The town can ensure all of its arterials do not become commercial frontage roads.

The development that occurs along many arterial roads in Maine is of the unplanned “strip variety”, which lines the approaches to villages with competing signs, numerous entrances, extensive parking in front of nondescript buildings. The recommended standards below are intended to promote an alternative to this kind of pattern, with a focus on well-planned commercial development that is visually attractive. Significant commercial development is occurring in Alfred. It is crucial these standards are used to help ensure the development will fit into the community.

Implemented Standards

Permitted Uses: Commercial and light industrial uses (with site plan review), single family housing.

Conditional Uses: Institutional uses, multifamily housing, gravel extraction.

Density: 3-acre minimum lot size for lots with frontage on arterial highways.
 2-acre minimum lot size for lots with frontage on interior roads.

Road frontage: 300 feet along arterial roads 150 feet along interior roads.

Setback from arterial highway: 70 feet, or 50 feet if parking is located to side or rear of building.

Setback from interior road: 50 feet

Other standards: Maximum 40% of lot covered by impervious surfaces

Recommended Standards

- Require 30 foot-wide landscaped buffer strips along arterial highways.
- Allow multiple businesses to be located on the same lot, if impervious surface and parking requirements are met and the development uses a planned approach, which integrates access, parking, and circulation.
- Consider additional incentives, which allows commercial "back lot development" rather than linear strip development.
- Provide several design guidelines, which encourage the use of peaked roofs, wood facades, integrated signs and architectural styles that “fit” in Alfred rather than canned “corporate” design. Consider other incentives to encourage siting of parking to rear or side of building.

F. Resource Protection District

Purpose of Designation

This designation is comprised of areas currently zoned as Resource Protection: 100-year floodplains, inland wetlands, the Massabesic Experimental Forest and selected lakeshores. Wetlands, 10-acres or larger rated as moderate and high-value must include a 250-foot buffer under the state's Shoreland Zoning guidelines. However, Alfred is more restrictive by adopting a 1-acre wetland designation.

The purpose of this designation is to protect critical natural resource areas and surface water quality from the adverse impacts of development.

Recommended Standards

Permitted and Conditional Uses: Basically only recreational, agricultural and non-structural uses permitted. Other standards: State Shoreland Zoning Guidelines impose additional restrictions on vegetative cutting.

G. Shoreland District

Purpose of Designation

This designation is comprised of areas within 250 feet of surface waters that are not categorized as Resource Protection. Many of these areas are already considerably developed with summer and year-round residences.

The purpose of this designation is to discourage additional intensive development in these areas and to protect the water quality and visual beauty of these valuable resources. In many areas, extensive future development is improbable because most of the lakefront area has already been divided into lots. Future impacts on the environment will be determined more by how development is handled on existing vacant lots and on the activities of existing homeowners. Stringent land use standards, however, can assure that development of remaining shorelines and back lot areas occur at relatively low densities and that an adequate vegetative buffer is maintained.

Recommended Standards

Permitted and Conditional Uses: All uses permitted in Resource Protection District, one- and two-family dwellings and water-dependent commercial uses. Consider not permitting major earth moving / mining and multi-family dwellings.

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Density: 5-acre minimum lot size.

Minimum road frontage: 400 feet.

Minimum water setback: 100 feet (Required by state guidelines)

Additional Standards: Restrictions on vegetative cutting per state guidelines.

Recommendation

- Explore local regulations that are more restrictive than the state wastewater disposal regulations with respect to depth to limiting factors for septic systems.
- Any permitted rule variances should only be considered if all other options have failed to resolve the issue.

H. Critical Rural District.

Purpose of Designation

"Critical Rural District" means a rural area that is specifically identified and designated by a municipality's or multi-municipal 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.

While the intent of the Critical Rural District is not to completely eliminate any residential development, it is important to do so in a manner that preserves the utmost reasons for establishing this district. All other options should be explored before development occurs.

Recommended Standards:

- Density: 5 acres.
- Setback from street right-of-way: increase to 75 feet.
- Road frontage of 360 feet.

- Eliminate “grid development” to preserve open space.
- Provide incentives for large landowners to establish or become part of land trusts or create conservation easements to protect the open space.
- Establish a timber harvest ordinance with additional restrictions for clear cutting timber, timber liquidation and canopy openings restrictions.
- “Major subdivisions” should be set back from the road so they are less visible. A visual buffer should use natural vegetation. To ensure open space is maintained, only 40% of the developable land can contain clustered housing and the roads serving that housing. The remaining 60% of the land will preserve the natural state with limited recreational development, e.g. walking paths. The use of land trusts should be encouraged as a way to preserve open space in its natural state. Regional preservation should be considered.
- In an effort to preserve open space, the Town of Alfred may want to consider purchasing development rights of large land parcels.
- Coordinate with other towns that wish to preserve open space continuity between towns.
- Coordinate with local land trusts to identify high-value areas, e.g. Three Rivers Land Trust.

2. Town Owned Property

Recommendations:

Use selective wood harvesting on town owned property to fund purchasing of property or development rights to preserve open space.

Establish a “Conservation Lands Committee” that could be made up of the Conservation Commission and the Selectmen to evaluate the town-owned lands without buildings. These lands are comprised of mostly land that the town has accumulated as a result of non-payment of taxes. Based on the conservation value of these lands, the Committee would make recommendations to the Selectmen as to whether the town would maintain these lands as conservation lands or liquidate them and use the funds to purchase lands that have a greater conservation value. The funds could also be used to purchase development rights.

3. Other Strategies On Land Use, Development And Housing

Pattern, Appearance and Impact of Development

Strategies implemented

1. Make revisions to the zoning ordinance based on the recommendations of the Land Use Plan.
2. Continue the major subdivision regulations requiring that subdivision proposals in rural residential and growth areas be designed as a “cluster” development that preserves open space. The traditional “grid” concept would be used to determine the number of lots allowed.
3. In review of development proposals, encourage designation of "building windows" on site plans to help protect natural resource features and promote natural buffering. Site alterations outside these windows would be discouraged.
4. Annually evaluate the amount and location of residential growth to see if it is ahead or behind projections for the planning period, and what percent is occurring in each district. If growth substantially exceeds projections, or growth continues only in rural areas, consider additional land use measures to better manage growth.
5. Continue the site plan review that applies to new commercial and institutional development, major alterations and expanded uses, and residential projects not covered by the subdivision ordinance. Continue to incorporate as necessary the performance standards from the existing zoning ordinance and include others regarding traffic, access and circulation, layout, visual impact, buffering, landscaping, drainage, septic disposal, and noise, and adjust the procedures for development review and approval.
6. In zoning and site plan review provisions, include standards that encourage the following in new commercial and institutional projects as well as renovations to commercial and institutional projects:
 - Parking located to the side and / or rear of buildings.
 - Buildings located on new internal access roads rather than along existing arterial frontage.
 - Building design that relates to Alfred architecture rather than corporate models.
 - A clustered commercial approach, with a number of businesses located in one building or on one lot served by common access, parking, signs and utilities.
 - Preservation of undeveloped frontage.

- Appropriate landscaping and require buffering and screening to minimize visual impact.
 - Incentives for additional development to be located in lateral rather than linear pattern along major arterials.
 - Pedestrian and bicycle access, especially in village areas.
 - Upon renovation or alteration of existing properties on existing arterial any traffic safety conditions should be addressed and corrected.
7. Maintain commercial zones where their uses are permitted and limit commercial activities in other areas of town.
 8. Allow professional offices at appropriate locations along major arterials, in addition to designated commercial and village areas. Proposals should demonstrate minimal impact on traffic and the surrounding area.
 9. Promote the construction of buildings that relate to the existing architecture of the town.
 10. Provide options other than development to owners of large land holdings. Encourage voluntary preservation of farm and open space by continued participation in the Tree Growth and The Farm and Open Space Tax Programs. See other strategies on Natural Resource section for agriculture and forestry. Local Land trusts can also provide open space options to landowners.
 11. Notify neighboring towns of development proposals in Alfred near town boundaries and on shared natural resources encouraging these towns to reciprocate.

Housing

1. Review BOCA Code updates and adopt the new sections where appropriate.
2. Revise zoning ordinance to allow accessory apartments to be added to existing single-family buildings without requiring additional land area if performance standards are met regarding septic and parking.
3. Under state law, all communities must designate at least several areas of town where mobile home parks are a permitted use under local zoning ordinances. The state law also prohibits towns from requiring lot sizes within mobile home parks to be larger than 20,000 square feet (about 1/2 acre). Insure that performance standards on buffering, environmental impact and design are maintained and monitored.
4. Review performance standards on mobile homes (within and outside mobile home parks) to ensure that they adequately promote high quality homes and are in conformance with state law.

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5. Publicize any available low interest loans for home improvements.
6. Ensure that information on energy-efficient construction and energy audits are available.
7. Ensure that town-owned buildings are as energy-efficient as possible.
8. In reviewing subdivisions and conditional uses, encourage energy-efficient design.
9. As part of the annual monitoring of housing growth, track the number of seasonal conversions and their impact on the town.
10. Conduct an inventory of seasonal homes.
11. Continually evaluate the need for additional senior and affordable housing in the community.

Strategies For Public Facilities, Services And Finances

The recommended strategies listed below are aimed at implementing the plan's policies on public facilities, services and finances. In addition to implementation steps on public safety services, solid waste, disposal, water and sewer, town government, education, recreation and other services, this section also includes strategies on roads and transportation. While a detailed strategy on financing public facilities and other capital improvements is included in the Capital Investment Plan (Volume Three), strategies on fiscal management are also included in this section.

General

1. Establish a Capital Improvement Reserve Fund and finance needed public facilities and equipment as part of an ongoing Capital Investment Plan. (See Capital Investment Plan.)

Public Safety

1. In the capital improvement planning process, address other equipment needs that arise during the planning period.
2. In an effort to maintain adequate volunteer staffing during the planning period, the following steps are recommended:
 - a. Encourage participation in leadership training programs aimed at recruiting, training and directing of volunteers.
 - b. Cooperate with the Rescue Department in recruiting new volunteers.

- c. Investigate whether mutual aid with other towns can improve 24 hours 7 days a week coverage.
3. Fire Chief review of all major development proposals.
4. Maintain mutual aid agreements with neighboring towns.
5. Investigate opportunities for joint bidding and purchasing of equipment and supplies with neighboring towns. See Chapter 7 Regional Coordination.
6. For larger subdivisions and developments, require an analysis of how the project will affect demand for public safety services. If proposed developments are determined to necessitate new public safety improvements, negotiate agreements with developers to provide improvements or funds in lieu of improvements
7. If impact fees are developed, factor-in likely public safety impacts.
8. Identify desirable sites for future dry hydrants and strongly encourage new developments that are proposed near these locations to pay for installation.
9. Provide funding to promote 24 X 7 emergency response capability.

Public Facilities and Services

Solid Waste Disposal

1. To promote recycling and waste-reduction, the following steps are recommended:
 - a. The Solid Waste/Recycling Committee should continue to promote the benefits of recycling as a viable option to solid waste disposal.
 - b. Continue to encourage the school district to develop educational programs for children and adults on recycling, home composting and other solid waste reduction techniques.
 - c. Make residents aware of the services available at the new Transfer Facility.
2. Develop measures to ensure that commercial haulers pay their fair share for materials disposed at town facilities.
3. Participate with other regional towns to sponsor special days when hazardous wastes may be brought to a designated site, possibly free of charge.
4. Continue seeking regional solutions to solid waste disposal and recycling.

5. Ensure continued monitoring of the former Route 4 waste disposal site by Maine Department of Environmental Protection and communicate the results to the town and Alfred Water District.
6. Since the transfer station has been relocated, the old site should remain undeveloped.
7. Reduce illegal dumping by taking the following actions:
 - a. Schedule a yearly town cleanup day, with a focus on public properties.
 - b. Review town ordinance provisions on junkyards and ensure that they include strict enforcement measures and penalties.
 - c. Make residents aware of the services available at the new Transfer Facility for the disposal of white goods.

Septic And Sewer

1. Strongly encourage owners of existing community septic systems at County facilities, mobile home parks and campgrounds to periodically inspect and monitor their systems. Develop a suggested inspection schedule for these systems.
2. For new developments with community septic systems, require regular system inspection and monitoring as a condition of approval.
3. Enforce existing state statutes regarding replacement of failed septic systems.
4. Monitor seasonal septic systems and require an upgrade to current plumbing code standards if a unit is converted to year-round occupancy, as provided by state statute.
5. Provide information for homeowners on septic system maintenance in a newsletter and at the Town Hall.
6. Require high-intensity soils mapping for all development projects, unless waiver is given for smaller, low-density projects.
7. Require more than one passable test pit location for developments on smaller lots.
8. Ensure that the town is part of discussions by the county, state or other parties to extend public sewer to Alfred.

Water Supply

1. In order to provide additional protection for Alfred Water District's wells, the following steps should be taken.
 - a. Assist the Alfred Water District in maintaining a wellhead protection program.

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- b. Continue to monitor existing activities within the area.
 - c. Require any large development proposals near the well to do hydrological studies.
2. Encourage the Water District Trustees to develop a long-range plan for system maintenance, future improvements, and financing to pay for maintenance and improvements, and provide volunteer assistance on planning if requested.
3. Ensure that designated growth areas coincide as much as possible with areas presently served or which could be easily served by the water system.
4. Encourage new buildings within the village area to connect with the water system.
5. For other groundwater protection strategies, see implementation steps under Water Resources.

Town Government

1. Hold annual meetings between Selectmen and other town boards and staff to discuss shared concerns and ways to improve coordination.
2. Rigorously follow procedural requirements of the Maine Public Right-To-Know law.
3. Require taking and posting of agendas and minutes for all public meetings.
4. Hold an annual "pre-Town Meeting" workshop at which town boards and staff hear public comment.
5. Continue to use the local news media for communicating town events and issues.
6. Print a quarterly newsletter on town affairs and community issues.
7. Hold annual award ceremony for volunteers.
8. Form a committee to investigate alternatives and develop a municipal management plan for the town. The management plan might include recommendations on:
 - a. Grant possibilities for the Town of Alfred
 - b. Alternative / new operating procedures
 - c. Additional staff for town management
 - d. The 3-selectmen, town meeting form of government
 - e. A town charter
 - f. A comprehensive database to keep track of town finances, property assessments, tax record, land uses and other inventories, keyed to town maps.
 - g. Improvements to budget development process.

9. Continue to allocate annual funds for training of board members, staff, and volunteers. Priority items would be any state-required certifications for town officials.

Public Facilities and Services

Education

1. In examining the town's long-range capital needs, study the S.A.D.'s plans for new facilities and improvements.
2. Have Alfred's School Committee Members attend annual meetings as described under Town Government and participate in other appropriate public meetings and forums.
3. Increase communication by the Alfred School Committee Members with the residents of the town.
4. Encourage the District Board of Directors to investigate other methods of shifting the school-funding burden off property taxes.
5. Promote joint bidding/purchasing with other school districts.
6. Investigate alternatives for exchange programs with neighboring school districts.
7. Support revisions to the school funding formula through Alfred's elected representatives to the state legislature.
8. Investigate the feasibility of restructuring SAD 57 into two or more districts.

Recreation

1. Investigate possible sites adjacent to lakes, ponds or rivers in Alfred for fee or easement purchase and investigate possible financing sources.
2. Provide for periodic updates of the map that shows existing and traditional public access points, rights-of-way, public lands, and significant open space areas.
3. Have the Conservation Commission develop and pursue a program that includes:
 - a. Working with individual landowners on voluntary measures to preserve public access.
 - b. Encouraging development proposals to preserve traditional public access opportunities.
 - c. Identifying parcels for possible town purchase or for swapping land already held by town.

4. Continue to support state refund of monies to the local snowmobile club for trail maintenance.
5. Poll the public on most popular and needed programs and propose programs based on this assessment.
6. Consider hiring part-time recreation instructor(s) if position(s) can be funded through user fees or at a minimal cost to the Town of Alfred.
7. Consider additional yearly support for recreation committee if a clear strategy for programs is presented to the public.
8. Have recreation committee make recommendations for improvements to facilities.
9. Seek private and public funding for particular improvements and apparatus.
10. Communicate with the National Forest Service on plans for future public access to Massabesic Experimental Forest land.
11. Hold a clean up day at the forest.
12. Provide town specific input regarding recreational opportunities that the new school in the district might offer to residents while it is being designed and constructed.
13. Investigate funding and resource opportunities for developing a walking path/trail such as Rails to Trails or other similar programs.
14. Coordinate recreational services with neighboring towns when there are common programs and economic and logistical gains can be made.

Miscellaneous Services

1. Consider library support during the next five years that includes a significant (5-25%) local "match" of private funds for library expansion.
2. Develop methods to encourage town wide discussion of and involvement in the expansion of the library.
3. Continue to ensure that all ordinances related to general assistance are in compliance with state regulations.
4. Investigate a Workfare Program.

5. Continue to review the yearly requests from Human Service Organizations and provide support consistent with the level of service given Alfred residents.

Roads And Transportation

1. Establish a Transportation Committee who would be responsible for implementing Roads and Transportation strategies.
2. Work with MDOT to plan corrective measures at high crash locations.
3. Continue to review road standards for subdivisions. Upgrade standards as necessary, including adequate provisions for drainage.
4. Require that a professional engineer inspect new roads at the developer expense before the town accepts them.
5. Do not plow new roads until the town accepts them.
6. For construction/reconstruction of town roads, attempt to meet, as a minimum, the town's road standards.
7. Maintain and continually update the town's pavement management program, and use it in making maintenance decisions.
8. Continue to allocate adequate annual funds for regular road maintenance.
9. Develop a comprehensive ranking system of roads based on their condition, status, functional classification (collector or local), and amount of existing development along the road, its location relative to village and rural areas, and the appropriateness of adjacent areas for future development.
10. Use this ranking system as a tool in making decisions on capital improvements, in the review of development and in revising the town's land use policies.
11. Prohibit construction of new roads until subdivision approval is obtained and a performance guarantee is posted.
12. Adopt performance standards on minimizing impact of new roads on adjacent wetlands and other sensitive resources.
13. Require adequate provisions for sedimentation and erosion control during road construction.
14. Require traffic impact studies for all projects that are projected to generate over 250 vehicle trips per day.

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15. Require development projects to contribute to improving substandard roads or unsafe conditions on roads servicing the project.
16. Develop and adopt a system of impact fees for roads.
17. Subdivision regulations must require new subdivision lots off arterial roads to have access from internal roads.
18. Subdivision regulations should strongly encourage new subdivisions located on collector roads to have access and frontage for lots on new interior or existing local roads.
19. New residential driveways from existing lots on arterial roads, should require construction of a "paved apron" to allow adequate acceleration.
20. Develop and adopt design standards for entrances/exits to new non-residential uses. Level of standards (e.g. curve radius, pavement width, number of lanes) would depend on whether proposed uses generate low, medium or high levels of traffic.
21. Identify and designate several "Park and Ride" lots.
22. Designate several "bike routes" in town.
23. Ensure information is available on limited bus service offered by York County Community Action Transportation.
24. Improve pedestrian access in village areas, including better crosswalk delineation and signs telling traffic to yield to pedestrians.
25. Investigate alternative funding sources for village sidewalk improvements other than the property tax.
26. Adopt ordinance provisions encouraging new projects in the village area to provide improvements that promote safe pedestrian and bicycle access.
27. Provide bulletin board space in town office for car and van pooling information.
28. Hold a forum with Alfred's state legislators and representatives from MDOT on the department's views on and plans for future road improvements through the Center Village and on other arterials in the town.
29. As part of periodic meetings with officials from neighboring communities, discuss issues related to major regional arterials and common approaches to traffic management on these routes.

Fiscal Planning

1. Establish a Capital Investment Committee who would be responsible for implementing Fiscal Planning strategies.
2. As part of the ongoing capital improvement program, develop, implement and maintain a five-year rolling Capital Investment Plan. (See Volume Three, Capital Investment Plan).
3. Reassess current practice of tax anticipation borrowing as part of municipal management plan. Give consideration to incentives for early payment of taxes
4. Have all departments submit a standardized budget sheet that categorizes different elements of the budget. Identify capital items and provide a five-year capital improvement projection annually.
5. Investigate alternative funding sources: impact fees, federal and state grants, and user fees.
6. Continue efforts with the State Legislature to provide local tax relief.
7. For new projects, negotiate with developers to provide improvements to roads and recreation made necessary by the project.
8. Evaluate the need for a system of impact fees. Impact fees could cover roads, recreation, water supply, public safety, and possibly schools. (Also sewer, if one is ever developed.)
9. Examine assessment procedures/policies as part of the municipal management plan.
10. Develop a periodic property reevaluation schedule.
11. Study costs of providing municipal services to tax-exempt properties.
12. Consider fees for identified municipal services to tax-exempt properties.
13. In the Town Report, use graphs and other visual aids to show clearly the types of revenue sources and expenditures.
14. In the town newsletter, provide additional information on town finances.
15. Provide adequate funding for the development and maintenance of recommended programs, i.e. maps, computer GIS systems, and school programs.

Strategies For Natural And Cultural Resources

The following recommended strategies below focus on the identification and protection of natural and cultural resources. Natural resources include surface and groundwater, wetlands, wildlife habitat, endangered species, steep slopes and scenic vistas -- termed here as "critical natural resources", agricultural and forestry resources. Cultural Resources include historical and archeological sites.

Water Resources

1. During site development, require rigorous erosion and sedimentation control.
2. Review existing ordinances to ensure there are adequate standards governing submission and review of erosion plans and provisions for on-site inspection of erosion control measures.
3. Conduct an inventory of lakeside septic systems regarding location and age, in conjunction with the lake association. Encourage testing of systems by property owners.
4. Encourage use of "best management practices" for farming activities, which help to reduce erosion and the amount of fertilizer that runs into surface and groundwater. The local soil and water conservation district has information on these practices.
5. Continue the use of state shoreland zoning guidelines where they are more restrictive than those in the existing zoning ordinance.
6. Continue monthly water quality monitoring on Estes Lake as part of D.E.P. volunteer monitoring program. Conduct water monitoring of Shaker Pond and Middle Branch Pond and River, Littlefield River and other streams. Consider testing in conjunction with school science classes.
7. Evaluate the adequacy of the protection district for Round Pond watershed. (See Land Use Plan. Also see Public Facilities: Water Supply section for additional protection strategies.)
8. Pursue alternatives for obtaining better information on the extent and nature of the primary recharge area for the Alfred Water District's wells. Options include requiring proposed developments in the area to map groundwater flows and characteristics and pursuing state/federal grants for a detailed groundwater study.
9. Require hydrological impact studies for any project located within a mapped sand and gravel aquifer and for all large projects. Require these projects to demonstrate that state groundwater quality standards will be met.
10. Provide funding to identify watershed areas. This can be used to identify low-salt designations during winter snow removal activities, possible commercial contamination, etc.
11. Require new commercial, industrial and institutional uses to provide lists of any hazards materials (IAW OSHA and DEP) used and generated by the operation.

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12. For mineral extraction operations, require an adequate separation between the lowest point of excavation and the groundwater table.
13. Work with Maine Department of Transportation and Central Maine Power in setting guidelines for spraying of herbicides and application of road salt, particularly in vicinity of Alfred Water District's wells.
14. Encourage continued monitoring and removal of older underground storage tanks, in compliance with Maine State law.
15. Have the Conservation Commission regularly update the list of existing and potentials threats to surface and ground water, and where possible, develop strategies to eliminate or reduce these threats.
16. Have the Conservation Commission, in conjunction with the Lake Associations, and CEO, develop an education program on water quality protection. The program would include workshops, mailings, school activities and handouts available at the town office. Where Lake Associations don't exist, the Conservation Commission should see if lakeside property owners are interested in starting one. Topics which deserve consideration include:
 - The requirements of the shoreland zoning guidelines, particularly those governing the removal of vegetation, and other state laws governing water quality and activities near lakes and ponds.
 - The impact of clearing land and vegetation removal on surface water quality, particular the effect of these activities in increasing phosphorus transport and the likelihood of algae blooms.
 - The effects of lawn fertilizer, soaps and detergents, and disposal of household hazardous wastes on water quality.
 - The importance of maintaining a properly functioning septic system by proper installation, siting and use and by regular pumping.
17. Take advantage of "free" technical assistance and information offered by such organizations as York County Soil and Water Conservation District, the University of Maine Cooperative Extension Service, Department of Environmental Regulations (D.E.R's) water quality division, and the Congress of Lake Associations and Ponds.
18. Encourage education on water quality within the S.A.D. 57 science curricula and use of Alfred resources as an outdoor "lab."
19. Meet with officials from Shapleigh, Lyman, Sanford and Waterboro to discuss ways of protecting the quality of water resources that cross town boundaries.
20. Maintain watershed maps for Estes Lake, Shaker Pond, Bungnut Pond and Middle Branch Pond that track development patterns within and outside Alfred.

Critical Natural Resources

1. Maintain shoreland zoning guidelines requiring 250-foot buffers around wetlands of 1 acre or larger, rated and as moderate or high-value by the Department of Inland Fisheries and Wildlife.
2. Consider a 100-foot buffer area around unrated 1 acre and smaller wetlands that are determined to be of high or moderate value.
3. Have the Conservation Commission, with appropriate technical assistance, evaluate the value of large unrated wetlands and conduct an ongoing study of all significant wetlands in town.
4. Identify major wildlife habitat areas and travel corridors and assess whether they are adequately protected by existing and proposed zoning provisions.
5. As part of the development review, require consultation with the Department Of Inland Fisheries and Wildlife (DIFW) and require the detailed mapping of all wetlands, major wildlife habitat and travel corridors, rare and endangered species, and other significant natural features. Require protection measures where deemed necessary.
6. The performance standards in the zoning ordinances should encourage developments in identified scenic areas to preserve existing site lines by sensitive site design. See Volume 2 Chapter 9 Critical Natural Resources.
7. The performance standards in the zoning ordinances should prohibit development on slopes in excess of 25%.
8. Have the Conservation Commission pursue voluntary, non-regulatory approaches for the protection of rare and endangered species and other critical natural resources, such as conservation easements.

Agricultural And Forest Resources

1. Review zoning ordinances to see if it unnecessarily discourages agricultural or forestry activities.
2. Whenever possible, locate active farm and forestry operations and areas of prime agricultural soils in the Rural Residential District.
3. Maintain the clustering requirement for development proposals on tracts of land mapped as prime agricultural soils.
4. As part of buffering standards, require that new residential developments provide adequate setbacks from existing farm and forest operations and maintain existing buffering.

Cultural Resources

1. Continue the inventory and mapping of historic buildings and sites in town, and make nominations for National Register or state landmark designations where appropriate.
2. Pursue voluntary and non-regulatory approaches to encourage the preservation of architecturally and historically significant structures, such as easements and marker designations.
3. Have representatives of the town (selectman, planning board chair, legislators, transportation committee) meet with Maine Department of Transportation to discuss the agency's views on and future plans for Route 202 in the Center Village.
4. Ensure that alterations to town-owned historic buildings do not diminish their architectural value. Require input from the historical committee when planning changes.

CHAPTER 6: REGIONAL COORDINATION

A number of the policies and implementation steps of the Alfred Comprehensive Plan address regional or interlocal issues. They generally involve promoting consistent management of natural resources that cross town boundaries, pursuing interlocal agreements and ventures (e.g. mutual aid) to reduce the cost and improve coverage of municipal services, and long-range transportation planning.

Protecting Shared Natural Resources

Major surface waters that cross-town boundaries are Estes Lake (Sanford), Middle Branch Pond (Waterboro) and the Mousam River (Sanford), with a large portion of the watersheds for these resources in the adjacent communities. The watershed for Estes Lake extends into Waterboro and Shapleigh, as well. Although Shaker Pond is entirely within Alfred, over 75% of its watershed is in Waterboro (7% in Lyman).

Conversely, a number of lakes and ponds located in other towns have substantial watershed areas in Alfred. These include Northeast Pond (Waterboro), Bunganut Pond (Lyman) and Old Falls Pond (Kennebunk).

A high-yield (yields over 50 gallons per minute) aquifer in the southern end of town extends into Lyman and Kennebunk, and other lower yield aquifers (10-50 gpm), cross into other towns.

Several wetland areas and streams border or have headwaters in neighboring communities.

The main strategy proposed in the Alfred Plan is to address the protection of shared water resources. Have periodic meetings with officials from Lyman, Shapleigh, Waterboro and Sanford to discuss ways of improving coordination in water quality protection, with an emphasis on consistent management standards. Another Plan recommendation is for the town to notify neighboring towns of proposed developments along shared natural resources, and encourage this practice by all towns in the subregion.

Alfred's Plan also recommends that the town begin compiling a map that tracks development pattern within the watersheds of Shaker Pond, Estes Lake and Middle Branch Ponds. The adoption of Shoreland zoning guidelines by Alfred and neighboring communities has provided additional protection to the area's water resources and promote a level of consistency from town to town.

Alfred's Plan has references to the preservation of large tracts of land that cross town boundaries. It identifies these areas as Critical Rural Areas.

Interlocal Cooperation on Services and Facilities

The main opportunities for interlocal cooperation in this area are fire and rescue and solid waste disposal. The town presently has formal mutual aid agreements with neighboring towns to assist in fire and rescue calls. The plan recommends continued and expanded use of this cooperative program to reduce response times, avoid the need for construction of substations and help address the problem of lagging volunteerism.

Investigate participation in joint purchasing through SMPRC for such items as paper, road salt, tires and tubes, etc and any other available items. This would lead to a possible saving in the town's operating budget.