LEEDS COMPREHENSIVE PLAN

April, 2013

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14. FUTURE LAND USE

MAPS

A VISION FOR LEEDS-
Based upon the Town visioning session of September 14, 2010.

Character and Special Places

Rural character, open space recreation opportunities, access to water bodies, people that work together and historical character are some of the important characteristics liked by those that live in Leeds. There is a good mix of town's people that include natives and recent transplants. People generally feel safe from crime and traffic in Leeds, unlike those in many other communities. Leeds Central School, churches, the historical society and caring neighbors help define Leeds' sense of community. Land owners allow others who do no harm to walk, ski, snowmobile, snowshoe, horseback ride and hunt on their lands.

People value clean air and water, access to surface waters, wildlife and places to hunt and snowmobile. All of these lead to a beautiful area known as Leeds.

Municipal facilities and government are working well with knowledge that changes will be needed in the future. The volunteer fire department is recognized for its outstanding service and community support. The DFD Russell Medical Center and RCAM are valuable community assets not commonly found in towns the size of Leeds. There is overall community pride and involvement. Leeds is still a small Maine town. People work hard, support their neighbors, maintain their homes and take pride in their small share of Maine's natural beauty.

Current Trends

Leeds has seen steady growth in population over the last 30 years. It has a current population of around 2,140. While population is less than surrounding communities Leeds has seen the largest percent increase in population of those towns. New residents and their families have come to Leeds for a number of reasons. Natural beauty, outdoor recreation opportunities, small town atmosphere and spirit, land availability and its affordability are some of the reasons. Over the next 10 years population is expected to grow but at a slower rate than over the past 20 years. Along with the population growth has been growth in new single family homes. Since 2000 more than 220 new homes have been built or placed in Leeds indicating the town is a desirable place in which to live.

Leeds is a bedroom community meaning that most workers, 85%, leave town and travel elsewhere for their jobs. Auburn and Lewiston are the most common destinations. Workers are traveling further to places such as Augusta and Bath adding more traffic on roads. No longer do most people work in manufacturing jobs but jobs in education, health and social services.

The physical character of Leeds appears to many as unchanged. There are open fields used to grow corn and hay and large wooded areas. But there are forces at work that may alter these characteristics in the future. The agricultural community is facing tough times and traditional use of their lands and buildings may change.

Leeds' Vision for the Future

In the future Leeds will still be a small town that people live in because of its natural and social environments. These will be the primary reasons for being here rather than for local employment. People that work will travel to Auburn and Lewiston and beyond for their jobs. There will be a stable tax base supported in part by business appropriate to Leeds. The town will not be known for being anti-business. Farm buildings that no longer shelter animals or feed will have found new uses that support the local economy. The opportunities that come with the rail line will be maximized. Access to communication and internet technology will be available to all that desire it.

There will be a strong sense of community, people will help their neighbors in times of need and residents in all areas of Leeds will feel that they are part of the community. There will be social networks for both the young and old and those in between. These networks will attract and retain families and bring the community closer together. These will include good schools, library services, outdoor recreation, an active historical society and perhaps a community gathering spot for social interaction. The history of the town will be maintained through efforts of the historical society**.**

There will be undeveloped areas consisting of large tracts of open space that maintain water quality, scenic views, wildlife habitats and other related assets that residents enjoy. These areas will not be the result of overly restrictive land use regulation but rather the result of non-regulatory methods. Trails for bicycling, hiking and snowmobiling will be available. There will be an active ATV club that self-polices and works with land owners to maintain trail use.

Public facilities and services will meet the needs of all age groups without excessive tax rates. Community buildings and facilities will have been maintained to retain their serviceability and function. The volunteer fire department will be a strong component of the community and the Leeds Central School a social focal point. There will be public access to Androscoggin Lake and River and other water bodies for recreational use. Stinchfield Beach will be well managed and enjoyed by townspeople. Neighborhoods will be safe from crime and safe for outdoor activities. Their residents will accept traditional rural land uses.

Land use regulation will protect valued characteristics including green spaces between homes. They will provide for low impact businesses in numerous locations while minimizing impacts on neighborhoods and important highways. Building development will be set back to retain a rural roadside. Larger lot areas will provide for private wells, septic, snow removal and runoff to avoid adding costly municipal services and burdening neighbors.

Most of all Leeds will continue to be the "ideal town" with caring people that are safe and proud to live here.

1. HISTORY

Historical Overview

In 1801, the plantation of Littleborough was incorporated as the Town of Leeds. The name of Leeds was derived from Leeds, England, the birth place of the father of Thomas and Roger Stinchfield, the town's pioneer settlers. Littleborough was originally laid out in 1780-81 by the proprietors of the "Pejepscot Claim." Between 1802 and 1852, land from Livermore and Monmouth was annexed to Leeds and Land from Leeds was annexed to Wayne and Wales.

In 1779, Thomas and Roger Stinchfield built the first permanent structure in Leeds along the Dead River. In 1780, the Stinchfield brothers moved their wives and children from New Gloucester to Littleborough (Leeds). Thomas immediately established a trading post for the convenience of the Indians and subsequently for the early settlers.

The town's natural resources, mainly its native forest pine and rich soils, were a significant factor in its development and prosperity. In 1790, the first saw mill was constructed by John Jennings in West Leeds.

Agriculture has a long history in Leeds beginning with the first settlers. In the early years, all grains grown in Maine could be found cultivated in Leeds. Grist mills, the first built in 1814, were common in Leeds.

The railroad gave added life to Leeds with four stations - Leeds Crossing, Curtis Corner, Leeds Center and North Leeds. The Androscoggin Railroad obtained its charter in 1848 and in 1852 the town loaned its credit in aid of the railroad in the amount of $15,000. The railroad was open to travel in November 1852. In 1871, the railroad was leased to Maine Central Railroad Company for 99 years.

A Chronology of Events in Leeds History

1779: First visits to the area by settlers from New Gloucester, Maine.
1780: First settlement on land surveyed by the proprietors of the Pejepscot Claim.
Thomas and Roger Stinchfield first settled in the town.
1790: First sawmill built by John Jennings in West Leeds.
1794: Baptist and Methodist religious revivals.
1795: Methodist class formed.

1800: Baptist church organized.
1801: Plantation of Littleboro incorporated as Leeds on February 16.
First town meeting held at house of Solomon Millett on April 6.
1802: Portion of Livermore annexed to Leeds.
1806: Baptist meeting house built on Meeting House Hill.
1807: Quaker meeting house built on Quaker Ridge.
1809: Strip along Leeds/Monmouth town line annexed to Leeds from Monmouth.
1810: Beech Hill section set off from Leeds annexed to Wayne.
1822: First post office established in Leeds at Lothrop’s corner.
1826: North and South Leeds post offices established.

1828: West Leeds post office established.
1829: Freewill Baptist Church organized.
1830: Universalist Society organized.

1831: First town appropriation for poor relief.
1850: Town population peaks (1,652).
Leeds Station post office established.
1850-51: Androscoggin Railroad Company runs first train from Leeds to Livermore Falls.
1852: Portion of Leeds set off to Wales.
1853: Curtis Corner post office established.
1859: Leeds Station post office changed to Leeds Junction.

1864: Androscoggin Railroad Company switches gauges in defiance of Maine Supreme Court.
1875: Leeds Grange established briefly.
1885: Leeds Grange reopens.
1887: Grange Hall built.
1887-88: Cornshop at Leeds Center burns. New cornshop built.
1890: Leeds elects first woman to public office.
1893: State abolishes school districts, centralizing control of Leeds schools in local committee of three.
1899: Town population falling fast (999).

1901: Leeds Centennial Celebration held.
1906: D.F.D. Russell starts medical practice in Leeds.
1909: First town appropriation for fire-fighting.
1910: Leeds telephone Association established.
1911: Town buys first snow roller.
1911-12: Doc Russell buys first car in town.
1912-ish: Cheese factory shuts down.
1914: Ladies Circle of the Universlist church established.
1915: Maine Sand and Gravel Company established in Leeds Plains.
1916: Swain's Mill shuts down.
1918: State mandates formation of Leeds-Greene-Turner school union.

1921: V.A. Deane High School opens.
1922: Walter Trider buys first radio in town.
Florus Additon starts as postal carrier.
1926: Route 106 sinks.
Gulf Island Dam in Lewiston-Auburn constructed.
1929: First bathroom put in house.
1930: Town population at all-time low (729).
1931: Town buys first snow plow.
1932: Route 106 sinks again.
1933: Central Maine Power brings first electric lines to Leeds.
Town switchboard moves to the bedroom of Flora "Central" Hewins, where it will remain for 25 years.
1935: Buckley's get first electric miling machine.
1936: Federal Works Project Administration funds and jobs come to town.

1940: Bancroft-Martin culvert plants opens.
1946: Edgar Lane builds town's first broiler houses.
1947: Central Maine Power completes electrification of Leeds.
1949: Church of the Nazarene established at Keen's Corner.
Town stops publishing vital statistics.
Town purchases Stinchfield Point for public beach.

1952: Cornshop closes.
Leeds Community Church established.
Town stops publishing names of poor relief recipients.
1953: Leeds Elementary School opens.
1954: Last passenger train comes to Leeds.
1955: Town meeting moves to Saturday and adopts secret ballot.
1960: Leeds Telephone Association sells holdings to Lewiston, Greene and Monmouth Telephone Company, which replaces crank phones with dial phones.
1964: Surplus Food Program started.
1966: Leavitt High School and School administrative District 52 organized.
1967: Self-Help Housing Program started.
1970: Rural Community Action Ministry established.
1981: Broiler industry collapses.
1998: Terrible ice storm hits Leeds.
2001: Bicentennial celebration undertaken.
2007: Foss Corner bridge over the Dead River replaced.

Archaeological Resources

Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. Archaeological sites are defined as prehistoric or historic. Prehistoric sites are those areas where remains are found that were deposited thousands of years before written records began in the United States. These sites are the only source of information about prehistory. More recent historical archaeological sites are those sites which occurred after written records began. In Maine, archaeological sites are most commonly found within 25 yards of an existing or former shoreline or early road.

The Maine Historic Preservation Commission reports 18 known prehistoric sites in Leeds. Systematic, professional archaeological survey of the Androscoggin River bank for hydroelectric relicensing studies located six sites, of which one (the Cape site) is listed in the National Register of Historic Places. Most of the remainder of the sites are located along the shoreline of Androscoggin Lake, along the Dead River inlet/outlet from the Lake to the Androscoggin River, or along former shorelines of Androscoggin Lake at higher elevation than the modern shoreline. Many of these sites have been found by avocational archaeologists, and many of them need further survey. Large areas of the town, on sandy glacial outwash soils, and around marshes/bogs and smaller lakes and streams, also may contain prehistoric archaeological sites and are in need of professional survey.

The Quaker Ridge Farm, an American farmstead, has been identified as an historic archaeological site. No professional survey for historic archaeological sites has been

conducted to date in Leeds. Future such fieldwork could focus on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the town beginning in the late 18th century.

Historic Structures

There is a growing recognition among citizens and governments across the country of the value of historic resources. Historic buildings provide insight into a community's past as well as help answer broader questions about history. Serving as functional elements of a community, maintained historic buildings can conserve resources, time, energy and money while sustaining a sense of community character.

There are no structures listed on the National Register of Historic Places. The Historical Society maintains a list of historic building in town. There are too many historic buildings to list in this section of the plan, but the following list highlights a few.

Foss Church and cemetery - Route 219
Revolutionary War cemetery - Bishop Hill Road
Leeds Community Church - Church Hill Road
Leeds Grange - Church Hill Road
Indian Carry - Dead River
Howard Peace Monument - Monument Hill
Methodist Meeting House - Quaker Ridge
Leeds Quarry - Quaker Ridge

Protection of Historic and Archaeological Resources

Leeds has enacted local land use standards for the protection of archaeological and historic resources. These are included in both subdivision and site plan review standards. There are additional standards contained in the Shoreland Zoning and Floodplain Management Ordinances.

Leeds Historical Society

In 1978, Stinchfield's 1901 History of the Town of Leeds was reprinted. The Historical Society was revitalized in 2000. It undertook various projects for the upcoming Bicentennial Celebration in 2001. It continues to meet monthly at the old Leeds Town House. The Center houses the historical society collection, which includes a number of family histories, numerous photographs, newspaper clippings and transcriptions of interviews with Leeds residents.

In addition to maintaining the Leeds collection, the Historical Society has developed and presented a number of programs of interest to Leeds Residents. The diaries of John Young Merrill have been the basis of two of these programs (transcripts available at the History Center), and interviews with over 40 people were interwoven to produce a program on Leeds One Room Schools.

Interviewing Leeds' older residents is seen as a highly important mission of the Historical Society. Too many of these elderly citizens have taken their memories with them to the grave, and the town has lost valuable first hand accounts of what the town was like before the mid-20th Century.

A shortened version of the One Room School program is presented to the Leeds Central 4th Graders each year as part of their unit on Community. This is part of an ongoing effort of collaboration between the school and the Historical Society. Members of the Historical Society traditionally participate in the annual LCS Monument Hill climb, presenting a short history of the Howard Peace Monument and the role the Howards played in Leeds' history. The Historical Society also participates in a LCS field trip to significant Leeds sites such as the largest Silver Maple, the Chesterville Esker, the dam on the Dead River and Androscoggin Holsteins farm.

The Historical Society organized a Historic Leeds Day which it hopes to repeat in the future. Members acted as hosts at numerous sites around town, including the Foss Church, the Rufus Porter murals at the Roberts home on Route 106, the murals at the Lynn's on Bryant Road, the Indian Carry on the Dead River, and the site of the mill at Coffin Brook.

A future program plans to focus on various geological and natural sites in town which have had an effect on the history of the town.

Recently, the Historical Society has visited a number of structures around town, taking photographs and documenting them for future generations.

Analysis

1. **Evidence of historic patterns of settlement.** Historic settlement patterns are still evident, although many of the older homes are widely scattered. West Leeds was the focus of a lot of early development. Later, development of the railroad shifted commerce to areas near the railroad.

2. **Local protective measures for historic and archaeological resources.** There are a number of protections at the state and federal level but not much at the local level.

3. **local requirements for surveys in areas that may contain historic or archaeological resources.** There is language in the subdivision and site plan review ordinances, but nothing has been identified for protection by the town. The Planning Board can ask for a survey. There was discussion about the map from the Maine Historic Preservation Commission, what it meant, and what to do with the information.

4. **Extent to which significant historic resources have fallen into disrepair, and community incentives to preserve their value.** Some of the old churches and school houses have fallen into disrepair. The meaning of "significant historic resources" isn't clear. The town has no interest in spending money to preserve privately owned buildings.

5. **Historical society and community support for its efforts.** There is an active historical society and there is community support for its work and for preserving the old town house. The town provides a small amount of money annually to maintain the building. The Historical Society conducts fund-raisers.

2. POPULATION

One of the most fundamental aspects of this Comprehensive Plan is the Town of Leeds' population, how that population has grown, and how it is projected to grow in the future. Population analysis and projections are the platform on which a comprehensive plan is based. Population information is relevant to all other sections of the comprehensive plan.

Historical Trends

Between 1920 and 1960, Leeds' year-round population remained relatively constant at around 800 people. The town then experienced rapid growth, growing from 807 people in 1960 to 2,001 people in 2000 (a gain of 1,194 people, or 151%). According to the 2010 Census, the town gained another 325 people, or 16%, between 2000 and 2010. The town's growth rate during this five-decade period (1960-2010) was 188%, which was much higher than that of Androscoggin County (25%) and the State (37%). Leeds' historical growth patterns are shown in the chart below and are summarized in Table 1 which also shows figures for Androscoggin County and the State.

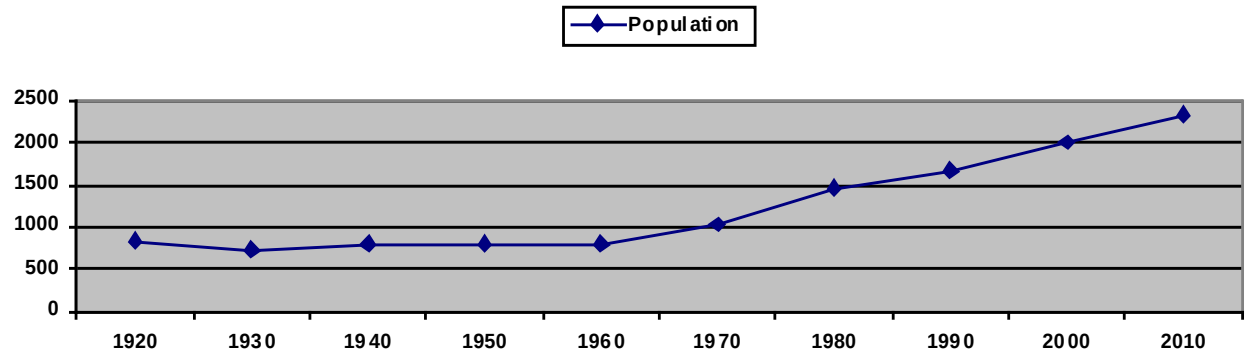


Table 1
Population of Leeds, Androscoggin County, and Maine
1920-2010

Year	Leeds	Androscoggin County	Maine
1920	840	65,796	768,014
1930	729	71,214	797,423
1940	801	76,679	847,226
1950	797	83,594	914,950
1960	807	86,312	970,689
1970	1,031	91,279	992,048
1980	1,463	99,657	1,124,660
1990	1,669	105,259	1,227,928
2000	2,001	103,793	1,274,923
2010	2,326	107,702	1,328,361
1970-80 change	42%	9%	13%
1980-90 change	14%	6%	9%
1990-00 change	20%	-1%	4%
2000-10 Change	16%	4%	4%
1960-10 change	188%	25%	37%

Source: U.S. Census

Factors contributing to Leeds' growth between 1960 and 2010 include the national trend to migrate from urban to rural areas, the proximity of Leeds to Auburn, Lewiston and Augusta, and the relatively low cost of land.

Seasonal Population

Leeds does not have a significant seasonal population, in part because there are not very many seasonal housing units. According to the 2009 American Community Survey, Leeds had 80 housing units for seasonal, recreational or occasional use. Assuming an average of 4 persons per seasonal dwelling unit, there would be a peak of about 320 seasonal residents in Leeds during the summer months. In addition, there are probably several hundred more seasonal visitors at River Bend Campground and Camp Tekawitha. Although seasonal population has some advantages for the local economy, it does not generate major planning concerns.

Comparative Population Change

As shown in Table 2, below, between 2000 and 2010, the population in Leeds grew by 16%, which is a higher rate of growth than that of all surrounding towns. The communities with high growth rates during that decade were Greene (7%), Monmouth (8%) Turner (15%) and Wayne (7%).

Table 2
Comparative Population Change 1980 – 2010

	1980	1990	2000	2010	% Change 1980-90	% Change 1990-00	% Change 2000-10
Leeds	**1,463**	**1,669**	**2,001**	**2,326**	**14%**	**20%**	**16%**
Greene	3,037	3,661	4,076	4,350	21%	11%	7%
Monmouth	2,888	3,353	3,785	4,104	16%	13%	8%
Livermore	1,826	1,950	2,106	2,095	7%	8%	-0.5%
Livermore Falls	3,572	3,455	3,227	3,178	-3%	-7%	-1.5%
Turner	3,539	4,315	4,972	5,734	22%	15%	15%
Wayne	680	1,029	1,112	1,189	51%	8%	7%

Source: U.S. Census, 1970, 1980, 1990, 2000, 2010

Age Distribution

Table 3 contains a summary of age distribution for Leeds, a number of adjacent communities, Androscoggin County and the State for 2010. Leeds, Turner and Livermore Falls were the "youngest" towns with median ages of 41.3. 41.1, and 38.1, respectively. Leeds had a much smaller "65+" category (11%) than most of the communities shown in the table, as well as Androscoggin County and the State

Table 3
Percent of Population by Age
2010

	Under 5		5-17		18-44		45-64		65 +		Median
	#	%	#	%	#	%	#	%	#	%	
Leeds	**140**	**6**	**391**	**17**	**771**	**33**	**770**	**33**	**254**	**11**	**41.3**
Greene	218	5	766	18	1358	31	1477	34	531	12	42.6
Monmouth	209	5	744	18	1286	31	1384	34	481	12	42.0
Livermore	99	5	324	15	644	31	680	32	348	17	44.4
Livermore Falls	214	7	600	19	1064	33	817	26	483	15	38.1
Turner	303	5	1093	19	1833	32	1830	32	675	12	41.1
Wayne	49	4	181	15	277	23	484	41	198	17	49.1
Androscoggin. Co.	6886	6	17422	16	37425	35	30785	29	15184	14	39.8
Maine	69520	5	205013	15	432072	33	410676	31	211080	16	42.7

Source: U.S. Census, 2010

Table 4 provides an overview of how the town's population changed during the 2000-2010 decade. The changes are quite dramatic. There was a 33% increase in the "under 5" category, a 139% decrease in the "5-17" category, a 55% increase in the "45-64" category, and a 36% increase in the "65+" category.

Table 4
Leeds Population Growth by Age Category, 2000-2009

	Number			Percent		
	2000	**2010**	**Change 2000-2010**	**2000**	**2010**	**Change 2000-2010**
Under 5	105	140	35	5%	6%	33%
5-17	447	391	-56	22%	17%	-139%
18-44	764	771	7	381%	33%	-1%
45-64	498	770	272	25%	33%	55%
65+	187	254	67	9%	11%	36%
Total	**2,001**	**2,326**	**325**	**-**	**-**	**16%**

Source: US Census, 2000, 2010

Household Size

The average household size in Leeds (2.60 in 2010) has been declining since 1980, as it has in Androscoggin County, the State of Maine and nearby comparison communities (see Table 5). In the year 2010, the number of persons per household in Leeds was greater than any of the jurisdictions shown in the table except Turner. In general, a higher number of persons per household reflect a higher percentage of school age children in the general population.

Average Household Size

	1990	2000	2010
Leeds	**2.96**	**2.72**	**2.60**
Greene	2.94	2.71	2.59
Monmouth	2.83	2.63	2.59
Livermore	2.69	2.50	2.36
Livermore Falls	2.52	2.39	2.41
Turner	2.92	2.81	2.61
Wayne	2.61	2.39	2.31
Androscoggin County	2.55	2.38	2.37
Maine	2.56	2.39	2.32

Source: U.S. Census

Educational Attainment

Based on 2009 American Community Survey data, approximately 82% of the town's population that is 25 years and older have at least a high school diploma (compared to 85% at the County level and 89% at the State level), and 14% have at least a bachelor's degree (compared to 18% at the County level and 26% at the State level).

	% High School Grad or Higher	% Bachelor's Degree or Higher
Leeds	**82%**	**14%**
Androscoggin County	85%	18%
Maine	89%	26%

Source: American Community Survey

Per Capita and Median Household Income

Based on 2009 American Community Survey data, incomes in Leeds are lower than in most surrounding communities. Per capita income in Leeds ($20,950) was lower than all jurisdictions shown in the table except Livermore Falls ($15,250). Likewise, the town's median household income ($46,190) was lower than all jurisdictions shown in Table 8 except Livermore ($45,690), Livermore Falls ($30,120, and Androscoggin County ($43,710). Leeds had a relatively high poverty rate (14.9%) compared to the other jurisdictions shown in the table.

Table 8
Per Capita and Median Household Income - 2009

	Per Capita Income	Median Household Income	% Households Below Poverty Rate
Leeds	**$20,950**	**$46,190**	**14.9**
Greene	$22,960	$61,150	5.85
Monmouth	$23,500	$51,340	6.69
Livermore	$23,410	$45,690	13.2
Livermore Falls	$15,250	$30,120	22.9
Turner	$26,520	$62,270	10.3
Wayne	$28,960	$50,140	12.71
Androscoggin County	$22,100	$43,710	14.33
Maine	$24,950	$46,540	12.79

Source: American Community Survey

Population Projections

In May of 2010, the Maine State Planning Office (SPO) prepared population projections for Leeds and the surrounding communities. Those projections were completed prior to the release of the 2010 Census. The SPO year 2022 population projection for Leeds was below that of the 2010 Census count.

Anticipating population change is an integral part of the comprehensive planning process. Depending on future population characteristics, various community needs and facilities can be identified. It should be understood, however, that predicting population at the town level with great accuracy is difficult.

Population change is the result of two primary factors; natural increase and migration. Natural increase is derived from the number of births minus the number of deaths over a specific period. Migration is the number of persons moving into or out of a community over a period of time.

Over the planning period Leeds will continue its regional role as a bedroom community. As its population ages natural increase will slow. Population growth will be through in-migration. It is expected population growth through 2022 will be moderate.

Projected Population 2022

	2000	2008 (estimate)	2010 (actual)	2022 (SPO)	2022 (C-Plan)
Leeds	**2,001**	**2,135**	2,326	2,282	2,550

Source: U.S. Census and State Planning Office/AVCOG

Analysis

1. **Rate of future population change.** The rate of population growth appears to be slowing down, but may either increase or decrease depending on the economy, urban flight, gas prices and even global warming (Northern New England rural areas may become more attractive places for people to live).

2. **Biggest demographic changes.** The fastest growth age group is the “45-64” category which grew by 55% between 2000 and 2010. The “5-17” category declined by 139%.

3. **Future demand for housing, municipal and school services to accommodate population change.** A drop in school age children could result in school closure and/or consolidation. As the overall population grows, there may be a need for new roads and greater town responsibility for maintaining them. Leeds has been well served by its volunteer fire department, but increasing regulations may make it difficult for a small force to protect a growing population. There may be a future need for additional elderly housing.

4. **Need for the town to foster shared outlooks with newcomers.** This is not an issue. Most of the people living in the community are here by choice. One area needing attention is that most of the town is zoned residential with a few small areas set aside for industry. Residential zoning restricts farmers from doing anything with their outbuildings other than using them for farm-related purposes.

5. **Seasonal population change.** This is not an issue. The town’s seasonal population is very small.

6. **Service center role in serving a daytime population that is larger than the resident population.** This is not an issue. Leeds is not a service center. The school and the medical center are some of the largest employers. Both draw people into the community, but the impact is negligible.

3. ECONOMY

Overview

Leeds is primarily a bedroom community, located between the major economic and population centers of Lewiston/Auburn and Augusta. The Cities of Lewiston and Auburn have a major impact on economic conditions in Leeds because that is where 43% of Leeds' workforce is employed.

Historically, agriculture and forest products supported Androscoggin County's rural population, while paper, leather and textiles traditionally had been the employment base in rural areas. All of these have declined in importance over the years as construction, wholesale and retail trade, public administration and service industries have gradually employed more workers. Within the past 10 years, Pike Industries has downsized in Leeds, Safety Kleen has closed, and New England Pipe is no longer in operation.

Lewiston/Auburn MSA

The Lewiston-Auburn MSA (Metropolitan Statistical Area) includes the following communities: Auburn, Buckfield, Greene, Hartford, Hebron, Leeds, Lewiston, Lisbon, Livermore, Mechanic Falls, Minot, Poland, Sabattus, Sumner, Turner, and Wales. Both Table 1 and Chart 1 on the following pages are based on this new MSA definition.

Table 1 outlines employment by sector for the L/A MSA for the period 2005 - 2008 (the latest available data). Highlights on employment in 2008 by sector include:

- Total employment in the MSA was 48,702, up 3.65% from 46,989 in 2005. 18.4% of the jobs are goods-producing jobs, while 81.6% are service jobs.

- Manufacturing accounted for 6,032 or 13.6% of the jobs in LA MSA.

- Retail Trade accounted for 6,255 jobs 13% of employment.

- Transportation and Utilities make up 20% of service jobs, education and health services account for 20%, professional and business services 10%, leisure and hospitality 7%, finance, insurance and real estate 6.6%, and information jobs 1.5%. Totals do not equal 100% because some categories are subcategories of a larger sector.

Over the years, the Lewiston/Auburn MSA unemployment rate was above the state average for most months. Unemployment was highest at 9.3% in February 2010 and was at it's lowest in September 2009 at 7.9%. Lewiston-Auburn's unemployment rates have remained below the National average for most months but was above the US average from January to March of 2009. Over the last two years unemployment was lowest in April and May of 2008 at 4.9%. In February 2010 the LA rate was 9.3%, comparable to the state rate of 9.4%, and below the US rate of 10.4% (Please refer to the chart on page 3-3).

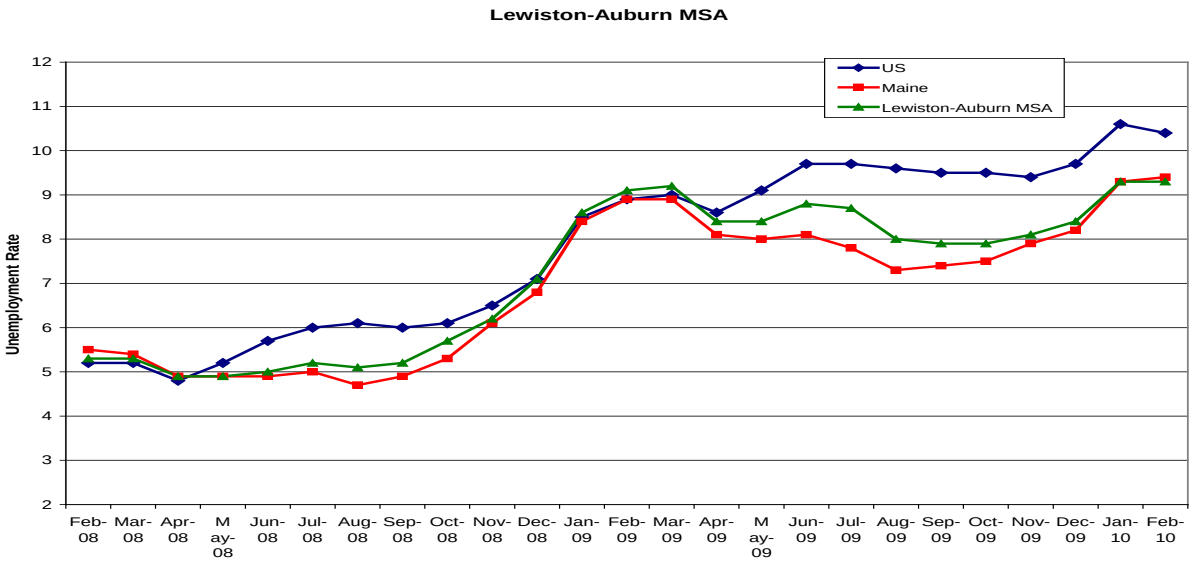
The L/A MSA is separated for retail sales data collection into an urban (Lewiston, Lisbon and Auburn) and a suburban area. From 2005-2009 the L/A MSA's total retail sales decreased by 11%. The largest decrease in retail sales was building supply sales which lost 29% followed by other retail which lost 21.6%, automotive 13.9% and general merchandise 2.6%. During this period restaurant sales increased 11.4%, lodging 3%, and food stores 1.5%.

The Lewiston-Auburn Suburban Area includes Durham, Greene, Leeds, Mechanic Falls, Minot, New Gloucester, Poland, Sabattus, Turner, and Wales. From 2005 to 2009, Lewiston-Auburn Suburban's total retail sales increased by less than 1%. The largest decrease in retail sales was building supply sales which lost 33% followed by automotive losing 12.6% and lodging losing 11.8%. During this period food stores sales increased 32.8%, followed by restaurants 25%, general merchandise 14%, and other retail sales 5.3%.

Table 1
Lewiston-Auburn MSA Non-Farm Wage and Salary Employment

	2005	2006	2007	2008	% Change 05-08
Total All Industries	**46,989**	**47,709**	**48,759**	**48,702**	**3.65%**
Goods Producing	**9,447**	**6,464**	**9,084**	**8,955**	**-5.21%**
Construction	2,834	2,884	2,651	2,562	-9.60%
Manufacturing	6,382	6,248	6,069	6,032	-5.48%
Service Providing	**37,543**	**38,245**	**39,675**	**39,747**	**5.87%**
Transportation/Utilities	9,798	10,029	10,541	10,538	7.55%
Information	785	779	920	935	19.11%
Finance, Insurance, Real Estate	3,158	3,259	3,235	3,191	1.04%
Professional and Business	4,873	4,919	5,169	5,180	6.30%
Education & Health Services	13,031	13,205	13,793	13,871	6.45%
Leisure and Hospitality	3,437	3,611	3,624	3,609	5.00%
Other Services	1,116	1,125	1,080	1,080	-3.23%
Public Administration	1,345	1,318	1,314	1,342	-0.22%

Chart 1
Unemployment



Expectations for Leeds Economic Development

As was the case 30 years ago, there needs to be a realistic expectation of economic development and its impact on the property tax base. Although the unexpected might occur and a major business might locate in Leeds, it seems more realistic to assume that typical new economic development in Leeds over the next ten years will include:

1. Service related businesses
2. Small retail directed towards residents' needs
3. Resource-based businesses
4. Businesses that employ less than 25 people
5. Businesses that desire a location along major transportation corridors including rail
6. Businesses that desire a location within a short distance from population concentrations

Analysis

1. **Economic change and how it affects the local population, employment, and municipal tax base.** The condition of Maine's economy affects Leeds. Fuel prices also have an impact on the community. Leeds has lost several industries, and one has significantly downsized. The town's tax base has been negatively impacted by these losses. There has been a gain in service sector jobs through the medical center, RCAM's office in Leeds, and a private health care consulting business.

2. **Community priorities for economic development.** The town does not have defined economic development priorities.

3. **The extent to which the downtown, if any, is thriving.** There is no downtown in Leeds.

4. **The importance of natural resource-based industries (including fishing, farming, or forestry) and steps the community could take to support these industries.** These industries are important, but declining. The town could change its zoning to allow re-use of buildings that no longer serve their intended purpose (e.g. a farm outbuilding on land that is no longer farmed). The town's ordinance does allow open space/cluster development, but there has been no interest

5. **Importance of tourism.** Tourism is not an important part of the local economy although there are several campgrounds (Riverbend, Beaver Brook) and a golf course (Springbrook).

6. **Role of home occupations.** Home occupations are an important part of the local economy. There is a need to expand the definition to allow a wider range of home businesses.

7. **Appropriate areas within the community for industrial or commercial development and extent of performance standards.** Leeds has a number of areas, but not ones that people want to develop. Other areas are not available. Most of the industrial areas are over the aquifer. One industrial area runs south from Route 219 along the tracks and Route 106. The matrix of uses in the zoning ordinance may be too strict. The site plan review ordinance lets the town control the quality of development. The lot size requirement of 40,000 square feet can result in lots that are too small to develop.

8. **Extent of public facilities to support economic activity.** Public water and sewer are not available. There is some 3-phase power that runs along Routes 202, 106 and 219. There is no cable TV. DSL is available in most places. Cell phone coverage is widely available; there are at least two unused cell towers (Route 106 and Route 202).

9. **Extent to which local or regional economic development incentives such as TIF districting or Pine Tree Zoning relate to the Future Land Use Plan.** There are no TIF districts or Pine Tree districts in town.

4. HOUSING

Introduction

Housing characteristics within a community are an important consideration in the comprehensive plan. This section of the Comprehensive Plan profiles the housing stock in Leeds and assesses the overall affordability of housing in the community.

Changes in Total Housing Stock

Table 1 includes a summary of the changes in total housing stock since 1990 in Leeds, a number of nearby communities, Androscoggin County, and the State of Maine. According to Census figures, Leeds' housing stock increased by 28% between 1990 and 2000, the largest increase of any jurisdiction shown in the table. Between 2000 and 2010, the number of housing units in Leeds increased by 19%, higher than any other jurisdiction except Turner (25%).

Table 1
Changes in Total Housing Stock

	Total Number of Units			Increases, 1990-2000		Increases 2000-2010	
	1990	2000	2010	#	%	#	%
Leeds	**670**	**856**	**1,018**	**186**	**28%**	**162**	**19%**
Greene	1,446	1,680	1,880	234	16%	200	12%
Monmouth	1,540	1,801	2,021	261	17%	220	12%
Livermore	919	1,066	1,127	147	16%	61	6%
Livermore Falls	1,474	1,502	1,534	28	2%	32	2%
Turner	1,707	1,977	2,481	270	16%	504	25%
Wayne	704	753	848	49	7%	95	13%
Androscoggin County	43,815	45,960	49,090	2,145	5%	3,130	7%
State of Maine	587,045	651,901	721,830	64,856	1%	69,929	11%

Source: U.S. Census, 990, 2000, 2010

Selected Characteristics of Housing Units

Table 2 contains 2010 Census information on selected housing characteristics including total dwelling units, the number and percentage of year-round dwelling units, the percentage of owner occupied units, the percentage of renter occupied units and the number and percentage of seasonal dwellings. In 2010, 91% of the housing units in Leeds were year-round dwelling units, compared with 97% in Androscoggin County and 84% in Maine. In Leeds, 85% of the total dwelling units were owner-occupied units, compared with 63% in Androscoggin County and 72% in Maine.

Table 2
Selected Characteristics of Housing Units – 2010

	Total Dwelling Units	Year Round Dwelling Units		Owner Occupied	Renter Occupied	Seasonal Dwelling Units	
		#	%	%	%	#	%
Leeds	**1,018**	**927**	**91%**	**85%**	**15%**	**91**	**9%**
Greene	1,880	1,738	92%	88%	12%	142	8%
Monmouth	2,021	1,681	83%	84%	16%	340	17%
Livermore	1,127	959	85%	89%	11%	168	15%
Livermore Falls	1,534	1,510	98%	70%	30%	24	2%
Turner	2,481	2,314	93%	82%	18%	167	7%
Wayne	848	537	63%	87%	13%	311	37%
Androscoggin Co.	49,090	47,651	97%	63%	37%	1,439	3%
State of Maine	721,830	603,520	84%	72%	28%	118,310	16%

Source: U.S. Census, 2010

Housing Affordability

The State's growth management law requires that each municipality "…shall seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordable housing." Affordable housing is defined as an owner-occupied unit whose price results in a monthly housing cost that does not exceed 30% of the household's gross monthly income. Monthly cost includes mortgage principal and interest, insurance, real estate taxes and utilities. A rental unit would follow the same formula, where the monthly rate includes utilities. State law (Title 30-A MRSA Section 5002, subsection 2) defines affordable as follows:

> "Affordable housing" means decent, safe and sanitary dwellings, apartments or other living accommodations for low-income and moderate-income households. The Maine State Housing Authority may define "affordable housing" by rule. Affordable housing includes, but is not limited to:
>
> A. Government-assisted housing;
> B. Housing for low-income and moderate-income families;
> C. Manufactured housing; and
> D. Group and foster care facilities."

Homeownership Affordability

The steep increase in home prices through 2006 coupled with much slower increases in household incomes have resulted in many working class people having limited options for home ownership. The Affordability Index developed by the Maine State Housing Authority helps to quantify this trend. The Index refers to the percentage of the median value home in an area that can be afforded by a household with the median income in the same area. The index considers interest rates, insurance and tax costs. A resulting value greater than 1.0 means that the median income household should be able to afford more than the median

priced home. A value of less than 1.0 means that the median income household will likely be unable to afford the median priced home.

Lewiston-Auburn LHMA. As shown in Table 3, since 2003 the affordability index for the Lewiston-Auburn Labor/Housing Market Area (LHMA) was below 1.0 until 2009. Upscale suburban housing development in the towns of Greene, Poland, Minot, Turner and Wales have driven up home prices. Contrary to other LHMAs, price increases have not been the result of second homes but rather people from the more expensive LHMAs to the south finding more affordable homes in the Lewiston-Auburn LHMA.

Table 3
Lewiston-Auburn Homeownership Affordability Index
For Those at Median Income

Year	Affordability Index	Median Income	Median Home Price	Median Income can Afford	Income Needed for Median Home
2002	1.08	$39,279	$101,000	$108,920	$36,410
2003	0.93	$38,780	$118500	$109,650	$41,910
2004	0.86	$39,150	$129,000	$111,120	$45,460
2005	0.81	$40,630	$146,050	$117,850	$50,350
2006	0.79	$41,720	$153,600	$120,790	$53,060
2007	0.80	$42,710	$155,000	$123,670	$53,230
2008	0.85	$42,670	$144,900	$123,460	$50,080
2009	1.03	$45,270	$128,000	$131,400	$44,100

Source: Claritas by indicated year/2000 Census and State Multiple Listing Service

Leeds Affordability Index. Affordable housing is a problem for some people in Leeds. Based on information obtained from the Maine State Housing Authority as shown in Table 4, the median priced home in Leeds was not affordable to the median income family during any of the years between 2005 and 2009. Affordability is measured by an affordability index. An index greater than one means that the median value home is affordable to median income households; an index less than one means that the median value home is unaffordable for median income households. Table 4 also demonstrates that median home values and median household incomes can vary greatly from year to year.

The Maine State Housing Authority reports that 58% of households in Leeds could not afford the median home in 2009.

Table 4
Town of Leeds – Home Ownership Affordability Index
For Those at Median Income

Year	Index	Median Income	Median Home Price	Median Income can Afford	Income Needed for Median Home
2005	0.90	$40,890	$131,875	$118,633	$45,454
2006	0.75	$42,148	$160,000	$120,698	$55,872
2007	0.82	$42,361	$147,233	$121,247	$51,440
2008	0.99	$42,341	$122,000	$121,084	$42,661
2009	0.88	$44,458	$147,000	$128,954	$50,680

Source: Claritas by indicated year/2000 Census and State Multiple Listing Service

Another way to view affordability is to consider actual housing sales. The following is a list of property transfers in Leeds (land and buildings) above $70,000, in descending order by sale price, during 2009. Many of these units would be affordable for those at or below the median household income. The median home was $147,000.

1. $234,840
2. $217,126
3. $190,000
4. $175,000
5. $174,500
6. $168,000
7. $160,325
8. $157,000
9. $155,000
10. $147,000
11. $142,500
12. $136,900
13. $110,000
14. $107,000
15. $105,000
16. $101,000
17. $90,709
18. $87,000
19. $77,500
20. $72,000

Source: Town of Leeds

Rental Affordability

Rental housing is important in meeting the needs for affordable/work force and elderly housing. Rental rates are increasing as the result of carrying costs and energy costs. This in contrast to homes sale prices of homes that have decreased over the past two years. The Affordability Index developed by the Maine State Housing Authority helps to quantify this

trend. The Index refers to the percentage of the median rent in an area that can be afforded by a household with the median income in the same area. The index considers the household not using more than 30% of gross income for rents. A resulting value greater than 1.0 means that the median income household should be able to afford more than the average rent. A value of less 1.0 means that the median income household will likely be unable to afford the median rent.

The cities of Lewiston and Auburn contain the majority of the rental units in the LHMA. The average two bedroom rent in the cities is lower than other communities in the LHMA. This is attributed to the number of units and unit age. Similar data is not available for the Town of Leeds.

Table 5
Lewiston-Auburn Rental Affordability Index
For Those at Median Income

Year	Affordability Index	Average 2- BR Rent	Median Income	Income needed to Afford Average 2-BR Rent	2-BR Rent Affordable to Median Income
2002	0.99	$650	$25,750	$26,040	$640
2003	0.96	$640	$24,760	$25,710	$620
2004	0.91	$680	$24,580	$27,030	$610
2005	0.85	$750	$25,520	$30,000	$640
2006	0.89	$740	$26,270	$24,410	$660
2007	0.91	$730	$26,700	$29,380	$670
2008	0.88	$760	$26,820	$30,530	$670
2009	0.78	$780	$28,180	$31,040	$710

Source: Claritas by indicated year/2000 Census and State Multiple Listing Service

Other Housing. The Maine State Housing Authority (MSHA) also reports that there are 55 subsidized rental units in Leeds including 20 units subsidized by HUD (all senior housing) and 35 subsidized by MSHA (20 senior housing and 15 special). MSHA also assists five households with Section 8 vouchers.

Analysis

1. **Number of housing units needed to accommodate growth.** During the next 10 years, Leeds can expect a net increase of about 150-200 housing units. The population is getting older, which means more single-occupancy housing. Leeds does not have a lot of high-end housing. It's common to see small houses built on a slab for $120,000 to $150,000.

2. **Affordability of housing for those earning the median income and those earning 80% of the median income; local and regional efforts to address this issue.** Affordability is a problem in the community, but based on a review of 2009 sales figures, there are a number of affordable homes sold in the community. Housing

developments for low income people include Spring Rock Park, Youngs' Estates, and Community Concepts' development on Mountain View Drive. Community Concepts' housing values range from $150,000 to $175,000. In addition, the Rural Community Action Ministry (RCAM) is active in helping low income people remodel and winterize their homes.

3. **Conversion of seasonal dwellings.** Many if not most of the seasonal dwellings in Leeds have been converted to year-round use. There are very few left to convert. In 1989, the Planning Board undertook a comprehensive review of the town's seasonal dwellings and documented their status on the town's tax cards. Tax cards have since been updated but no longer indicate whether a dwelling is year-round or seasonal.

4. **The need for additional low and moderate income family, senior, or assisted living housing.** A lot has been done to address low income needs through Community Concepts and RCAM. Community Concepts has been active in the community through its financing and self-help programs. The agency has a division that also works as a builder. There may be a need for more housing in the future. The community is supportive of housing for people who are already here, but the community does not want to encourage so much assisted housing that Leeds becomes a low income community.

5. **Substandard housing units.** A number of substandard housing units have been replaced by their owners over the years.

6. **Impact of regulations on workforce housing.** Not applicable. Leeds is not an employment center.

5. WATER RESOURCES

Introduction

The Town of Leeds has several major water bodies including Androscoggin Lake, the Androscoggin River and Dead River that flows from Androscoggin Lake to the Androscoggin River. Other water bodies include Bonny and Island Ponds, Allen Stream, Bog Brook, Dead River and Hooper Brook.

Surface Water Resources

The Androscoggin River is the most predominant surface water resource forming the town's western border. It flows for approximately 11 miles in a north to south direction. By the time the River reaches Leeds it has drained some 2,640 square miles of Maine and New Hampshire. The watershed above Leeds includes the western mountains of Franklin and Oxford Counties and a number of large lakes. As the River flows through New Hampshire it passes Berlin and Gorham on its way to Bethel, Rumford and Jay. Land uses in the watershed range from large tracts of commercial forest land and agricultural land to urban uses in Berlin and Gorham, New Hampshire, and Rumford and Jay, Maine.

The Androscoggin has a highly regulated flow management system. A number of headwater lakes are manipulated to store water during periods of high runoff and to release water to the river during periods of low runoff. This flow management system was established to enhance the river's suitability for power production and manufacturing processes.

The pulp and paper industry anchored along the Androscoggin River during the 1800's. The continued expansion of this industry had long-term impacts upon the economy of the river basin and the quality of its waters. Mills were constructed at Berlin, New Hampshire, Rumford, Jay, and Livermore Falls; they discharged raw liquors from the sulfite pulping process to the river. As the pulp and paper industry and the economy grew, increased demands were placed upon the river to assimilate industrial and domestic wastes.

In the early 1940's, the public would not tolerate the condition of the river which gave off hydrogen sulfide gases and discolored exposed metal and paint. In a report presented to the Maine Sanitary Water Board in February 1942, it was stated that, "the pollution responsible for the objectionable conditions of the river is derived from industrial wastes and municipal sewage discharges without treatment." It was further noted that "few streams in the United States of comparable size showed evidence of such extreme pollution." It was estimated that the industrial discharge to the river was equivalent to that from a population of 2,411,500.

Since the 1940's, both industry and municipalities have constructed treatment plants which treat wastes before discharge to the river. The river is classified as "C", the fourth highest classification, as it flows through Leeds. Class "C" waters must be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; agriculture; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; navigation; and as a habitat for fish and other aquatic life.

In addition to the industrial values of the Androscoggin River, its recreation values are becoming an economic factor. Its sport fishery importance has increased significantly as has its boating opportunities. Advocacy groups working on the River include the Androscoggin River Watershed Council, Androscoggin River Alliance and the Androscoggin Land Trust.

The Dead River flows from Androscoggin Lake for approximately six miles to the Androscoggin River. It has a drainage area of 88 square miles which is mostly forested with a significant amount agricultural land on its floodplains. During periods of high water flows in the Androscoggin River, the dead River's flow reverses and flows into Androscoggin Lake. In the 1930's there was a dam constructed to reduce the amount of back flow to Androscoggin Lake. The River is used for recreation including boating and fishing. Under the State of Maine surface water classification system, the Dead River is classified "B" or third highest classification. Class B waters must be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; agriculture; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; navigation; and as habitat for fish and other aquatic life. The habitat must be characterized as unimpaired. There are no direct discharges of pollution to the River.

Allen Stream, Bog Brook, Hooper Brook and two unnamed streams all are classified as 'B" waters. Each has relatively small undeveloped watersheds.

Androscoggin Lake has a total surface area of 3,826 acres and is located in both Leeds and Wayne. The lake is shallow with a maximum depth of 38 feet and a mean depth of 15 feet. The Lake has a watershed of approximately 18 square miles or 11,500 acres. Some 5,700 acres of the watershed is in Leeds. Androscoggin Lake is the only lake in Maine which receives floodwaters from a Class "C" river through a natural reverse flow phenomenon. This reverse flow from the Androscoggin River has significant implications on the water quality of the Lake. The Maine Department of Environmental Protection, the towns of Leeds and Wayne, the Androscoggin Lake Improvement Association, private industry and educational institutions have supported extensive efforts to determine the affects of the reverse flow on the water quality of the Lake. It has been determined that the Dead River Dam provides an important pollution control function.

Water quality monitoring data has been collected since 1971, developing into one of the best data sets in the State on lake trophic conditions. The water quality of Androscoggin Lake is considered to be below average, based on measures of SDT, total phosphorus and Chlorophyll-a. The Lake suffered its first significant algal bloom in 1999 and the potential for future significant algal blooms is high. There have been no reports of invasive plant species in the Lake.

Under the Maine Nonpoint Source Watershed Program, Androscoggin Lake and watershed is one of only 41 lakes in Maine that have the highest priority assigned for water pollution control efforts. The basis for the high priority is marginal water quality, high growth/development in the watershed, high use and an outstanding fishery.

The Lake is used extensively for recreational uses including boating, fishing and swimming.

The area of the watershed of Androscoggin Lake in Leeds is approximately 5,700 acres. The remainder of the watershed is in Fayette (2%), Monmouth (14%) and Wayne (35%). Forest growth is the predominate land cover in the watershed. Agricultural use and residential development cover the remainder of the watershed. The greatest threats to the water quality of Androscoggin Lake are the reversing flow of the Dead River and non point sources associated with future development within its watershed.

Island Pond has a surface area of 14 acres, a maximum depth of 30 feet, a mean depth of nine feet and a watershed of 140 acres. The pond supports a warm water fishery. There is no available data related to water quality. The small watershed area is wooded and portions are mined for gravel.

Bonny Pond has a surface area of 15 acres with 138 acres of watershed in Leeds. There is no available date related to water quality of the Pond. The small watershed area is wooded and portions are mined for gravel.

In 2009 the town enacted a new Shoreland Zoning Ordinance that complies with the most recent guidelines adopted by the Board of Environmental Protection. Subdivision and site plan review standards are included in the Zoning and Land Use Code that require protection of both surface and groundwater resources.

The quality of water in a lake or pond depends on the condition of the land in its watershed. Phosphorus is abundant in nature, but in an undisturbed environment, it is tightly bound by soil and organic matter for eventual use by plants. Natural systems conserve and recycle nutrients and water. Land development changes the natural landscape in ways that alter the normal cycling of phosphorus. The removal of vegetation, smoothing of the land surface, compaction of soils and creation of impervious surfaces combine to reduce the amount of precipitation stored and retained, dramatically increasing the amount of water running off the land as surface runoff. The increased runoff from disturbed land generally carries higher concentrations of phosphorus.

The Maine Department of Environmental Protection has calculated the amount of additional phosphorus that would produce a 1 part per billion (1 ppb) increase in each pond's phosphorous concentration.

Per-Acre Phosphorus Allocations

Lake Name	Water Quality Category[1]	Direct Drainage Area In Leeds (Acres)	% of Direct Drainage Area In Leeds	Level of Protection	Per Acre Phosphorus Allocation (lb/acre/year)
Androscoggin Lake	Poor-Restorable	5,700	49%	Medium	0.043
Bonny Pond	Moderate-Sensitive	138	35%	Medium	0.052
Island Pond	Moderate-Sensitive	81	100%	Medium	0.057
Little Sabattus(Hooper) Pond	Moderate-Sensitive	773	46%	Medium	0.037
Sabattus Pond	Poor-Restorable	2,330	14%	Medium	0.021

Source: Maine Department of Environmental Protection (DEP), Watershed Division,

[1] Water quality category is an assessment by the Maine Department of Environmental Protection of the water quality of a lake.
Poor-Restorable: Lake supports algal bloom-restorable
Moderate-Sensitive: Average water quality, but high potential for phosphorus recycling from lake bottom sediments.

[2] Per acre phosphorus Allocation represents pounds (lbs) phosphorus per acre per year allocated to Leeds's share of watershed.

Groundwater Resources

Groundwater is water that is derived from precipitation that infiltrates the soil, percolates downward, and fills the tiny, numerous spaces in the soil and cracks or fractures in the bedrock below the water table. Wells draw water from permeable layers or zones in the saturated soil and fractured bedrock. In general, the saturated areas which will provide adequate quantities of water for use are called aquifers. Two major types of aquifers occur in Maine -- sand and gravel aquifers and bedrock aquifers. Wells in sand and gravel aquifers yield from 10 gallons per minute (gpm) up to 2,000 gpm, while wells in fractured bedrock generally yield from 2 to 25 gpm.

A sand and gravel aquifer is a water-bearing geologic formation consisting of ice contact, outwash, and alluvial sediments left by the melting glaciers and subsequent melt-water rivers and streams that were once part of this area of Maine (roughly 12,000 years ago). The sand and gravel deposits range from 10 feet to more than 100 feet thick.

Sand and gravel aquifers are generally large, continuous, sand and gravel deposits that extend along a river valley. The sand and gravel deposits fill the valley between the hills on either side to create a fairly flat valley floor. In most cases, the flow path of groundwater through the aquifer is from the valley walls towards a stream or river flowing along a valley floor. The stream, then, acts as a drain where groundwater enters the surface water drainage system and flows downstream.

Maps of sand and gravel aquifers have been published by the Maine Geological Survey. There is a linear sand and gravel aquifer moving in a northwest-southwest direction from north Leeds to the intersection of Route 202 and 106. Within this aquifer, there are four areas which have been mapped as high yield aquifers capable of producing wells in excess of 50 gallons per minute. While these sand and gravel aquifers will unlikely serve as a source of Leeds' public water supply source in the planning period, they are good sources of private water supply and aid in recharging area water supplies.

In Maine, much less information is available concerning bedrock aquifers. However, most private wells are drilled into bedrock and penetrate relatively small fractures that produce only small amounts of water. However, for most residential dwellings, wells drilled into bedrock need not produce large volumes of water. A well 200 feet deep with a yield of 2 gallons per minute will normally provide sufficient water for normal residential uses.

Contamination of both sand and gravel aquifers and bedrock wells is possible. Common groundwater contaminates include petroleum products, hazardous materials, failing septic systems and road salt. The Zoning and Land Use Code contains standards to protect groundwater resources.

Floodplains

A floodplain is the flat expanse of land along a river or shoreline that is covered by water during a flood. Under the Federal Insurance Program, the 100-year floodplain is called the flood hazard area. During a flood, water depths in the floodplain may range from less than a foot in some areas to over 10 feet in others. However, regardless of the depth of flooding, all areas of the floodplain are subject to the requirements of the Flood Insurance Program. Floodplains along rivers and streams usually consist of a floodway, where the water flows, and a flood fringe where stationary water backs up. The floodway will usually include the channel of a river or stream as well as some of the land area adjacent to its banks. Major flooding generally occurs in the spring months, from rapid runoff caused by heavy rains combined with snowmelt. Less frequently, flooding occurs later in the year as a result of hurricanes. Significant flooding has occurred in the Town of Leeds in past years. Flooding problems in Leeds occur in locations along the Androscoggin River, Allen Stream, Androscoggin Lake and Dead River.

Leeds participates in the National Flood Insurance Program which allows property owners that are located in the 100 year floodplain to purchase flood insurance. In 2010, there were 11 insurance policies issued in Leeds with a total coverage of $1,773,800. Since 1978, a total of $1,360 has been paid to policy holders. Leeds' 2003 Floodplain Management Ordinance is administered and enforced by the Code Enforcement Officer.

Analysis

1. **Direct discharges of pollution**. None are known. If the town becomes aware of any, steps are taken to address them. There are mechanisms for dealing with discharges when they become known.

2. **Non-point sources of pollution.** There are non-point sources of pollution including pollution from cattle, roads, driveways and erosion. Public education and peer pressure are important for minimizing non-point sources. The Androscoggin Lake Association has documented a number of problem areas. Bowdoin College has undertaken a study of the lake.

3. **Pollution threats to groundwater.** Potential threats include the railroad, which runs along a large aquifer, the now defunct Safety Kleen complex, and an old metal facility.

4. **Adequate protection for public water supplies.** Not applicable. There is no municipal water supply in Leeds.

5. **Non-regulatory measures to deal with pollution/ regional advocacy groups.** One of the best non-regulatory measures is public education. Regional groups concerned with water quality protection include the Androscoggin Lake Association, the Soil Conservation Association, land trusts, and the Androscoggin River Watershed Council.

6. **Road construction practices and standards.** Road construction, maintenance and written standards do not adequately protect water quality, but things are improving. Road maintenance has improved and some conservation practices are being employed.

7. **Floodplains – identification and protection.** Floodplains have been identified and are protected through shoreland zoning and the town's flood hazard ordinance. The town is in the flood insurance program.

6. CRITICAL NATURAL RESOURCES

Introduction

Protection of the natural environment of Leeds is essential to insure a healthy quality of life for future generations in the town. To adequately protect the environment, it is important to identify the natural elements affecting Leeds, and to understand their ecology--that is, to understand how these elements work together in processes which make the natural system work for our benefit.

Setting

Leeds is located in west-central Maine, and shares common borders with seven communities. With a land area of some 42 square miles, it is the fourth largest geographic municipality in Androscoggin County. The entire western border of Leeds, approximately 12 miles, is formed by the Androscoggin River. Other major water bodies include Androscoggin Lake and the Dead River.

The climate of Leeds is marked by cold winters and moderate summers. The average temperature in the summer months (June through August) is 70^{o}F**,** and in the winter months (December through February) is 20^{o}F. The average annual temperature is 46^{o}F. Precipitation averages 43 inches per year, and average annual snowfall is approximately 86 inches**.**

Topography

Topography, or "the lay of the land," can influence not only the views in town and the general, natural aesthetics of the area, but also where and how development may occur. Two factors are considered here: relief and slope.

The relief or general height of land above both sea level and other surrounding areas varies throughout Leeds. Local relief ranges from 720 feet above sea level at the top of Monument Hill to about 270 feet above sea level on the Androscoggin River. The town's physiography is that of a broad plain east of the Androscoggin River to a significant ridge line running north and south splitting the town approximately in half. This ridge line contains the highest elevations in town, Monument and Quaker Hills. From the ridge line east, to the town's border, the topography is rolling with Hedgehog and Bishop Hills approaching 700 feet in elevation.

The slope or the amount of rise and fall of the ground in a given horizontal distance presents various limitations to development and other land use activities. Generally, as slopes become steeper, construction is more expensive, roads and services are more difficult and expensive to construct and maintain, and the potential for environmental degradation increases.

As was the case with relief, slope also varies throughout Leeds. Slopes of greater than 15% are primarily found along the ridge line that divided Leeds into east and west

sections. As might be expected, significant areas of slopes of greater than 15% are found in the vicinities of Bishop and Hedgehog Hills. It is estimated that approximately 5% of the land area has slopes greater than 15%.

Soils

Soils are extremely important to community development. They are the underlying material upon which roads, buildings, sewage, and waste disposal occur. Development upon or in soils that are unsuitable for proposed uses will likely increase development and construction costs, annual maintenance costs, and cause environmental degradation.

Soil mapping conducted by the United States Department of Agriculture, Natural Resource Conservation Service indicates three main soil associations found in Leeds: Adams-Hinckley-Niniget; Scantic-Leicester-Scarboro; and Charlton-Sutton-Paxton. A soils association is a landscape that has a distinctive, proportional pattern of soils. It normally consists of one major soil, and it is named for the major soil. The general descriptions of the major soil associations found in Leeds are as follows:

Adams-Hinckley-Niniget: Deep, excessively drained to moderately drained, nearly level to moderately steep, coarse textured and moderately coarse textured soils.

Scantic-Leicester-Scarboro: Deep, medium textures and moderately coarse textured, poorly drained, level to gently sloping soils.

Charlton-Sutton-Paxton: Deep, medium textured and moderately coarse textured, well drained and moderately well drained, nearly level to moderately steep slopes, on hills and ridges.

Soils potentials for low density development have been developed by the Natural Resource Conservation Service. Soils potential for low density development is a system to rate soils for their potential for low density residential development. Basically, a local committee of knowledgeable contractors considers the type of corrective measures needed to overcome soil limitations for single-family homes with subsurface waste disposal and paved roads in a typical subdivision development. The committee addresses local costs associated with these corrective measures (such as fill, site preparation, blasting, etc.). The best soil, the one that has the least limitations for low density development is assigned a value of 100. All other soils have index points subtracted from 100 depending on the degree of site modification needed to make the soil satisfactory for subsurface waste disposal, house building, and roads. The result is a listing of the soils in the county arranged according to their potential for low density development. This approach to soil interpretation allows local people to determine costs and corrective measures needed to overcome such limitations. It emphasizes local criteria to meet local needs. Soil potential allows the relative quality of a soil of a particular use to be compared to other soils in the area. Approximately 30% of the land area in Leeds has a soil potential rating of low to very low for low residential development. These areas include soils with very high water tables, wetlands and

excessive slopes. Fifteen percent of the land area has soils rated high to very high. Concentrations of these soils are generally located along North Road and in south Leeds. The majority of the town has a medium potential for low density residential development.

As defined by the United States Department of Agriculture, Natural Resource Conservation Service, prime farmland soils are those which, nationwide, have physical characteristics which make them the best agricultural lands. Except for urban land, the designation of "prime farmland" is tied directly to soil properties and not to current or past land use--it can be land in cultivation, forest, pasture, or idle, and it can be remote or inaccessible. If, however, the land is urban, or built-up, it cannot be designated as prime farmland.

Significant areas of prime farmland soils are located along the floodplains of the Dead River, along the Androscoggin River from Route 219 north to the Livermore Falls/Leeds town line and at Additon Hill.

Wetlands

Wetlands perform a variety of functions. They serve as “natural sponges” that control water runoff by providing a buffer for excess water while allowing a steady, even release of that excess to both the surface and ground water. Wetlands perform a cleansing function by absorbing some physical and chemical pollutants from the runoff. Wetlands can also be important wildlife habitats.

Leeds' topography and soils are conducive to wetlands. This is confirmed by the National Wetland Inventory Mapping that identifies more than 100 wetlands. These areas range from small forested wetlands to large wetland areas. There are five major wetland areas including those at Androscoggin Lake/Dead River, between Fish Street and North Road, east of Church Hill Road, west of Libby Road and at Bog Brook. Under the Shoreland Zoning Law the area within 250 feet, horizontal distance, of open freshwater wetlands greater than 10 acres require shoreland zoning protection. There are 17 wetlands in Leeds that are zoned under the Shoreland Zoning law.

Multi-function wetlands are wetlands that provide three or more of the following functions: floodflow alteration; sedimentation retention; plant, animal and fish habitat; and cultural value. There are10 multi-function wetland systems in Leeds that provide for floodflow alteration, sedimentation retention, and plant, animal and fish habitat.

Wildlife and Fisheries

Wildlife should be considered a natural resource similar to surface waters or forest land. Our wildlife species are a product of the land, and thus are directly dependent on the land base for habitat. Therefore, if a habitat does not exist or an existing habitat is lost, various types of species will not be present. Although there are many types of habitats important to our numerous species, there are three which are considered critical: water resources and riparian habitats, essential and significant wildlife habitats and large undeveloped habitat blocks.

In addition to providing nesting and feeding habitat for waterfowl and other birds, wetlands are used in varying degrees by fish, beaver, muskrats, mink, otter, raccoon, and deer. Each wetland type consists of plant, fish and wildlife associations specific to it. Whether an individual wetland is a highly productive waterfowl marsh or a low value area capable of producing just one brood of ducks, it is still valuable. Eleven wetland areas in Leeds have been rated by the Maine Department of Inland Fisheries and Wildlife as having high or moderate waterfowl and wading habitat value.

Riparian habitat is the transitional zone between open water or wetlands and the dry or upland habitats. It includes the banks and shores of streams, rivers and ponds and the upland edge of wetlands. Land adjacent to these areas provides travel lanes for numerous wildlife species. Buffer strips along waterways provide adequate cover for wildlife movements, as well as maintenance of water temperatures critical to fish survival. Much riparian habitat exists in Leeds.

While deer range freely over most of their habitat during spring, summer and fall, deep snow (over 18 inches) forces them to seek out areas which provide protection from deep snow and wind. These areas, commonly known as deer yards or wintering areas represent a small portion (10-20%) of their normal summer range. While size and shape of the areas can vary from year to year or within a given year, most are traditional in the sense that they are used year after year. The Maine Department of Inland Fisheries and Wildlife has mapped 22 deer wintering area in Leeds.

Large undeveloped habitat blocks are relatively unbroken areas that include forest, grassland/agricultural land and wetlands. Unbroken means that the habitat is crossed by few roads and has relatively little development and human habitation. There are two types of undeveloped habitat blocks in Leeds. The first are forested blocks that are less than 300 feet from other non forested habitat or less than 500 acres. These blocks contain a greater edge to interior habitat ratio. The second type is forested blocks greater than 300 feet from other non forested habitat and greater than 500 acres. These undeveloped habitat blocks are needed by animals that have large home ranges such as bear, bobcat, fisher and moose.

While no longer listed the Maine's list of Endangered and Threaten Species there are Bald Eagle nesting areas along the Androscoggin River in Leeds and on Lothrop Island on Androscoggin Lake. The Bald Eagle is on the Maine list of Special Concern Species.

Androscoggin Lake is a significant warm water sport fishery during both the open water and ice fishing seasons. The Lake has a total surface area of 3,826 acres and is located in both Leeds and Wayne. The lake is shallow with a maximum depth of 38 feet with a mean depth of 15 feet. Largemouth bass, smallmouth bass, chain pickerel and brown trout are sought-after species. Throughout the summer bass tournaments are held on the lake. Island Pond is reported to have an abundance of warm water fish species.

The Androscoggin River has an important sport fishery. Bass and northern pike are found in the River in Leeds along with brown trout. The Dead River and smaller brooks and streams also provide fishing opportunities.

Critical and Natural Areas

The Maine Natural Areas Program has identified the existence of a number of rare plants and rare or exemplary natural communities associated with the Dead River delta and Lothrop Island. Rare plants include Cat-tail Sedge (endangered), Draft Bulrush (threatened), Fall Fimbry (Threatened), Indian Grass (endangered) and New Jersey Tea (threatened). Rare or exemplary natural communities include outwash pond shore, silver maple floodplain forest and unpatterned fen ecosystem.

Focus Area of Statewide Ecological Significance

Focus Areas of Statewide Ecological Significance have been designated based on an unusually rich convergence of rare plant and animal occurrences, high value habitat and relatively intact natural landscapes. The focus area that includes portions of Androscoggin Lake and Bog Brook is the only such area in Androscoggin County. Focus areas are intended to draw attention to these truly special places in hopes of building awareness and garnering support for land conservation by landowners, municipalities and local land trusts. Boundaries of focus areas are drawn by the Maine Natural Areas Program and the Maine department of Inland Fisheries and Wildlife.

Analysis

1. **Adequacy of existing regulations to protect critical natural resources.** For all lots, wetlands, floodplains, rights-of-way and significant wildlife habitat identified by MIFW do not count towards meeting lot size requirements.

2. **Shoreland zoning consistency.** The town's shoreland zoning ordinance is consistent.

3. **Non-regulatory measures and partnering with regional groups to protect critical natural resources.** Such measures include public education, supporting the land trusts, land purchase, and the incentives contained in the tree growth tax law and farm and open space tax law.

4. **Regional cooperation or planning to protect critical natural resources.** There is some cooperation with the lake association and the watershed committee. Employees of Verso Paper have been helpful in maintaining the dam.

5. **Other parts of the comprehensive plan that will protect critical natural resources.** All areas of the plan are inter-related. Protection of critical natural resources could adversely impact forestry.

7. PUBLIC FACILITIES AND SERVICES

Introduction

Leeds provides needed facilities and services to residents in an efficient and cost effective manner. The town has benefited from participating with other towns and regional organizations to provide public services. Those arrangements will continue and increase in the future.

Public Administration

The Town of Leeds has a selectman/town meeting form of government with three selectmen who are elected for three-year terms. The selectmen also serve as tax assessors and overseers of the poor. There is an appointed road foreman, treasurer, and administrative assistant who also serves as tax collector and registrar of voters.

Other public officials, committees and boards include: RSU 52 Board of Directors, code enforcement officer, plumbing inspector, fire chief, civil emergency preparedness director, animal control officer, health officer, recreation committee, planning board, and appeals board.

Public Facilities

The Leeds town office, located on Community Drive off Route 106 in Leeds Center, houses municipal government facilities. The new town office was constructed in 2002 and has the capacity to meet needs over the planning period. Town meetings and other large public meetings are held at the Leeds Central School.

Fire Protection

The Town of Leeds is provided fire protection by an all-volunteer on-call fire department. The department is managed by a publicly elected fire chief who appoints assistant chiefs. Department operations are supported by municipal appropriations and local fund-raising. Approximately 60 calls, local and mutual aid, are responded to annually.

The fire department has some 30 members on its roster with 20 members available to perform full firefighting activities including structural firefighting. The remaining members operate the trucks and provide support services.

The fire station is located on the Ridge Road in Leeds Center where the following equipment is housed.

Fire Department Equipment
2011

Equipment	Year	Role
Squad 51[1] - Ford	2001	Brush, MVA, Utility
Squad 52[1] - Kawasaki	2004	Brush and Utility
Engine 54 - Freightliner	1996	Pumper
Engine 55[1] – International/Central States	1995	Pumper
Tank 56[1] – Freightliner	1999	Water Supply
Tank 57[1] – Freightliner	1996	Water Supply

[1-] Squads 51 and 52 and tanks 56 and 57 were built in house by Fire Department members.

The Fire Department has automatic mutual aid agreements with Greene, Monmouth, Turner and Wales. Livermore, Livermore Falls, Wayne and Winthrop provide "on call" aid as needed.

The Department's dispatching is provided by Winthrop Communications. E-911 calls are answered by the Androscoggin County dispatch center and forwarded to Winthrop Communications. Firefighters are dispatched through a radio repeater system. The repeater is located on a town-owned tower on Quaker Ridge. Firefighters carry voice pagers and are alerted when Winthrop Communication sends the alert through the repeater.

Escalating costs for fire protection will continue due to several factors. State and/or federal mandates on training and ever-changing equipment specifications are among them. The additional mandated training also hinders recruitment for a department that relies completely on volunteers. This training, as well as fund-raising activities, takes members away from their families and other commitments. Most fire department members today do not work in town and lead very busy lives.

The Department generally has the capacity to meet the expected growth over the next ten years.

Emergency/Rescue/Medical Services

The town has no rescue department but rather depends on Turner Rescue. Annual appropriations help support the services provided by Turner Rescue.

The DFD Russell Medical Center located on Church Hill Road provides a full range of adult primary and pediatric care including case management, behavioral health counseling, minor

surgery, CLIA waived lab testing and comprehensive pharmacy services. There are five physicians, two nurse practitioners, two mental health providers, two physician assistants and a certified nurse midwife associated with the three medical centers. The Leeds center is open five days a week and has weekend hours.

Specialized medical needs are met by facilities in Lewiston and Portland.

Law Enforcement

Law enforcement is provided by the Androscoggin Sheriff's Department and the Maine State Police. Dispatching is provided by the Androscoggin County Sheriff's Department in Auburn and State Police Troop B headquarters in Gray. These services are paid through the County Tax Assessment and other taxes which are paid to the State of Maine. The Maine Department of Inland Fisheries and Wildlife's Game Wardens provide services to Leeds. Current law enforcement will be adequate over the 10-year planning period.

Waste Disposal

The Leeds Transfer Station is located on Ridge Road. Residents are required to purchase bags from the town if they want to dispose of waste at the station. The station utilizes trash bins for waste collection. A single stream recycling program has recently been implemented. Tires, demolition/bulky wastes, metal and white goods are also accepted. Prior to switching to single stream recycling the town averaged an annual adjusted recycling rate of approximately 19%. The solid waste system will be adequate for the planning period. Many residents of Leeds pay private haulers to pick up their trash.

Septic waste is pumped by private companies and transported to one of several area sewage treatment plants.

Highway Department

The highway department is responsible for summer and winter road maintenance as well as the rehabilitation and reconstruction of town roads. These include some 50 miles of paved roads and 13 miles of gravel roads. There is an appointed road foreman and six part time employees. The highway garage is located on Ridge Road. It has a 60' X 80' warm bay and a 60' X 80' cold bay. The garage is in good condition but additional space would improve operations. A sand/salt shed is located at the town garage site and has a capacity of approximately 3,000 cubic yards.

Major rolling stock of the department includes five plow/dump trucks, one sanding truck, two loaders, backhoe, excavator and grader. It is normal practice to purchase used equipment rather than new, which has proven to be successful. The 1989 loader is nearing the end of its useful life. The town maintains an equipment reserve fund.

Major projects in the coming years include work on the Roger Sumner Road, River Road, and Kenney Road.

The town faces challenges in the areas of funding for equipment replacement and maintenance and reconstruction of roads.

Education

Leeds belongs to RSU (Regional School Unit) 52, formally SAD #52, with the towns of Greene and Turner. Students in Leeds in grades PK - 6 attend the Leeds Central School. All students in the RSU in grades 7 - 12 attend schools in Turner. Based on information from the Maine Department of Education**,** total student enrollment in RSU 52 has decreased since 2007, although the enrollment for 2010 shows an increase because of the PK program instituted that year.

Leeds Student Enrollment

Year	PK	K	1	2	3	4	5	6	7	8	9	10	11	12	Tot
2007		30	19	28	19	21	37	24	22	36	42	47	29	32	386
2008		22	26	21	29	21	23	42	26	26	33	37	43	33	382
2009		22	22	28	18	30	25	22	42	29	24	32	42	42	378
2010	18	29	22	23	31	19	33	25	21	41	28	24	31	46	391

Communications

Electricity is provided by the Central Maine Power transmission system and is adequate to meet demands. Internet service is available as is cellular telephone service, although there are gaps in the latter service and improvements are needed. Satellite service is generally available, and cable is available in some parts of town.

Analysis

1. **Adequacy of municipal services**. Municipal services appear to be adequate to meet changes in population and demographics, provided there is continued maintenance and investment.

2. **Partnering with neighboring towns.** Leeds partners with other towns in the areas of ambulance services, fire protection and dispatching.

3. **Public sewer issues.** Not applicable to Leeds.

4. **Does lack of public water or sewer prevent growth?** There are no known instances where this has occurred.

5. **Stormwater facility maintenance.** Not applicable to Leeds.

6. **How the community addresses septic tank waste.** This is an individual responsibility. Septic wastes are handled by private pumpers/haulers.

7. **Public water system issues.** Not applicable to Leeds.

8. **School construction and expansion needs/promotion of new residential development around existing school/promotion of walking and biking to school.** Leeds is losing enrollment, so no expansions are planned. There is land around the school that could be developed. Biking and walking to school is not realistic and is not encouraged. Opportunities for hiking include the town farm lot, Monument Hill, the Curtis Homestead, after-school cross country skiing, and trails along the river and at the site of the old twin bridges. The town does not have a conservation commission.

9. **Adequacy of emergency response system.** The system is adequate. Most areas of town are within five miles of the fire station, which is considered adequate because of mutual aid.

10. **Solid waste management system.** Recycling is costing more. The town is meeting recycling goals, but there are issues to be addressed. There is a need for a solid waste committee.

11. **How public facilities and services support economic development.** Not applicable to Leeds.

12. **Needed telecommunications and energy infrastructure.** This is provided by the private sector. No known major issues.

13. **Public health officer/issues.** The town has a public health officer. There are no major issues.

14. **Capacity of public facilities.** This does not appear to be an issue in Leeds. All but one of the cemeteries (in Leeds Center) are town-owned. Capacity is not an issue.

15. **Priorities in community's capital investment plan.** As of this writing, there is no such plan.

16. **Extent to which investments in facility improvements are directed to growth areas.** Not applicable to Leeds.

8. OUTDOOR RECREATION

Introduction

Outdoor recreation opportunities are important to the residents of Leeds. Much of the outdoor recreation in town is non-facility orientated taking place in woods and on waters. The town's natural environment and woodlands are conducive to these activities and private land owners traditionally have allowed public access to their lands. Regional outdoor recreation opportunities are extensive.

Public Outdoor Recreation Facilities & Programs

Public outdoor recreation facilities owned and maintained by the town include the Town Beach along the northern shore of Androscoggin Lake. This 30 acre parcel that abuts Androscoggin Lake includes the beach, toilet facilities, picnic tables and boat launching facilities. In addition the Leeds Youth Athletic Association maintains three ball fields on the parcel. Another ball field and soccer field is located at the Tri-Corner Club parcel.

RSU 52 owns and maintains outdoor recreational facilities at the Leeds Central School including two ball fields and play field.

A portion of the Androscoggin Riverlands State Park is located on the shores of the Androscoggin River in Leeds. This 336 acre parcel was acquired with the 2,250 acre Turner parcel in 1990 through the Land for Maine's Future Program. The Leeds parcel currently has limited access and undefined boat access from the River. The Riverlands' Master Plan indicates that the Leeds parcel would be used for wildlife habitat/conservation with minimal development. Improvements programmed include boat landing and boat access only camping. NextEra Energy (Florida Power and Light) is expected to develop and maintain boat access camping sites on the State Park land and/or its own land in the near future.

There are two public boat launching sites on Androscoggin Lake. One is at the Town Beach in Leeds and the other in Wayne. The hard surface boat access and parking lot in Turner at the head of Gulf Island Pond provides access to the Androscoggin River that borders Leeds. The new Twin Bridges hand carry access site and the Freeman's hand carry landing site along the River Road provide access to the River and parking. These sites were developed and are maintained by NextEra Energy.

Private/Commercial Outdoor Recreation Facilities

There are several privately owned recreation associated facilities in Leeds. These facilities charge a fee and are open to the public.

Angel Cove Cottages - Androscoggin Lake frontage and beach
River Bend Campground - Campground with associated recreational facilities
Spring Brook Country Club - 18 hole golf course

Kayaking/Canoeing

The Androscoggin River has become an important kayaking and canoeing resource. In addition to the access points in Leeds at Twin Bridges and River Road, there are launching and takeout sites both up and down the river in other communities. The Androscoggin Canoe Trail has been created by the Mahoosuc Land Trust to provide landing sites between Shelburne Dam in New Hampshire and Merrymeeting Bay in Brunswick.

Hunting and Fishing

Game and non-game wildlife species are plentiful in Leeds. Hunting in the area follows the Maine hunting seasons. The game includes deer, rabbits, partridge, turkey and waterfowl. Most private land owners have traditionally allowed public access, some by permission, to their lands for hunting. Significant hunting areas include the lands along the Androscoggin River. The Androscoggin River and Androscoggin Lake traditionally have been favorite waterfowl hunting areas.

Androscoggin Lake is well known as a warm water sport fishery both during the open water and ice fishing seasons. Sought-after species include largemouth and smallmouth bass, chain pickerel and brown trout. The Androscoggin River has become an important sport fishery. This is a result of significantly improved water quality and an aggressive stocking program of brown and brook trout. Smaller brooks and streams also provide fishing opportunities.

Trail Systems

The Leeds Stumpthumpers snowmobile club maintains snowmobile trials throughout Leeds.

Androscoggin Land Trust

The Androscoggin Land Trust is active in the Region. It is dedicated to protecting, through land conservation and stewardship, the important natural areas, traditional landscapes, and outdoor experience in the Androscoggin River watershed. The Land Trust has been active in planning for the future uses of the Androscoggin Riverlands State Park.

Analysis

1. **Adequacy of existing facilities, programs for future.** Existing facilities and programs appear to be adequate for the future.

2. **Need to upgrade, enlarge or improve facilities.** There is no need to upgrade or expand. Existing facilities include:

    - Monument Hill
    - Curtis Homestead (Kennebec Land Trust)
    - Androscoggin Riverlands State Park
    - The gym at the church
    - Ballfields (Tri-Corner and Stinchfield)
    - Town beach

- Boat launch at Twin Bridges
- Picnic area and hand carry boat launch at Freeman's Landing on River Road

3. **Status of open space.** All of the facilities listed above except the Monument Hill are protected.

4. **Open space funds or partnerships.** None exists.

5. **Public access to significant water bodies.** The Town Beach provides access to Androscoggin Lake, and the boat carry-in facilities provide access to the Androscoggin River.

6. **Adequacy of trail maintenance.** Snowmobile trails are adequately maintained.

7. **Traditional access to private land.** Traditional access to private land has been restricted. There is a need for one or more committees to work with landowners to allow and maintain access.

9. TRANSPORTATION

Introduction

The location of transportation routes is important to development patterns and overall economic well-being in Leeds and the surrounding region. Leeds' transportation system consists of state, local and private roads and bridges, as well as rail and transit systems. This multimodal system is extremely important to existing and future development characteristics, both at the local and regional levels.

Leeds has 5 miles of arterial highway, 12 miles of other state highways, and 46 miles of local roads. There are no High Crash Locations in Leeds

Highway Classification and Conditions

The Maine Department of Transportation (MaineDOT) has classified highways based on functions within Leeds as Arterial, Major Collector, or Local. Leeds has 5.4 miles of Arterial highway, 11.2 miles of Major Collector highway, 0.86 miles of Minor Collector highways, and 46 miles of Local roads. Brief definitions of the highway functional classifications, as used by MaineDOT, are as follows:

> **Arterial Highways:** The most important travel routes in the state. These roads carry high speed, long distance traffic and attract a significant amount of federal funding. The state is responsible for road repair, resurfacing and winter maintenance on arterial highways. Route 11/100/US 202 and Route 219 are arterial highways.
>
> **Collector Highways:** These routes collect and distribute traffic from and to the arterial routes serving places of lower population densities, and they are somewhat removed from main travel routes. The Major Collector highway in Leeds is Route 106. The Minor Collector Highway in Leeds is Leeds Junction Road. Typically the State is responsible for road repair and resurfacing on all state roads. However, the state is only responsible for the winter maintenance responsibility of state roads in nonurban areas.
>
> **Local Roads:** Local roads are designed primarily to serve adjacent land areas and usually carry low volumes of traffic. The town is responsible for both summer and winter maintenance of local roads.

Detailed examination of local road conditions is important and should be done on an annual basis. Inventorying road conditions allows the town to determine the physical condition of local roads which can help direct future investments and suggest the need for capital expenditures for reconstruction. The town does not have any kind of formal road surface management system in place currently. It is beneficial for the town to use a consistent tool with which to inventory and evaluate local road conditions to ensure that the roads do not deteriorate to an intolerable condition. A multi-year capital plan can identify the priority for making investments in the town's local road network. Such a plan can prevent the local highway budget from spiking in years when major road reconstruction is needed because the

anticipated reconstruction costs are budgeted and spread out over a number of years. The Leeds Road Foreman has indicated that the following roads are in need of improvement:

Fish Street needs an overlay
Lakeshore Drive needs to be rebuilt and repaved
Kenney Road needs to be rebuilt and repaved
Old Lewiston Road needs an overlay
River Road needs an overlay
Sumner Road reconstruction was started in July 2011

Highway Capacities

MaineDOT maintains traffic volume data for selected roads in Leeds. Typically, these counts are done every two years. However, data may not be available at all locations every three years because data collection points can change over time.

Location	**1998**	**2001**	**2003**	**2006**	**2008**
Route 11/100/US 202 northeast of Route 106	6800	6860	6920	6870	6150
Route 11/100/US 202 southwest of Route 106	8330	7980	8310	8370	7470
Route 11/100/US 202 southwest of Leeds Junction Road	8210	8030	8120	7750	7140
Leeds Junction Road southeast of Route 11/100/US 202	990	1010	1150	950	1040
Route 106 north of Route 219	---	---	1490	1400	1220
Route 106 south of Route 219	1130	1080	1150	1150	1160
Route 106 north of Church Hill Road	1520	1460	1580	1340	1300
Route 106 south of Church Hill Road	2160	---	2250	2290	2050
Route 106 south of Quaker Ridge Road	---	---	---	---	1740
Route 106 south of Bog Road	---	1390	---	---	1260
Route 106 north of Route 11/100/US 202	1940	---	---	---	1490
Route 106 north of Blue Rock Road	1670	1320	1370	1560	1360
Route 219 west of Route 106	---	---	3030	---	2720
Route 219 east of Route 106 (east junction)	1560	1690	---	---	1770
Route 219 west of North Road	---	---	3080	2940	---
Route 219 west of River Road	2820	2970	3240	3010	---
Source: Maine Department of Transportation					

State Highway Improvement Plans

The MaineDOT updates its Six-Year Transportation Improvement Plan periodically. The purpose of the Six-Year Plan is to provide a linkage between the policy-based 20-Year Transportation Plan, the project based Biennial Capital Work Plan, regional planning and local planning.

The 2010-2015 Six-Year Plan identifies three projects in Leeds, including:

Project ID Number	Road/Subject	Length	Project Description
012669.00	Route 219	1.6 miles	Highway Reconstruction: Beginning 0.28 of a mile easterly of the Turner town line and extending easterly 1.60 miles.
Candidate # 19020	Route 106	3.58 miles	Highway Improvements: Beginning at Route 202 and extending northerly 3.58 miles to 0.10 of a mile northerly of the Libby Road.
Candidate # 19021	Route 106	4.33 miles	Highway Improvements: Beginning 0.50 of a mile northerly of the Libby Road and extending northerly 4.33 miles to 0.90 of a mile southerly of Route 219.

The 2010-2011 Biennial Capital Work Plan identifies one highway project in Leeds and the 2012-2013 Biennial Capital Work Plan identifies two highway projects in Leeds, including:

Project ID Number	Road/Subject	Length	Project Description
012669.00	Route 219	1.6 miles	Highway Reconstruction: Beginning 0.28 of a mile easterly of the Turner town line and extending easterly 1.60 miles.*
019257.00	Route 219	1.82 miles	PMRAP**: Beginning at Route 106 and extending northeasterly on Route 219 for 1.82 miles to the Wayne town line.
019152.00	Route 219	0.01 miles	Strut Replacement: Located 0.01 of a mile westerly of Route 106 on Route 219.

**This project will be considered for eligibility for federal, state and general obligation bond funding.*

*** PMRAP – Processing bituminous material from previously completed projects into a cold pavement mix to be placed on an existing highway base.*

Motor Vehicle Crash Data

The Maine Department of Transportation (MaineDOT) maintains records of all reportable crashes involving at least $1,000 damage or personal injury. One element of the records is the identification of "Critical Rate Factor" (CRF), which is a statistical comparison to similar locations in the state. Locations with CRFs of 1.0 or greater and with more than eight crashes within a three-year period are classified as "High Crash Locations" (HCLs).

Based upon information provided by MaineDOT for the period January 1, 2008 to December 31, 2010, there are no High Crash Locations in Leeds.

Bridges

There are seven publicly owned bridges in Leeds. All of these bridges are owned and maintained by MaineDOT. A bridge inventory and classification system of public bridges in Leeds has been established by MaineDOT. The following information has been provided by MaineDOT:

Leeds Bridge Inventory and Classification

Bridge Name	Capital/ Maintenance Responsi-bility	Location	Structure Class	Length (Feet)	Substruc-ture Condition	Superstruc-ture Condition	Deck Condition	Culvert Con-dition	Inspec-tion Date
Stinch-field	MaineDOT	Route 106 – 1.8 miles south of Route 219	Bridge on Town Way of State Aid Road	186	Fair	Satisfactory	Fair	Not applic-able	10/5/09
Johnson	MaineDOT	Route 11/100/202 – 1 mile north of townline		10	Not applicable	Not applicable	Not applicable	Poor	9/26/02
Daley	MaineDOT	Church Hill Road – 2.2 miles north townline	Bridge on Town Way or State Aid Road	64	Fair	Satisfactory	Satisfac-tory	Not applic-able	4/17/09
North Turner East	MaineDOT	Route 219 – 0.2 miles east of Route 108	Bridge on State Highway	138	Excellent	Excellent	Excellent	Not applic-able	10/5/09
Highmoor X-ing	MCRR	Route 11/100/202 – 0.1 miles west of townline	Bridge on State Highway	34	Very Good	Very Good	Very Good	Not applic-able	7/1/08
Foss	MaineDOT	Route 219 – 0.2 miles west of Route 106	Bridge on State Highway	222	Very Good	Very Good	Very Good	Not applic-able	4/17/09
North Turner, West	MaineDOT	Route 219 – At Junction of Route 108	Bridge on State Highway	360	Excellent	Excellent	Excellent	Not applic-able	7/10/09

MaineDOT defines the Federal Sufficiency Rating of a bridge as "a numeric indicator of the overall value of the sufficiency of the bridge. A rating will be from 0 to 100 (100=best, 0=worst). Federal Sufficiency Rating is computed with a federally supplied formula using an array of condition and inventory data. The formula is used to identify bridges eligible for federal funding. Federal sufficiency rating includes both structural deficiencies as well as functional obsolescence. This rating gives an overall value of the sufficiency of the bridge.

Since functional obsolescence (too narrow or low weight capacity) may account for a large portion of the rating, a low sufficiency rating does not means the bridge could “fail”.

Leeds Bridge Sufficiency Rating		
Bridge Name	**Year Built**	**Federal Sufficiency Rating**
Stinchfield	1922	45.6
Johnson	1941	53.5
Daley	1941	68.7
North Turner, East	2008	43.6
Highmoor X-ing	1992	93.4
Foss	2006	88.9
North Turner, West	2008	75.3

The MaineDOT posts bridges that are in need of improvement. Posting typically involves establishment of maximum weight limitations that can affect truck routing. There are no bridges in Leeds that are posted.

The MaineDOT has established a “Watch List” of bridges that could be subject to weight limitations in the future. Trucks are encouraged to avoid the bridges on the Watch List whenever possible because increased truck weights may hasten the need for posting. Since the North Turner, West Bridge was replaced in 2008, no bridges in Leeds are on the Watch List.

Access Management

In 2000, the Maine legislature adopted LD 2550, An Act to Ensure Cost Effective and Safe Highways in Maine. The purpose of this act is to assure the safety of the traveling public, protect highways against negative impacts on highway drainage systems, preserve mobility and productivity, and avoid long-term costs associated with constructing new highway capacity. The act is intended to conserve state highway investment, enhance productivity, manage highway capacity, maintain rural arterial speed, promote safety and conserve air, water and land resources.

The rules established as a result of this Act apply to new or modified curb openings (driveways and entrances) on rural state and state-aid highways which have 5,000 average annual daily traffic (AADT) for at least 50% of its length. The standards regulate corner clearances, drainage, driveway spacing, driveway widths, parking, shared driveways and sight distance. The rules define certain arterial highways according to such characteristics as posted speeds, traffic volume, crash rates, etc.

A “Mobility Arterial” is defined as a non-urban compact arterial that has a posted speed limit of 40 m.p.h. or more and is part of an arterial corridor located between urban compact areas or “service centers” that has 5,000 average annual daily traffic for at least 50% of its length. Route 11/100/US 202 is the only mobility arterial in Leeds.

A “Retrograde Arterial” is a mobility arterial where the access-related crash-per-mile rate exceeds the 1999 statewide average for arterials of the same posted speed limit. In addition

to meeting the standards for mobility arterials, mitigation measures will be required along retrograde arterials before new curb openings will be permitted by MaineDOT. There are no retrograde arterials in Leeds.

The rule has been amended numerous times by the Maine legislature since its original adoption and may not be as effective as originally intended. To ensure that mobility (timely flow of traffic) is maintained on Leeds roads, the town may want to consider adopting the state's access management rules without allowing the breadth of waivers currently available by the state.

Park and Ride Facilities

There are no MaineDOT park & ride facilities in Leeds, although there are privately owned lots used by commuters on a daily basis.

Public Transit

Western Maine Transportation Services, Inc. (WMTS) provides demand response and deviated-fixed-route transportation services to residents of Androscoggin, Franklin and Oxford Counties. Curb-to-curb (demand response) and deviated-fixed-route services are available to the general public using the WMTS bus and minivan fleet.

WMTS also provides human service transportation, including MaineCare (Medicaid) trips, to all destinations pre-approved by the Maine Department of Health and Human Services (DHHS). MaineCare transportation is provided both by the WMTS bus and minivan fleet, and by reimbursed volunteer drivers and Friends & Family self-driven rides which use private vehicles, depending on location and circumstances.

The types/purposes of rides provided by WMTS vary depending upon the rider's needs. The greatest number of rides are for clinical appointments for both adults and children, including developmental services (e.g. day habilitation programs, speech therapy, occupational therapy, etc.). Other trip purposes include shopping, personal appointments (hair, banking, social service, legal, etc.), employment, adult education, entertainment, social and family engagements, and dining at restaurants and senior meal centers, during non-holiday weekdays.

Several not-for-profit agencies also provide transportation services to clients and customers, including Community Concepts, Inc., and Rural Communities Action Ministry. These agencies are not considered to be public transit providers and may not be able to meet the needs of all residents who need transit services.

Overall, there has been growth in WMTS ridership numbers for Leeds residents in the last couple of years. In 2007, 259 rides were provided to Leeds, 239 rides in 2008, 1,057 in 2009, 1,102 in 2010, and 571 in 2011 were provided.

Rail Transportation

The Maine Central Springfield Terminal Railroad runs throughout town in a north-south direction. There are eleven crossings of the main line in Leeds which are potential safety hazards. The MaineDOT has indicated that it does not have any specific safety concerns with the railroad crossings in Leeds at this time. All of the "passive" crossings (crossings without lights and/or gates) will need to have either stop or yield signs installed to meet new Federal Highway Administration requirements by 2019.

The 2010-2011 Biennial Capital Work Plan identified one freight rail project in Leeds:

Project ID Number	Road/Subject	Length	Project Description
015265.00	Pan Am Railways	n/a	Rail Operational Improvements: Construction of a new side track and the extension of two existing tracks with a crossover near the Former DeCoster Egg Farm.

In November 2011, the MaineDOT reported that the Industrial Rail Access Program (IRAP) project Leeds (PIN 015265.00) was moving forward. Pan Am Railways received a signed agreement from Quality Egg of New England to rehabilitate, construct and maintain a sidetrack, in order to provide rail service. This project is expected to begin in the spring 2012.

Aviation

There are no public airports in Leeds. The nearest publicly owned aviation facilities are Brettuns Seaplane Base in Livermore, the Augusta State Airport, the Augusta Seaplane Base, and the Auburn-Lewiston Municipal Airport in Auburn.

Analysis

1. Roads, bridges, sidewalks and bicycle routes

A. Safety and efficiency concerns. Safety on town roads is a major concern because of traffic speed, lack of shoulders, and number of driveways on some roads.

B. Conflicts with multiple road uses. Not applicable to Leeds.

C. Impacts of state and regional transportation plans on community plan. Not applicable to Leeds.

D. How local plans and regulations mesh with state, regional and local transportation plans. There do not appear to be any major conflicts. There will be little or no effect, based on low projected population growth.

E. Community schedule for road investments and maintenance. The town does not have a formal, long-range plan. Investments are scheduled for one to two years.

F. Issues regarding policies and standards for design, construction, maintenance of roads and bridges. The approach in Leeds is to improve the road base prior to re-surfacing. The major concern is to protect our investment.

2. Parking

A. Parking issues. The major issue is parking overflow at the school, the ball fields, the church and the medical center.

B. Role of parking standards in promoting development in desired locations. Not applicable to Leeds.

C. Parking standards and safety. The town has parking standards that consider safety.

D. Needed community parking investments. There may be a need for more parking at the school, and possibly the creation of a park-and-ride lot.

3. Other modes of transportation

A. Transit services. The only available service is Western Maine Transportation Services (WMTS). Leeds will have to continue to rely on this service which does not have a regular schedule and is generally only available to lower income people.

B. Transportation terminal. Not applicable to Leeds.

C. Public airports. Not applicable.

4. Coastal Communities only. Not applicable.

5. Environmental and cultural considerations

A. Environmental degradation caused by transportation facilities. The extent of degradation is unknown. The railroad goes over aquifers, and there have been spills. Manure trucks have also had spills. The Maine Metal site and the Safety Clean site may be problem areas.

B. Community objective for preserving valuable natural resources adjacent to transportation facilities. The community hasn't developed any.

C. Transportation-related noise considerations. Decibel levels are controlled through site plan review, but the town doesn't deal with noise from existing activities.

D. Community options for minimizing transportation-related impacts of development. The town is a rural area so options are very limited. A park-and-ride lot would be helpful.

6. Land Use

A. How existing and proposed major transportation facilities complement the community's vision. Not applicable.

B. Land use decisions' impact on safety, efficiency. Land use decisions have a very minor impact on transportation systems because of the small amount of existing and projected growth. Sprawl has occurred to some extent along roads.

C. Land development vs. cost effective passenger or freight transportation. Not applicable.

D. Need for access management standards or traffic permits. The town's subdivision regulations limit the extent to which each lot can have its own driveway to the main road.

E. How road design standards support the type of development the town wants. The town has road standards for good construction, but has not expressed a preference for the type of development it wants. Road standards limit subdivision roads, but road frontage is expensive and most subdivisions have back land.

F. Subdivision dead-ends. The town requires that there be a second entrance if there are more than 19 lots. Most dead-ends involve small pieces of property. The town has not wanted to take on additional road maintenance responsibilities.

10. FISCAL CAPACITY

Introduction

A community's fiscal capacity refers to its ability to meet current and future financial needs through public expenditures. Over the next ten years there will be demands to maintain and/or improve various municipal services, facilities and infrastructure. These demands may include general governmental operations and services and road improvements and equipment replacement.

Revenues

The largest source of revenue is from residential property taxes. In 2009 real and personal property was assessed at $171,355,000. This was comprised of $94,120,300 in buildings, $75,094,400 in land and $2,140,300 in personal property. Industrial value is $2,453,800 and distribution/transmission line is $2,467,000. Approximately 1% of the assessed property value is tax exempt. Between fiscal years 2009 and 2010, the local assessed valuation increased by approximately $2 million or 1.2%. The mil rate has been steady over the past five years. A re-valuation is reflected in the mil rate of 10.50 in 2009.

Valuation and Mil Rate [Numbers Rounded]

Fiscal Year	Assessed Valuation (Local)	State Valuation	Mil Rate
2006	$83,694,300	$129,500,000	21.38
2007	$87,319,570	$139,900,000	20.05
2008	$89,618,900	$157,500,000	18.85
2009[1]	$169,358,200	$173,600,000	10.50
2010	$171,355,000	$177,800,000	10.62

[1] Re-valuation

The tax base over the next ten years will continue to be dependent on residential property and land. Increases in valuation will occur as new homes are constructed.

Other major consistent sources of revenues are intergovernmental revenues and excise taxes.

Municipal Revenue Fiscal Years (Amounts Rounded)

Fiscal Year	2006	2007	2008	2009	2010
Property Taxes	$1,791,300	$1,777,500	$1,670,300	$1,757,000	$1,825,300
Excise taxes	$287,200	$311,500	$312,500	$308,500	$313,400
Intergovernmental Revenues	$397,700	$352,300	$320,600	$318,500	$232,300
Other Revenues	$86,000	$141,700	$122,100	$142,900	$124,800
TOTAL	$2,563,000	$2,583,100	$2,425,500	$2,526,900	$2,495,800

Expenditures

Total municipal expenditures decreased by approximately $80,000 or 3% in the five-year period between 2006 and 2010. Consistent decreases in expenditures have included education and debt service. Over the five year period the county tax has increased by 25% or about $32,000.

In 2005, an Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels, better known as LD 1, was enacted. The goal of the law is to lower Maine's total state and local tax burden. This goal is to be achieved by placing limits on the growth of state and local governments. The law provides several formulae that constrain year-to-year increases of municipal property tax levies, county assessments and state General Fund appropriations. Each year a municipal commitment growth limit is calculated based on real personal income growth, population change and increases in real and personal property values attributed to new development and investments. Should the town budget exceed the commitment growth limit a vote to exceed that limit is required at town meeting. Since the inception of LD 1, Leeds' budgets have not exceeded the commitment growth limit.

Expenditures Fiscal Years (Amounts Rounded)

Category	2006	2007	2008	2009	2010	% Change 2006-10
General Government	$246,800	$252,500	$254,300	$260,000	$262,000	6.2%
Protection	$29,100	$32,500	$27,400	$40,000	$22,000	(-24.4%)
Public Works	$388,400	$182,900	$300,700	$520,00	$418,900	7.9%
Health & Sanitation	$51,100	$62,300	$55,100	$64,300	$51,600	1.2%
Education	$1,422,700	$1,406,400	$1,366,600	$1,394,800	$1,393,100	(-2.1%)
Recreation & Culture	$18,300	$11,700	$21,400	$10,600	$27,600	50.8%
Social Services	$22,900	$28,000	$32,800	$30,500	$29,100	27.1%
County Tax	$130,200	$132,800	$136,700	$148,700	$162,900	25.1%
Capital Outlays	$160,700	$44,400	$15,000	$14,400	$0	-
Debt Service	$78,700	$76,300	$73,900	$35,700	$35,300	(-55.2%)
Unclassified/Other	$41,200	$65,900	$87,400	$32,400	$61,400	49.0%
TOTAL	$2,544,100	$2,266,300	$2,371,200	$2,579,500	$2,464,000	(-3.2%)

Capital Projects Fund

The town maintains capital project fund and reserve accounts for capital projects. At the end of fiscal year 2010, there was approximately $148,000 in the fund.

Capital Investment Plan

Listed below are the significant capital investments which are expected over the next 10 years identified during the comprehensive planning process. Individual items represent necessary equipment replacement/upgrading, facility improvements and investments necessitated by projected growth. The amounts of the identified expenditures may change after further study and town meeting action.

Town of Leeds Capital Investment Plan				
Item	**Year**	**Priority**	**Estimated Cost**	**Probable Financing**
1. Solid Waste Transfer Station	2022	Low	$50,000 to $100,000	(B)
2. Town Beach Improvements	2022	Low	$25,000 to $75,000	(G) (P)
3. Multi-year road Improvement Fund	On going	High	$50,000 to $1000,000	(B) (DF) (P)
4. Loader	2014	High	$50,000 to $75,000	(P) (LL)
5. Back hoe	2018	Medium	$50,000	(RF) (B)
6. Plow Trucks (2)	2018	Medium	$60,000 to $80,000	(P) (RF)

Notes:

P – pay as you go
RF – reserve fund
B – bonding
DF – develop financing
G – grants
LL – low interest loans

Municipal Debt

As of the end of fiscal year 2010, Leeds had a municipal outstanding long-term debt of $2,600.

The amount of debt allowed a municipality is governed by state law; the law limits a town's outstanding debt to 15 percent of the town's last full state valuation. This limit is reduced to 7.5 percent if the debts for schools, sewer, water and special-district purposes are excluded. Based upon Leeds' state valuation, the maximum debt under state law, excluding debt associated with specials districts, would be approximately $13.3 million. However, such a debt would increase the tax rate significantly. Nevertheless, should the town need to borrow for public improvements, Leeds has significant borrowing power.

Fiscal Capacity

A community's fiscal capacity is based upon the ability to pay normal municipal operating costs, including education, public works, public safety and finance capital expenditures as needed compared with the ability of the tax base and other revenue sources to support such expenditures. In considering Leeds' capacity to fund normal municipal services and capital projects two areas are important. First, in recent years annual increases in valuation have been at approximately the rate of inflation. A rate of the increase in valuation greater than the

rate of inflation would allow increased expenditures to be implemented without a mil rate increase. The mil rate has been able to remain steady over the past five years. Secondly, Leeds does have significant borrowing power based on the maximums established in state law. Future borrowing for capital expenditures should be based upon projected valuation increases and their impacts upon taxpayers.

Analysis

1. **Are tax revenues from new development offsetting the cost of additional services and capital investments.** No. New development seldom pays its own way.

2. **Capital and budget priorities identified elsewhere in the Plan.** Not applicable.

3. **Anticipated changes in the tax base.** Very little change is expected. The conversion of farmland to other uses could affect the tax base to a certain extent.

4. **How the community finances capital investments; use of impact fee ordinances.** The town uses bonding and borrowing for major purchases. There are no impact fee ordinances.

5. **Town's borrowing capacity.** The town has the capacity to borrow money for what it needs.

6. **Impact of County and school assessments on town's ability to finance capital investments.** These assessments are significant and therefore limit what the town can do financially.

7. **Impacts of State and local spending limitations.** The town has stayed within these limits, but the need to vote to allow the town to go over these limits changes the way the town votes. The town generally votes to over-ride these limits but has not had to do so.

8. **Town's participation in capital-sharing arrangements with neighboring communities.** The town doesn't participate in such arrangements other than through the school system and the sharing of ambulance and fire-fighting resources.

11. LAND USE

Introduction

A major element of the comprehensive plan is an analysis of the use of land and development patterns. By analyzing past and present development patterns, we can gain insights into community functions, understand spatial relationships, examine past and current priorities, and set future direction. Current land use patterns and future development trends are cornerstones in the development of policies and strategies which will direct future development characteristics of the community.

Leeds has a land area of approximately 43 square miles (27,160 acres), the majority of which is forested. Open fields are still very much evident in portions of the town.

The amount of land used for agricultural purposes has remained fairly constant over the past 20 years. However, the amount of livestock in Leeds and the land used to feed the livestock has declined. Land use regulations have been effective in promoting the land use policies contained in the 1991 Comprehensive Plan. It is expected that some 200-300 acres of land will be needed for new residential development depending on densities or the size of lots over the 10-year planning period.

Woodland/Forest Land Use

The majority of Leeds' land area is forested. Of the approximately 27,000 acres of land in Leeds, it is estimated that 19,000 acres are primarily forested. There are several large unbroken areas of forestland. Most of Leeds' forestland owners have not placed their land in the Tree Growth Tax Program. In 2010, there were 1,050 acres on 17 parcels classified under the Tree Growth Tax Program. This compares to 1,780 acres in 20 parcels classified in 1990. There is an additional 975 acres of woodland in the Farmland tax Program. The Maine Forest Service reports that between 1991 and 2008 there were 400 timber harvests on 10,180 acres of land in Leeds. Selective harvest accounted for 9,220 acres of all timber harvested. There were 200 harvests that resulted in a change of land use.

Forests in Leeds support the region's wood product industries, protect water quality and are major factors in the town's rural character. The most significant threats to commercial forest land are lack of markets, poor management and the creation of land parcels that are of such size as to be not suited to commercial forestry practices. The amount of woodland/forest land use has been stable in recent years. Over the past twenty years some has been changed to residential land use.

Agricultural Land Use

Agriculture remains an important part of Leeds' culture and use of land, while it has declined over the past 20-30 years. Dairy and its associated crops, and poultry, are the primary agricultural activities. While there are fields found throughout town the majority of agriculture land use is located in the northern third of Leeds.

Both prime farmland soils and farmland soils of statewide importance exist in Leeds. Some of areas of soils are used for agricultural purposes, some are forested and other areas have been developed as non-agricultural uses. It is estimated that approximately 8% of the land area in Leeds is covered by prime farmland soils. Significant areas of these soils are found along the shores of the Dead River, along the Androscoggin River from Route 219 north to the Livermore Falls/Leeds town line and at Additon Hill.

In 2009 there were 32 parcels totaling 1,470 acres registered under the Farm Land Tax Program. These acres were comprised of 515 acres of cropland and 975 acres of woodland. The number of acres in the Farmland Tax Program has decreased slightly since 1988 when there were 1,510 acres in the program. There are an additional 430 acres in the Open Space Tax Program.

Commercial agriculture is still important to the economy and character of Leeds. However, new uses of agricultural structures that are no longer used for the support of farming need to be considered.

Residential Land Use

In 2010 there were approximately 1,018 housing units in Leeds. Of that amount some 927 were year round and the remainder were used on a seasonal basis. From 1990 to 2000 there was a 28% (186 units) increase in housing units. Between 2000 and 2010 there was an increase of 162 units, or 19%.

Leeds' residential land use patterns can be separated into three categories, concentrated residential, scattered residential and seasonal residential.

Concentrated Residential

Concentrated residential development in Leeds is defined as those areas having a residential density in the one-two acre range. These patterns have occurred over the past 30 years and include development in mobile home parks and single lot development in the General Residential district zoning district. That district has a minimum lot size requirement of 40,000 square feet. This type of residential land use is primarily found along Anson Road, the southern portion of Quaker Ridge Road, Country View Drive, Kinney Road, Plains Road, Roger Sumner Road, the southern portion of Route 106, Curtis Corner, and the southern portion of North Road.

Scattered Residential

The majority of residential development is scattered throughout the town on existing public roads. This is an historic pattern as well as the predominant residential land use pattern since the 1980's. Over the past 20 years there have been only a few instances where new roads have been constructed to serve residential developments. The lack of new street construction has tended to "string" residential development out along existing public roads.

Seasonal Residential

There is a concentration of seasonal residential land use along the northwesterly shore of Androscoggin Lake. Most of these lots were created well before the Shoreland Zoning Law and range from 5,000 to greater than 15,000 square feet. Current zoning provisions do not allow structures on the small lots to be converted to year round use.

Commercial Land Use

There is only a small amount of land used for commercial uses in Leeds. Land used for commercial purposes is found primarily along Route 202 and small stores in Leeds Center and North Leeds. There are a number of small enterprises (home occupations) found throughout town. Current zoning provisions including maximum size and prohibition on outdoor displays have limited the creation of commercial home enterprise land uses.

Industrial/Manufacturing Land Use

The majority of land that can be classified as industrial/manufacturing has traditionally been extractive and products associated with sand and gravel. Their importance has declined in recent years. Industrial land uses are found on Route 106, the Bog Road and in North Leeds.

Land Use Trends

The most significant land use trend since 1990 has been the scattering of residential development adjacent to public roads. There have been approximately 340 new housing units constructed in Leeds over the past 20 years. There have been few subdivisions that have included new street construction.

The amount of land used for agricultural purposes has remained fairly constant over the past 20 years. However, the amount of livestock in Leeds and the land used to feed them has declined.

Commercial land uses have not increased to any great degree over the past 20 years even though population has increased by about 657 people.

There has not been any major increase in land used for industrial purposes over the past 20 years. There has been some increase of industrial land use at the Dakin Pallet Plant on the Bog Road.

Land Use Regulations

The most recent complete comprehensive planning program in Leeds was in 1991. That Plan was adopted by the town and was found to be consistent with the requirements of the Growth Management Law. In December 1991, the town adopted a Zoning and Land Use Code that contains all land use related standards including zoning/site review, shoreland zoning, subdivision, floodplain management and street construction. The town's first zoning ordinance was adopted in 1971. To administer ordinances there is a seven member planning board and part time code enforcement officer. The capacities of those involved in planning

and land use regulation has been adequate in most instances. Land use regulations have been effective in promoting the land use policies contained in the 1991 Comprehensive Plan.

Zoning Ordinance

Current zoning standards are based on the 1991 comprehensive plan. It has been amended almost annually. The ordinance divides the town into six districts and prescribes uses permitted by right, uses requiring a code enforcement officer permit and uses requiring site plan review by the Planning Board. The districts include industrial, commercial, general residential, rural residential, prime agriculture and special protection.

Industrial: The Industrial District includes land areas that have industrial uses or are best suited for such uses including land with railroad frontage. Allowed uses are primarily commercial/industrial related although single family uses are permitted. A minimum of 40,000 square feet is required per lot with maximum lot coverage of 60%.

Commercial: There are two commercial districts. One is adjacent to Route 202 and south to the town line and includes the Spring Brook Golf Course. The other is along route 219 in North Leeds. The District allows many uses including single family residential. A minimum of 40,000 square feet is required per lot with maximum lot coverage of 50%.

General Residential: The General Residential District limits uses to residential and public. It is the only district in which mobile home parks are allowed. It includes areas of more compact residential land use and areas that can accommodate additional development. A minimum of 40,000 square feet is required per lot with maximum lot coverage of 20%.

Rural Residential: The Rural Residential District includes the majority of the land area in Leeds. A minimum of 87,120 square feet is required per lot with a maximum lot coverage of 20%. Residential uses are allowed as well as other uses needing more rural locations.

Prime Agriculture: Uses in this district are limited to agriculture, agriculture related business, non-commercial outdoor recreation and residential. A minimum of 87,120 square feet is required per lot with maximum lot coverage of 20%.

Subdivision Ordinance

The current Subdivision Ordinance was adopted in 1991 as part of the Zoning and Land Use Code. It has been amended numerous times since its adoption. In addition to the review criteria contained the State Subdivision law it has additional standards including those for mobile home parks and open space subdivisions.

Site Plan Review Standards

Leeds' site plan review standards are an element of the Zoning Ordinance. These performance standards are used by the Planning Board to review non residential development projects.

Shoreland Zoning Ordinance

In 2009 the town enacted amendments to the Shoreland Zoning Ordinance that complies with the most recent guidelines adopted by the Board of Environmental Protection.

Floodplain Management Ordinance

The town participates in the National Flood Insurance Program and has enacted a Floodplain Management Ordinance. The Ordinance complies with the requirements of the National Floodplain Insurance Program. The Ordinance is administered by the Planning Board.

Land Needed for Future Growth

To estimate land needed for future growth, consideration must be given to anticipated population growth, the nature of potential types of commercial development and the desired character of Leeds and the natural land constraints to development. Some of this information is contained in sections of the plan that discuss population, housing, economy and critical natural resources.

Major natural land constraints to development in Leeds include wetlands, hydric soils, floodplains and slopes. Although these constraints exist there is a sufficient land base without these natural constraints to accommodate additional growth anticipated during the 10-year planning period.

Current population projections indicate a moderate growth (approximately 300) in year round population through 2022 and a demand for approximately 100-115 new housing units for this population over the same period. It is expected that some 200-300 acres of land will be needed for new residential development depending on densities or the size of lots over the 10-year planning period.

Commercial/business land uses take up a small amount of land in Leeds. Because of the proximity of Auburn and Lewiston and their retail and services businesses, minimal new commercial development is expected to serve population growth. There is interest by the town in attracting new businesses that would increase its tax base. Suitable land near transportation systems and public infrastructure may be necessary to accommodate this type of growth.

Analysis

1. **Is development occurring lot by lot or in subdivisions?** It's about half and half.

2. **Characteristics that contribute to rural nature of town.** See vision statement.

3. **Is development in rural areas or traditional settlements?** Development is primarily rural.

4. **Effectiveness of regulations in directing growth to appropriate areas.** Critical natural resources are protected to some extent by existing ordinances.

5. **How regulations help retain village character.** Not applicable.

6. **How many future residences and non-residential developments in the next 10 years.** The town expects about 100-115 homes. The number of non-residential developments is not known.

7. **Town's administrative capacity to manage land use.** The town's capacity is limited. The town relies heavily on volunteers and cooperation.

8. **Environmentally suitable areas for mobile home parks.** Mobile home parks are allowed in the GR district.

12. REGIONAL COORDINATION

Shared Resources

Leeds is linked in a number of ways to other nearby communities.

Economy. The residents of Leeds are highly dependent upon the service center communities of Auburn and Lewiston (43% of workers in the year 2000, the last year for which such data is available), and to a lesser extent Augusta, for employment opportunities.

Fire protection. Dispatching service is provided by Winthrop Communications. The Fire Department has automatic mutual aid agreements with Greene, Turner, Monmouth, and Wales. Livermore, Livermore Falls, Wayne and Winthrop provide “on call” aid as needed.

Emergency/rescue. The town relies on Turner Rescue to provide emergency/rescue services.

Police protection. Leeds has no police force of its own. Law enforcement is provided by the Androscoggin County Sheriff’s Department and the Maine State Police.

Schools. Leeds in one of three towns in Regional School Unit #52 which also includes Greene and Turner. Students in grades PK-6 attend the Leeds Central School. All students in grades 7-12 attend schools in Turner.

Regional Coordination Strategies

Regional coordination strategies contained in this plan include:

Housing

2. Regional Initiatives. Continue to support regional housing initiatives.

Public Facilities and Services

3. Regional Cooperation. Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.

Outdoor Recreation

3. Trail Networks. Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.

Water Resources

2. Conservation Commission. Encourage the formation of a Conservation Commission that could meet with other organizations in towns that share common watersheds to discuss water quality protection measures and their effectiveness.

Agriculture and Forest Resources

Agricultural Land/Open Space

2. Land Trust Coordination. Coordinate with land trusts such as the Androscoggin Land Trust and the Maine Farmland Trust when conservation easements are proposed.

Forest Land

2. Land Trust Acquisitions. Encourage and support efforts by land trusts to acquire easements and fee interest in woodland areas.

Land Use

Commercial/Industrial Development

1. Coordination with Adjacent Communities. Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.

13. GOALS, POLICIES, STRATEGIES

Economic Development

Additional economic development will provide local employment opportunities, provisions for local service delivery and an additional source of tax dollars. It is the long-term goal of the Town of Leeds to expand its commercial/industrial base, while maintaining Leeds' character.

Goals

- Promote an economic climate that increases job opportunities and overall economic well-being.

Policies

- Encourage new or expanded commercial and industrial development which is suited for Leeds' physical and fiscal environment.
- New or expanded commercial and industrial development should take place in locations suitable for such development. Development should not be detrimental to established residential areas or critical natural resources.

Strategies

1. **Economic Development Committee.** Appoint a group of interested citizens to promote the economic development of the community. Possible activities:

   - Prepare a list of town businesses and services;
   - Develop a web page;
   - Prepare one or more brochures;
   - Recommend zoning changes;
   - Coordinate with town boards, surrounding towns and regional development entities to support economic development;
   - Support agriculturally-related enterprises;
   - Investigate incentives for economic development.

   Responsibility: Selectmen
   Time-frame: Short-range

2. **Zoning Amendments**

   Consider amendments to the zoning ordinances, such as contract zoning, to allow greater flexibility in the use or re-use of existing property including re-use of existing structures.

   Responsibility: Planning Board
   Time-frame: Short-range

Affordable Housing

Goals:

- Encourage and promote affordable, decent housing opportunities.

Policies:

- Allow mobile home park development in appropriate locations.
- Allow multiple unit residential development as per current ordinances.
- Allow the conversion of larger single-family homes to multi-family.
- Support organizations and groups working to meet local housing needs.
- Seek to achieve at least 10% of all housing, built or placed during the next decade, to be affordable.
- Encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.

Strategies

1. **Zoning provisions.** Continue zoning ordinance provisions that allow affordable housing including:

   - Mobile home parks in the GR district;
   - Individual mobile homes on all lots where single-family dwellings are allowed;
   - Second dwelling unit allowed in a residential structure.

   Responsibility: Town
   Time-frame: Long-range

2. **Regional Initiatives.** Continue to support regional housing initiatives.

   Responsibility: Selectmen, Planning Board
   Time-frame: Long-range

Public Facilities and Services

The delivery of necessary municipal services is extremely important for the community's well-being. Adequate fire and police protection is required for the safety of the Town's residents. A transportation system with adequate capacities is required for future growth. Municipal government must be accessible and responsive to local needs.

Public safety services include law enforcement, fire protection and emergency medical services. Leeds does not provide any municipal law enforcement. Fire protection is provided by volunteers and emergency services by the Turner Rescue Unit. Current development and future growth may create demands upon Leeds' public safety services.

Goals

- Plan, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Policies

- Finance existing and future facilities and services in a cost effective manner.
- Explore grants available to assist in the funding of capital investments within the community.
- Reduce Leeds' tax burden by staying within LD 1 spending limitations.
- Preserve open space for recreational use as appropriate.
- Assure that new growth and development does not exceed the capacity of public safety services and infrastructure.

Strategies

1. **Capital Investment.** Continue to fund capital reserve accounts.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

2. **Capital Plan Update.** Continue to review and/or update the capital reserve accounts annually or biennially.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

3. **Regional Cooperation.** Continue to explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

4. **Local Law Enforcement.** Periodically assess the need and feasibility of local law enforcement.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

5. **Review of Applications.** Continue to provide for review of site plan applications by the Fire Department and Public Works Director and others as required and continue to permit the Planning Board to require phasing of development so as not to overburden the department.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

Recreation Resources

Leeds' growing population will place greater demands upon its recreation resources. Developed public recreation activities have generally been provided by the School District, the Leeds Recreation Committee, Leeds Athletic Association and the Stump Thumpers Club. These, along with the traditional recreational activities of hunting, fishing, boating and other non-facility activities, have generally met demands. However, as the population increases, there may be demands for new recreational opportunities and programs. In addition, changing land ownership characteristics will continue to alter traditional recreational opportunities.

Goals

- Promote and protect the availability of outdoor recreation opportunities including access to surface waters.

Policies

- Plan for the necessary recreation areas, facilities and programs within the community to serve the needs of all age groups.
- Provide limited and defined access to ponds and rivers.
- Maintain/upgrade existing recreational facilities as necessary to meet current and future needs.
- Preserve open space for recreational use as appropriate.

Strategies

1. **List of Recreation Needs.** Continue to create a list of recreation needs or develop a recreation plan to meet current and future needs. Assign a committee or town official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

2. **Trail Networks.** Continue to work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.

   Responsibility: Leeds Athletic Association, Recreation Committee, Stump Thumpers, Others
   Time-frame: Long-range

3. **Open Space Protection.** Continue to work with an existing land trust or other conservation organization to pursue opportunities to protect important open space or recreational land.

   Responsibility: Planning Board, Conservation Commission
   Time-frame: Long-range

4. **Education.** Provide education regarding the benefits and protections for landowners allowing public recreational access on their property.

   Responsibility: Conservation Commission
   Time-frame: Long-range

Transportation

A community's roadway system is extremely important to existing land uses and future development. Traditionally, the roadway system has been second only to education in the amount of tax dollars expended annually. Leeds has approximately 5 miles of arterial highway, 12 miles of other state highways, and 46 miles of local, town-maintained roads. Road conditions vary from good to poor.

Policies:

- Continue a multi-year road improvement program.
- Require development which will exceed existing town roadway capacity to make road improvements necessary for planned traffic volumes.
- Continue to allow the development of privately owned roads if they conform to town road standards.
- Safely and efficiently preserve or improve the transportation system.
- Promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.

Strategies

1. **Multi-year road improvement program.** Continue to develop a multi-year road improvement program including projected costs for its implementation.

   Responsibility: Selectmen or designee
   Time-frame: Short Range

2. **Feasibility of impact fee.** Assess the feasibility of developing a local impact fee ordinance for road improvements necessitated by new residential development. If such an impact fee is feasible, acquire services for the development of such an ordinance.

   Responsibility: Planning Board
   Time-frame: Long-range

3. **Off-site improvements.** Amend the subdivision ordinance to grant the authority to the Planning Board to require off-site improvements as a condition of the subdivision approval.

   Responsibility: Planning Board, Town
   Time-frame: Short Range

4. **Planning efforts.** Continue to actively participate in regional and state transportation and land use planning efforts.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

5. **Road standards**. Continue to maintain ordinance standards for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.

   Responsibility: Town
   Time-frame: Long-range

6. **Cooperation with MaineDOT.** Work with MaineDOT as appropriate to address deficiencies in the system or conflicts between local, regional, and state priorities for the local transportation system.

   Responsibility: Selectmen or designee
   Time-frame: Long-range

Historic and Archaeological Resources

There is a growing awareness among citizens and governments across the country of the value of a community's historic resources. Historic buildings provide insight into a community's past as well as help answer broader questions about history. Serving as functional elements of a community, maintained historic buildings can conserve resources, time, energy and money while they sustain a sense of community character.

Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. Archaeological sites are defined as prehistoric or historic. Prehistoric sites are those areas where remains are found that were deposited thousands of years before written records began in the United States. These sites are the only source of information about prehistory. More recent archaeological sites, historic, are those sites which occurred after written records began. In Maine, archaeological sites are most commonly found within 25 yards of an existing or former shoreline and early roads.

Goals

- Preserve Leeds' historic and archaeological resources

Policies

- Protect to the greatest extent practicable the significant historic and archaeological resources in the community.

Strategies

1. **Protection during development review process.** For known historic archeological sites and areas sensitive to prehistoric archeology, require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

   Responsibility: Planning Board
   Time-frame: Ongoing

2. **Use of maps and other resources.** Adopt or amend land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.

   Responsibility: Planning Board
   Time-frame: Long-range

3. **Municipal survey.** Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need and, if necessary, plan a comprehensive community survey of the community's historic and archaeological resources.

   Responsibility: Selectmen or their designee
   Time-frame: Long-range

Surface Waters and Ground Water

Surface Water

Leeds' surface waters are comprised of the Androscoggin River and Dead River, bogs, Androscoggin Lake, several small ponds and a number of brooks and streams. Although none of the Town's surface waters are used as a source of public drinking water, they are important recreationally. The water quality of the ponds located in Leeds is not well documented. Androscoggin Lake has an ongoing water quality monitoring effort. Where information is available, the Trophic State Index is in the mid-range for all lakes and ponds.

Significant improvements to the water quality of Androscoggin River have made the river attractive for non-contact water recreational activities. When water contact recreation is possible, a significant demand may develop. The Dead River continues as an important recreation and wildlife resource.

Directly related to the quality of water in Leeds' lakes and ponds are the activities which take place in their individual watersheds. Increased runoff from development within a watershed can create higher concentrations of phosphorus, a major impediment to maintaining water quality.

Leeds shares the watersheds of Androscoggin Lake and Sabattus and Allen Ponds with several other communities. The Androscoggin River flows past Leeds as well as many other communities from its source in the western mountains to Merrymeeting Bay.

The Town recognizes that without proper management of the Town's resources as well as shared natural resources, various community and/or regional values may be diminished or lost. Therefore, it is a goal of the Town of Leeds to maintain the high quality of its own natural resources and those it shares, or to improve the quality if it has been diminished.

Goal

- Protect the quality and manage the quantity of Leeds' water resources, including lakes, aquifers, great ponds and rivers.

Policies

- Maintain the significant natural resource values of the Androscoggin River and its adjacent shorelines.
- Minimize phosphorus loading as the result of development or other activities within watersheds.
- Regulate development adjacent to surface waters in such a manner as to protect water quality, maintain wildlife travel corridors, aesthetics, and other natural resources.
- Permit development and other land use activities upon or in soils which are suited for such use.

Strategies

1. **Phosphorus Impact Analysis.** Continue to allow the Planning Board to require a Phosphorus Impact Analysis and Control Plan for proposed development within the Androscoggin Lake, Allen and Sabattus Ponds Watersheds and a long-term maintenance plan for imposed phosphorus control measures.

Responsibility: Planning Board, Town
Time Frame: Ongoing

2. **Conservation Commission.** Encourage the formation of a Conservation Commission that could meet with other organizations in towns that share common watersheds to discuss water quality protection measures and their effectiveness.

   Responsibility: Selectmen, Conservation Commission
   Time Frame: Long-Range

3. **Soil Contaminants.** In the Planning Board's development reviews, require the identification of potential soil contaminants and place conditions upon such developments to safeguard against soil contamination.

   Responsibility: Planning Board
   Time-frame: Mid-range

4. **Soil Conservation.** Encourage agricultural landowners to participate with the Natural Resources Conservation Service to identify and implement practices to minimize soil erosion and phosphorus export.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

Groundwater

Groundwater from bedrock or sand and gravel aquifers is the primary source of water for residential and non-residential uses in Leeds. Groundwater can be contaminated from substances that seep into the ground directly or that are carried into the ground after dissolving in water.

The Maine Geological Survey has mapped the location of significant sand and gravel aquifers in Leeds. A linear sand and gravel aquifer, located in a northwest-southeast direction from North Leeds to the intersection of Routes 202 and 106 has been mapped. Within this aquifer is an area which could be expected to produce a well with a yield greater than 50 gallons per minute.

Bedrock aquifers have not been mapped as extensively as have the sand and gravel aquifers. However, they are the source of the majority of water supplies in Leeds.

Policies

- Maintain the quality and quantity of ground water resources for current and future uses.
- Direct all activities over significant aquifers so that the cumulative effects of those activities do not bring water quality below state drinking water standards.

Strategies

1. **Existing Regulations.** Continue to include groundwater protection standards in the Zoning Ordinance and Subdivision Ordinance.

   Responsibility: Planning Board, Town
   Time Frame: Ongoing

2. **Strategy 2: Education Program.** Develop a public education program to inform residents of the importance of groundwater and the potential threats to it.

   Responsibility: Conservation Commission
   Time Frame: Long-Range

Agriculture and Forest Resources

Agriculture has been a traditional way of living in Leeds. A by-product of agriculture has been farmland and open space which is valued by Town residents. Therefore, it is a continuing goal of Leeds to promote a strong agricultural community.

Forest or woodlands cover the majority of land in Leeds. It is estimated that some 20,000 acres are covered by trees at various stages of maturity. Several commercial woodlots in Leeds are in excess of 200 acres. Forest lands are important natural resources that provide raw material for local and regional industries. They are also critical to water quality protection, wildlife and air quality. Forest lands also provide numerous recreational opportunities.

Goal

- Safeguard the Town's agricultural and forest resources from development which threatens those resources

Agricultural Land/Open Space

Policies

- Continue to support non-traditional subdivision development on farmlands.
- Promote the use of best management practices for agricultural production.
- Support farming and encourage its economic viability.

Strategies

1. **Conservation Incentive.** Enact Zoning Ordinance provisions which allow agricultural landowners to develop lands, other than open fields with a greater density than normally allowed, in return for a conservation easement on open land area equal to the amount of lot size reduction. For example, allow densities of one acre for a conservation easement instead of the required two acre lot size requirement. Road frontage reduction should also be considered.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

2. **Land Trust Coordination.** Coordinate with land trusts such as the Androscoggin Land Trust and the Maine Farmland Trust when conservation easements are proposed.

   Responsibility: Planning Board, Conservation Commission
   Time-frame: Mid-range

3. **Tax Incentives.** Provide information to owners of productive farm and forest land about current use taxation programs.

Responsibility: Town Office, Conservation Commission
Time-frame: Mid-range

4. **Allowed Uses.** Continue to allow activities that support productive agriculture operations such as roadside stands, greenhouses, and pick-your-own operations.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

5. **Economic Plans.** Include agriculture and commercial forestry operations in local or regional economic development plans.

   Responsibility: Selectmen
   Time-frame: Mid-range

6. **Current Requirements.** Continue provisions in the subdivision ordinance which conserve agriculture, forest land, recreational opportunities, or protect natural features.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

Forest Land

Policies

- Safeguard lands identified as capable of supporting commercial forestry.
- Promote the use of best management practices for timber harvesting.
- Support forestry and encourage its economic viability.

Strategies

1. **Information Program.** Implement an information program for woodland owners of programs available through the Small Woodlot Owners Association, the forest products industry, Maine Forest Service and others relating to woodlot management.

   Responsibility: Selectmen, Conservation Commission
   Time-frame: Mid-range

2. **Land Trust Acquisitions.** Encourage and support efforts by land trusts to acquire easements and fee interest in woodland areas.

   Responsibility: Conservation Commission
   Time-frame: Mid-range

3. **Land Use Regulations.** Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices.

   Responsibility: Planning Board
   Time-frame: Mid-range

Critical Natural Resources

Critical natural resources include:

- Wildlife habitat
- Freshwater wetlands
- Floodplains
- Rare and endangered natural resources.

Goal

- Protect the Town's critical natural resources.

Wildlife Habitat

Food, water and shelter are basic requirements that must be supplied by an animal's habitat. The abundance and condition of a species is a reflection of the quantity and quality of its available habitat. Wildlife habitat is constantly changing through natural selection or at the hand of man.

Leeds' wildlife resources are an important natural resource. Loss or degradation of habitat will reduce wildlife. Therefore, it is a long-term goal of Leeds to maintain its wildlife resources.

Policies

- Maintain riparian habitat along rivers, streams, brooks and lakes.
- Maintain the wildlife values of wetlands and deer wintering areas.
- Weigh the impacts of development on wildlife and wildlife habitat.

Strategies

1. **Net Residential Density.** Keep the net residential density requirement in the current Zoning Ordinance.

   Responsibility: Planning Board Town
   Time-frame: Mid-range

2. **River Setback.** Continue to prohibit structural development within 150 feet of the Androscoggin and Dead Rivers.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

3. **Shoreland Zoning.** Continue to meet shoreland zoning requirements.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

4. **Protection of Critical Natural Resources.** Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

Responsibility: Planning Board, Town
Time-frame: Mid-range

5. **Beginning with Habitat maps.** Through local land use ordinances, require the Planning Board to incorporate maps and information provided by the Maine Beginning with Habitat program into the development review process.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

Freshwater Wetlands

Freshwater wetlands are important natural resources although not often seen as such by the general public. They provide habitat for a broad range of plants, animals and fish, including waterfowl, insects, reptiles and amphibians. In addition, wetlands serve as water purifiers for contaminants and storage areas, which reduce flooding by absorbing and dispersing excess rainfall.

Policies

- Protect the integrity of freshwater wetlands so that their overall benefits and values are maintained.
- Place a high level of protection on freshwater wetlands and the areas, within 250 feet of the upland edge of such wetlands, identified as being of significant wildlife value.

Strategies

1. **Shoreland Zoning Protection.** Continue to protect freshwater wetlands identified by the Maine Geological Survey as required by the MaineDEP.

   Responsibility: Planning Board, Town
   Time Frame: Ongoing

2. **Other Critical Wetlands.** Expand protection to certain critical wetlands not identified by the above survey.

   Responsibility: Planning Board, Conservation Commission
   Time Frame: Mid-range

3. **Town Requirement for State Permits.** Continue to authorize the Planning Board and Code Enforcement Officer, as elements of their development reviews, to require appropriate permits under the Natural Resources Protection Act (Title 38 MRSA Sections 480 A-S) and Section 404 of the Federal Water Pollution Control Act (FWPC 33 USC Section 1344), prior to final approval of an application where wetlands are involved.

   Responsibility: Planning Board, Town
   Time Frame: Ongoing

Floodplains

A floodplain is a flat expanse of land along a river or shoreline that is covered by water during a flood. During a flood, water depths in the floodplain may range from less than a foot in some areas to over ten feet in others. Floodplains in Leeds may be located along rivers, streams, wetlands and water

bodies. They are natural features where significant agricultural land is located as well as hazardous areas during flooding events.

Policy

- Discourage construction and development in floodplain areas that increase the risk of property loss and/or increase the level of flooding.

Strategies

1. **Enforcement.** Continue to strictly administer and enforce the Town's Floodplain Management Ordinance.

   Responsibility: Code Enforcement Officer, Planning Board
   Time Frame: Ongoing

Rare and Endangered Natural Resources

Leeds contains a number of rare, endangered or critical natural resources. The loss or degradation of these areas will have lasting impacts.

Policies

- Protect identified rare and endangered plant and animal species from degradation.
- Protect critical natural resources.

Strategy

1. Amend the Subdivision and Zoning Ordinance to allow the Planning Board to require information concerning proposed development impacts upon rare, endangered or critical natural resources and proposed mitigation measures.

   Responsibility: Planning Board Town
   Time-frame: Mid-range

Land Use

Past, current and future development patterns shape a community. They influence overall community character and dictate to a large extent the cost and delivery of various municipal services.

Leeds, with approximately 62 square miles, is the fourth largest community in Androscoggin County. Residential development has accounted for the most significant shift in land use in recent years. According to U.S. Census data, 348 new housing units have been added between 1990 and 2010. A significant portion of these new dwellings have been located on individual lots along town roads. Leeds does not have an established community center served by public water and sewer.

Goals

- Encourage orderly growth and development in appropriate areas of the community, while protecting the Town's rural character, making efficient use of public services and preventing development sprawl.

- Plan, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- Promote an economic climate that increases job opportunities and overall economic well-being.
- Manage development so that the character of Leeds, including farming, farmland, scenic views, natural resources and open space is maintained, and unreasonable demands are not placed upon the community as a result of that development.

Residential Development

Existing zoning provisions allow for residential development by right in all areas of Town except for the Resource Protection and Special Protection districts. Lot size requirements range from 40,000 square feet to two acres. All districts require 150 feet of road frontage. There is a 150-foot setback requirement along the Androscoggin River and Dead River.

Most divisions of land into three or more lots require approval under the State Subdivision Law by the Planning Board. The Town has adopted a subdivision ordinance which establishes minimum requirements for subdivision approval. One factor affecting the tendency of development to occur along Town roads is the expense of developing roads.

Leeds will continue to experience residential development, primarily along the rural road network. Because Leeds will not have municipal water and sewer systems within the planning period, all future residential development will require on-site subsurface sewage disposal systems and private wells. Development, therefore, should be located in areas that can safely provide both.

Policies

- Ensure that residential development will be located only in areas that are suitable for residential development at proposed densities.
- Provide for or allow innovative residential development techniques that conserve land, safeguard significant natural areas and reduce construction costs.
- Provide suitable locations for mobile home parks.
- Direct new residential development so that it minimizes conflict with agriculture.

Strategies

1. **Town Acceptance of New Roads.** Amend local ordinances to require that any road proposed for acceptance by the Town have two entrances from a public road (no dead-end roads) to facilitate snow removal, emergency services, school buses and deliveries.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

2. **Front Setback.** Increase the minimum front setback to 50 feet for new buildings and accessory structures.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

3. **User-Friendly Ordinance.** Simplify the Zoning Ordinance.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

4. **Impact Fee.** Assess the feasibility of developing a local impact fee ordinance for road improvements necessitated by new residential development. If such an impact fee is feasible, acquire services for the development of such an ordinance.

   Responsibility: Planning Board, Town
   Time-frame: Long-range

5. **Off-Site Improvements.** Amend the Subdivision Ordinance to grant authority to the Planning Board to require off-site improvements as a condition of subdivision approval.

   Responsibility: Planning Board, Town
   Time-frame: Long-range

6. **Open Space Subdivisions**. Continue to provide for open space subdivisions in the Zoning and Subdivision Ordinances.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

7. **Requirement for Two Sketch Plans**. For proposed subdivisions of 10 acres or more, continue to require that the Planning Board be provided with sketch plans of a traditional subdivision layout and an open space subdivision layout.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

8. **Requirement for Open Space Subdivision**. Continue to allow the Planning Board to require open space subdivisions in developments of more than 10 acres when such development is feasible based on terrain and soil characteristics.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

9. **Shared Driveways**. Continue to require the maximum use of shared driveways or road entrances when a subdivision abuts a public road.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

10. **Lot Size.** Increase lot size requirements for residential development in the Commercial/Industrial Zone.

    Responsibility: Planning Board, Town
    Time-frame: Long-range

11. **Family Developments.** Delete Section 3.D., Family Developments, of the Town of Leeds Street Construction Ordinance (this provision exempts streets within a family development from the provisions of the ordinance except for minimum right-of-way width).

    Responsibility: Planning Board, Town
    Time-frame: Long-range

Commercial/Industrial Development

At the present time, Leeds has a limited number of commercial and industrial establishments. These businesses are somewhat scattered throughout the community. There is a Commercial District designated along Route 202 that extends north 1,000 feet and a lot size requirement of 40,000 square feet. There are two Industrial Districts. One is located adjacent to Route 106 more than 1,000 feet north of the 106/202 intersection. A second is located adjacent to Route 106 at North Leeds. Both Industrial Districts are traversed by rail.

Policies

- Allow for home occupations within all areas of the community.
- Direct new commercial/industrial development to those areas where the transportation system has adequate capacity to carry projected traffic volumes.
- Direct new commercial/industrial development to those areas where it will not conflict with adjacent, less intense land uses.
- Limit encroachment upon commercial/industrial areas or sites that would conflict with commercial/industrial uses.
- Regulate new commercial/industrial development so as to protect the natural environment including ground water.

Strategies

1. **Responsible Development.** Encourage responsible commercial and industrial development.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

2. **Buffers.** Continue to require buffer/screening setbacks between non-commercial/industrial uses and commercial/industrial uses.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

3. **Performance Standards.** Continue to include performance standards in the Zoning Ordinance to assure environmentally safe development of commercial/industrial areas including ground water protection.

   Responsibility: Planning Board, Town
   Time-frame: Ongoing

4. **Contract/Conditional Zoning.** Amend the Zoning Ordinance to include a provision for contract/conditional zoning to allow responsible commercial/industrial uses throughout the community, especially reuse of existing buildings.

   Responsibility: Planning Board, Town
   Time-frame: Mid-range

Plan Implementation and Tracking

Strategies

1. **Coordination with Adjacent Communities.** Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.

   Responsibility: Planning Board, Town
   Time-frame: Long-range

2. **Code Enforcement Officer Support.** Continue to provide the code enforcement officer with the tools, training and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with Title 30-A §4451.

   Responsibility: Selectmen
   Time-frame: Ongoing

3. **Development Tracking.** Track new development in the community by type and location.

   Responsibility: Code Enforcement Officer
   Time-frame: Ongoing

4. **Plan Implementation.** Periodically evaluate implementation of the plan.

   Responsibility: Planning Board
   Time-frame: Long-range

5. **Plan Review and Revision.** Review and update the Comprehensive Plan no later than 2022.

   Responsibility: Planning Board or other committee designated by Selectmen
   Time-frame: Long-range

FUTURE LAND USE PLAN

Introduction

A major purpose of the Comprehensive Plan is to establish a guide for ongoing development of the community. The plan establishes the foundation for the land use decisions and defines growth and rural areas within the community. It is therefore important that the Comprehensive Plan sets forth a realistic development guide so that the community can prosper and at the same time maintain important community values.

The Future Land Use Plan identifies desired future development patterns and characteristics. The Future Land Use Map synthesizes the goals, policies and strategies presented in the Comprehensive Plan. The principles which guided the development of the Future Land Use Plan and Map include:

1. Match the type and density of development as closely as possible with the natural constraints of the land to absorb development, taking into account water quality, soils, slopes, the presence of critical natural resources and the availability of municipal services;
2. Promote agriculture and maintain the “feeling” of farmland and open space;
3. Maintain important wildlife areas and travel corridors;
4. Maintain and enhance the natural values of the Androscoggin River and Androscoggin Lake and their shorelands;
5. Guide the location of development so that it is compatible with municipal services including the transportation system;
6. Allow economic development that is suitable for the community in appropriate areas; and
7. Allow residential development at varying densities in appropriate areas of the community.

Implementation

The Future Land Use Plan and Future Land Use Map will be implemented through continued administration of, and amendments to the town’s existing ordinances, where applicable, including the Zoning, Shoreland Zoning, Subdivision and Street Construction ordinances. The Future Land Use Plan will provide basic direction to the drafters of ordinance amendments. The Future Land Use Map will also serve as a basis for amendments to the town’s Zoning Map. During the development of ordinance amendments, the public will be given ample opportunity, through meetings and hearings, for input.

Significant Resource Areas

Significant resource areas are those areas in Leeds that are most vulnerable to development. Land uses in these areas require stricter regulation than would be warranted in other areas. These areas include:

- **Shoreland areas.** The purpose of designating shoreland areas is to protect the resource values and water quality water of bodies and wetlands while permitting

shoreland residential and recreational uses that are compatible with these resources. This area includes the land within 250 feet of Androscoggin River, Androscoggin Lake, the Dead River, several small streams, and numerous wetlands greater than 10 acres in size. Most of the shoreland areas along Androscoggin Lake would continue to be in the Limited Residential District, while most of the shoreland areas around other water bodies and wetlands would continue to be in the Resource Protection District.

- **Floodplains.** Land within 250 feet of the normal highwater mark of the Androscoggin River and Dead River that are also in the 100-year floodplain would continue to be in the Resource Protection District.

- **Wetlands.** The land areas within 250 feet of most of the town's freshwater wetlands of 10 acres and more would continue to be in the Resource Protection District, although developed areas will continue to be in the Limited Residential District.

- **Wildlife habitat.** Wildlife species, both game and non-game, are valued by both residents and visitors to Leeds. Suitable habitats are critical to their health and continued survival. Deer wintering areas, waterfowl habitat, riparian areas and large block of undeveloped land are critical habitats. These areas would continue to be conserved through shoreland standards and zoning and subdivision ordinance standards that conserve their resource values.

Growth Area

The purpose of the growth area is to encourage future residential, commercial and industrial growth in areas that are most suited for development. Leeds' growth area includes those portions of the town that are served by state and public roads and that are generally suitable for such growth. Non-residential development would continue to be managed under the town's site plan review standards. The following is a general description of the major growth area land use categories:

Industrial. Industrial activity is an intense use of land and often not compatible with other land uses. Important to community growth, it can also impact adjacent uses and the demand for municipal services. Therefore, such land use activities should be located near municipal services and where transportation routes are suitable. Although these areas should be maintained primarily for industrial type activities, commercial uses are also appropriate for these areas.

Industrial areas are located along Route 106 adjacent to the railroad and in North Leeds. Careful consideration as to the nature and impact of proper industrial uses is required to safeguard the sand and gravel aquifer located under the industrial area. The lot size requirement should be 40,000 square feet for non-residential uses and 2 acres for residential uses.

Commercial. Commercial areas require a location appropriate for such activity and where transportation systems are suitable to handle potential traffic generated by such development. Commercial development should not detract from residential values.

Because of current commercial development patterns, the area adjacent to and south of Route 202 to the Leeds border is the primary commercial area. A second area is located along Route 219 from the twin bridges to Fish Street. The lot size requirement should be 40,000 square feet for non-residential uses and 2 acres for residential uses.

General Residential. General residential areas are located where the greatest densities of residential development currently exists in Leeds (with the exception of the area along Lakeshore Drive which is Limited Residential). Residential development should be medium density (one dwelling per 40,000 square feet with the exception of mobile home parks). The area should be primarily residential, with some other appropriate and compatible land uses allowed.

Rural Area

The purpose of the rural area is to maintain land that is used or could be used for agriculture and forestry while allowing compatible land uses. The rural area contains undeveloped land, some of which is expected to remain undeveloped. Some of these lands have development limitations including soils and slopes unsuited for intensive land uses. Other areas are owned by people who have no interest in developing their lands.

Land use standards would continue to allow agriculture, forestry and other land uses requiring rural locations, as well as low density residential and commercial development at a scale and character appropriate for Leeds. This area also includes many of the significant resource areas described above. The following is a general description of the major rural area land use categories:

Rural Residential. Rural residential areas comprise the majority of land area within the community. These areas are generally served by a road system not designed for high volumes of traffic. Residential development and other appropriate land uses should be low density (one dwelling per two acres) and compatible with rural land uses including agriculture and commercial forestry. Open space development should be encouraged as a way to preserve rural character.

Prime Agricultural. Prime agricultural areas include areas where there has traditionally been a concentration of agricultural activities. These areas are important to the economy of Leeds and provide the “critical mass” necessary for viable agricultural activity. Agriculture and agriculture-related businesses are the preferred activities. Residential development should also be allowed at densities not to exceed one dwelling unit per two acres of land.

Special Protection. Certain areas within Leeds warrant special consideration due to the likelihood of their degradation as the result of various land use activities. Virtually all development activity, including the construction of single family dwellings, should be prohibited in these areas.

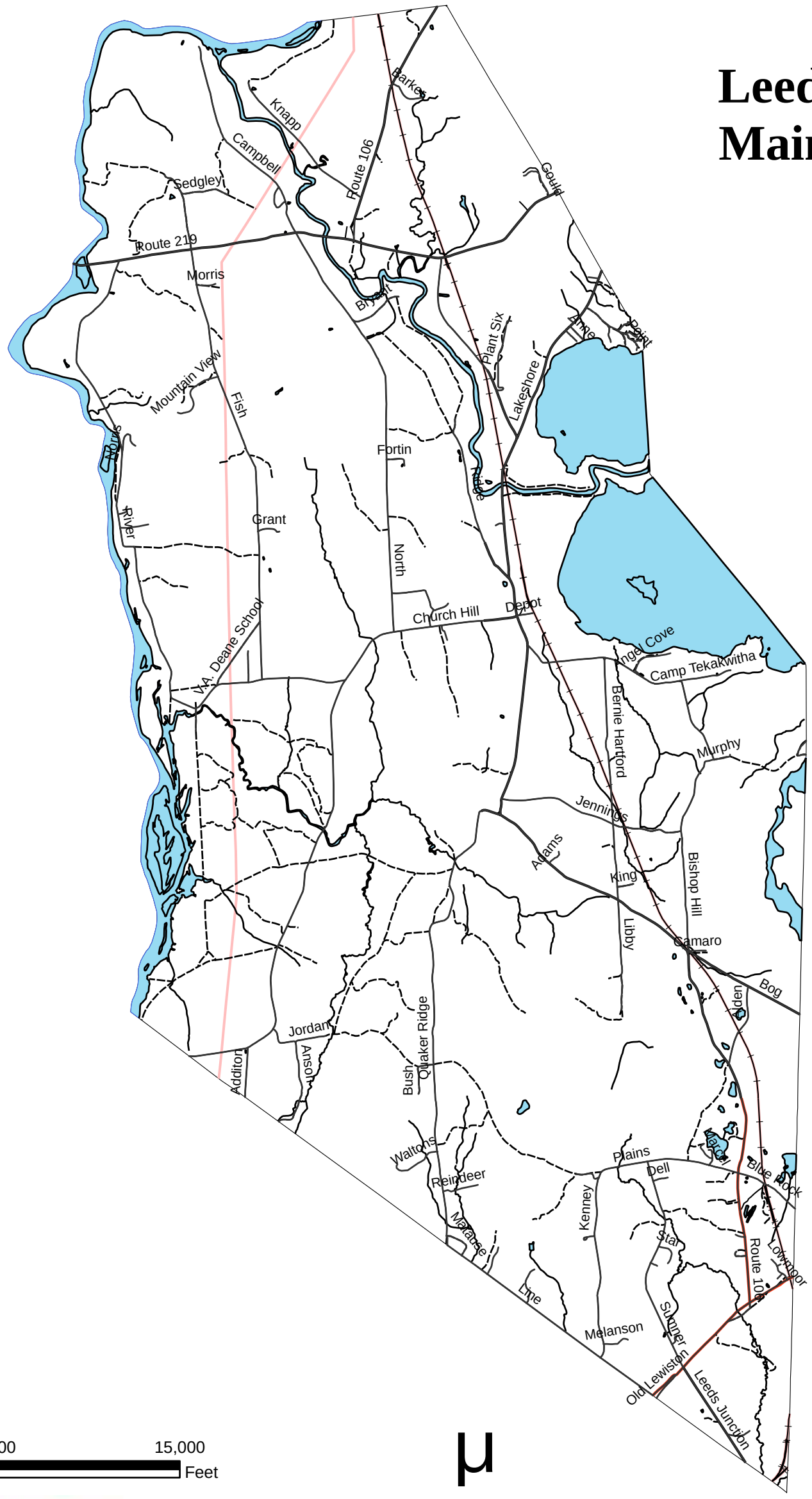
Shoreland Areas. Shoreland areas are land areas immediate adjacent to rivers, streams, lakes and freshwater wetlands throughout the community. Shoreland areas include:

- **Resource Protection:** areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values. Virtually all development activity, including the construction of single family dwellings, should be prohibited in these areas.
- **Limited Residential:** areas suitable for residential and recreational development. It includes areas other than Resource Protection areas and Stream Protection areas.
- **Stream Protection:** areas within 75 feet of the normal high water line of mapped streams. Virtually all development activity, including the construction of single family dwellings, should be prohibited in these areas.

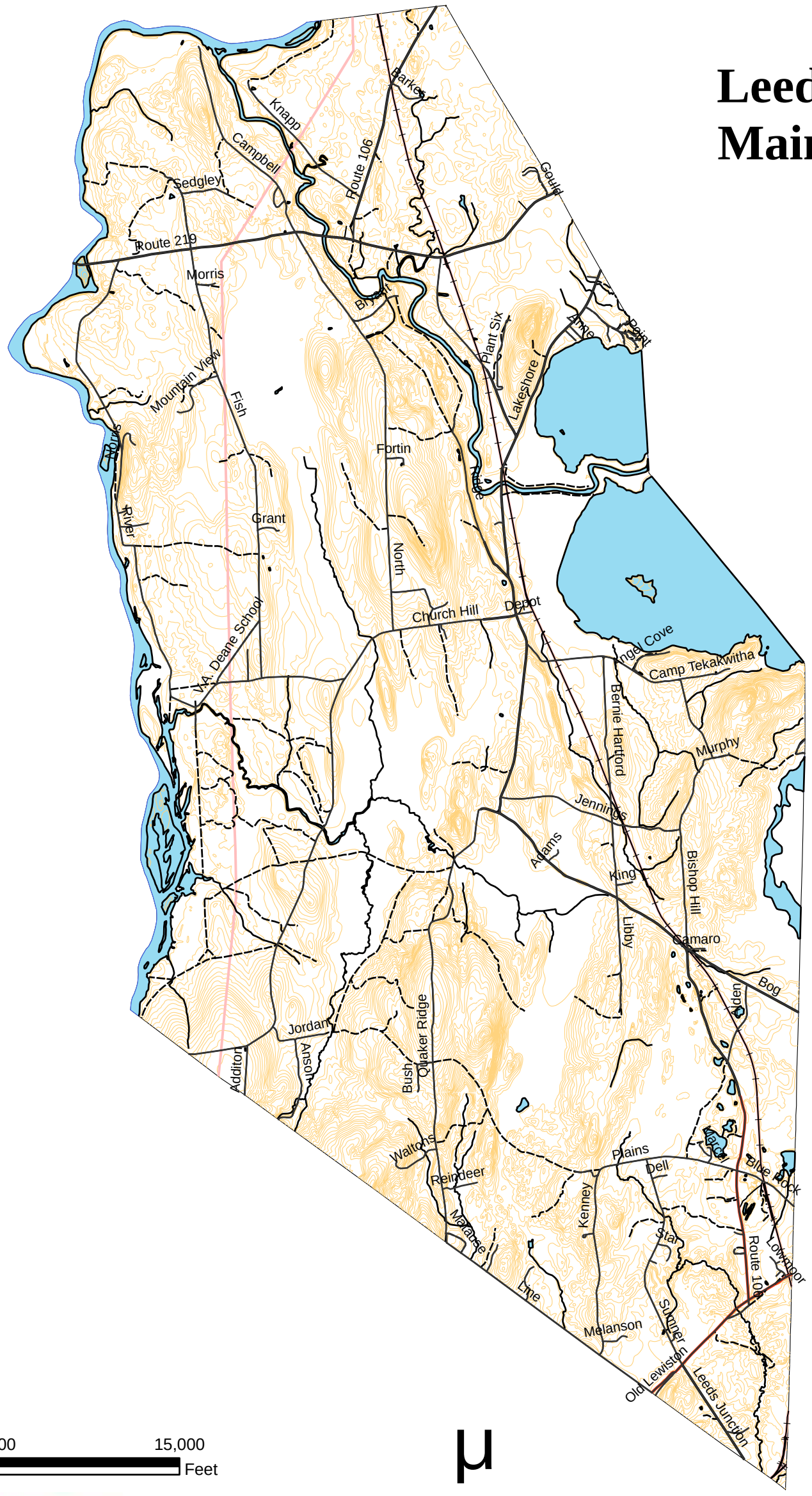
Other

The major land use categories described under Growth Area and Rural Area, above, would be the basis for the Zoning Map and would be subject to a recommended addition to the Zoning Ordinance for contract/conditional zoning as described in the Goals, Policies and Strategies section of this Plan.

Leeds, Maine


Barker
Knapp
Campbell
Sedgley
Route 106
Gould
Route 219
Morris
Bryant
Plant Six
Lakeshore
Fish
Mountain View
Fortin
Grant
River
North
Church Hill
Depot
V.A. Deane School
Angel Cove
Camp Tekakwitha
Bernie Hartford
Murphy
Jennings
Adams
King
Libby
Bishop Hill
Camaro
Bog
Jordan
Quaker Ridge
Bush
Walton's
Reindeer
Plains
Dell
Kenney
Blue Rock
Route 106
Lowland
Melanson
Old Lewiston
Leeds Junction
e911rds
0
7,500
15,000
Feet
AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments

Leeds, Maine



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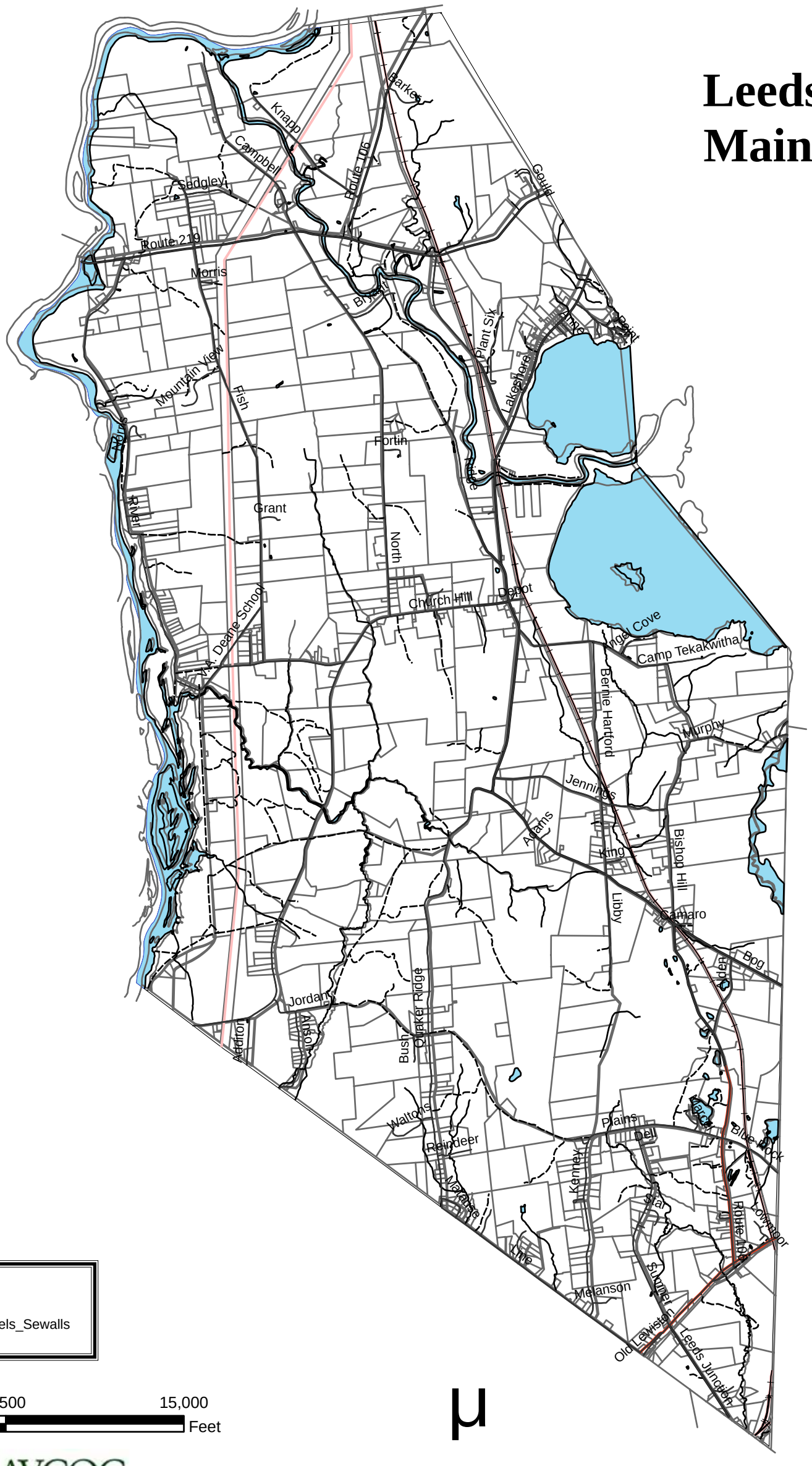
Leeds, Maine


Barker
Knapp
Campbell
Route 106
Sadgleyt
Route 219
Morris
Byron T
Mountain View
Fish
Plant Six
Lakeshore
Pond
Fortin
Grant
North
Church Hill
Depot
Deane School
Ingel Cove
Camp Tekakwitha
Bernie Hartford
Murphy
Jennings
Adams
King
Bishop Hill
Libby
Camaro
Bog
Jordan
Bush
Quaker Ridge
Walton's
Reindeer
Plains
Del
Kenney
Blue Sock
Route 196
Commeor
Melanson
Summer
Old Lewiston
Leeds Junction
e911rds
Leeds_Parcels_Sewalls
0
7,500
15,000
Feet
AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments

Known Archaeological Sites* and Areas Sensitive for Prehistoric Archaeology* in

Leeds

information provided by
Maine
Historic Preservation Commission
updated June 2010

*dated material subject to future revision

map 1/1

Areas sensitive for prehistoric archaeology

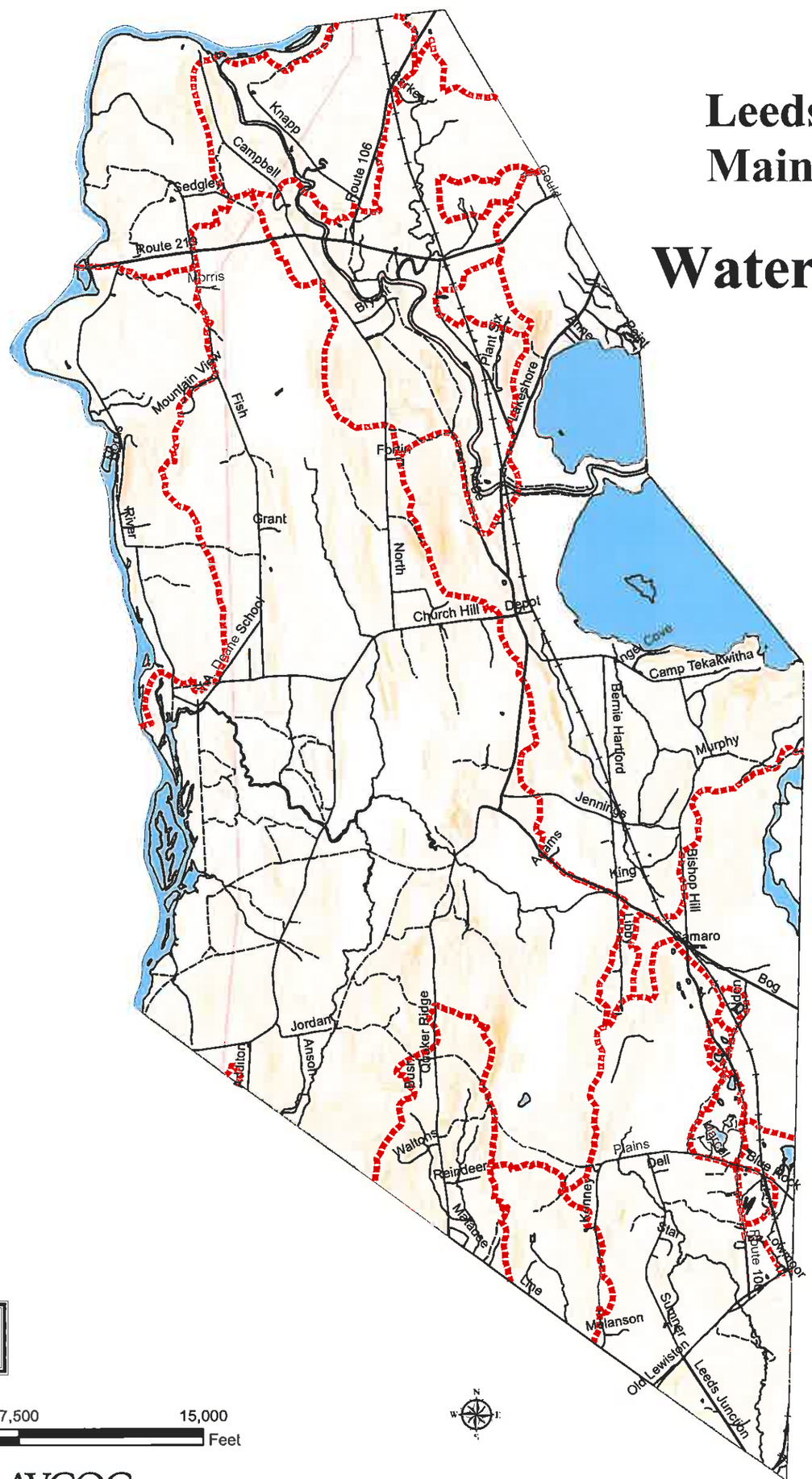
1/2 k square intersecting a known prehistoric archaeological site.

1/2 k square intersecting a known historic archaeological site.

0 0.5 1 2 3 4 5 Kilometers

Leeds, Maine

Watersheds



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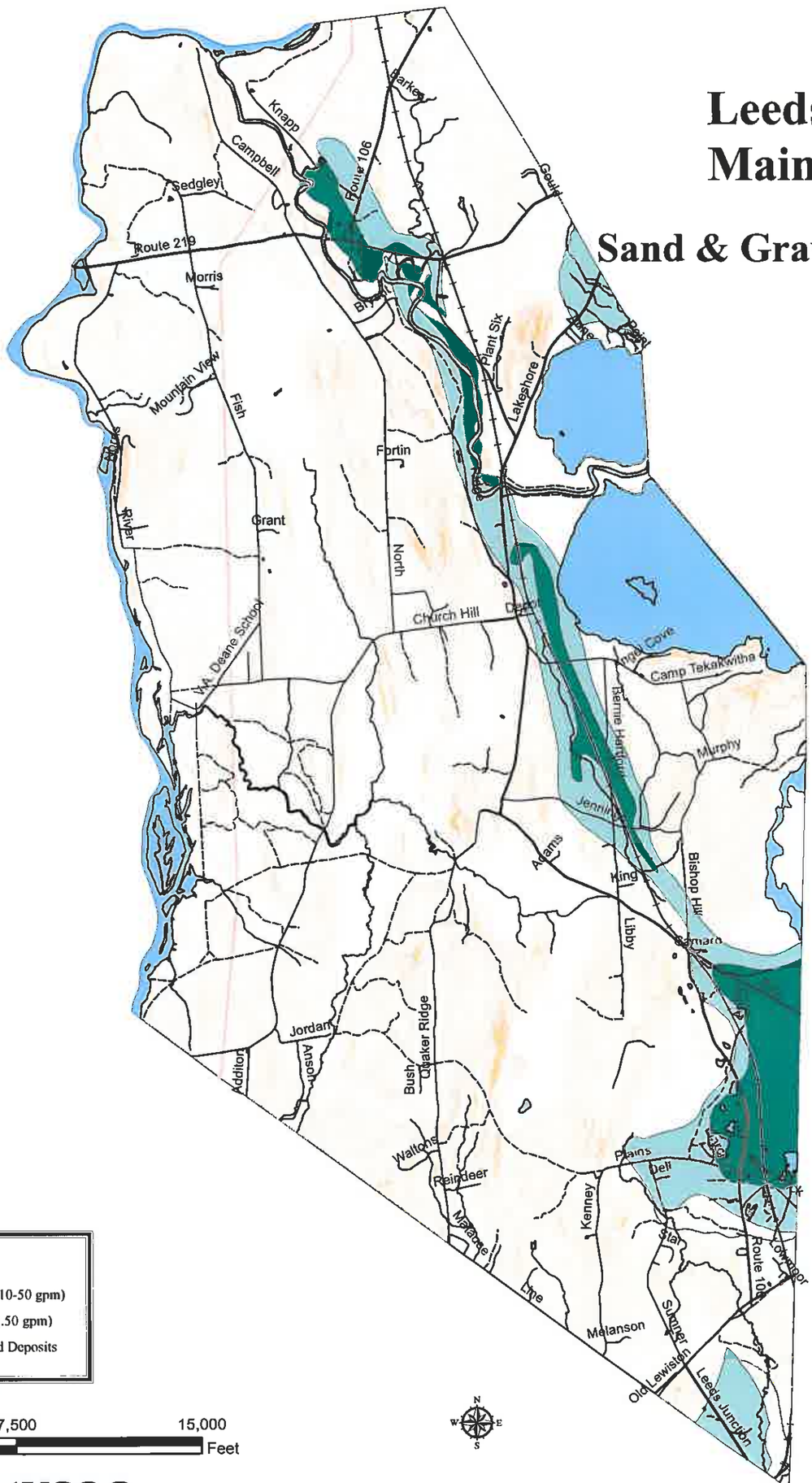
Leeds, Maine

Sand & Gravel Aquifers



e911rds
Low Yield (10-50 gpm)
High Yield (.50 gpm)
Fine Grained Deposits

0 7,500 15,000 Feet

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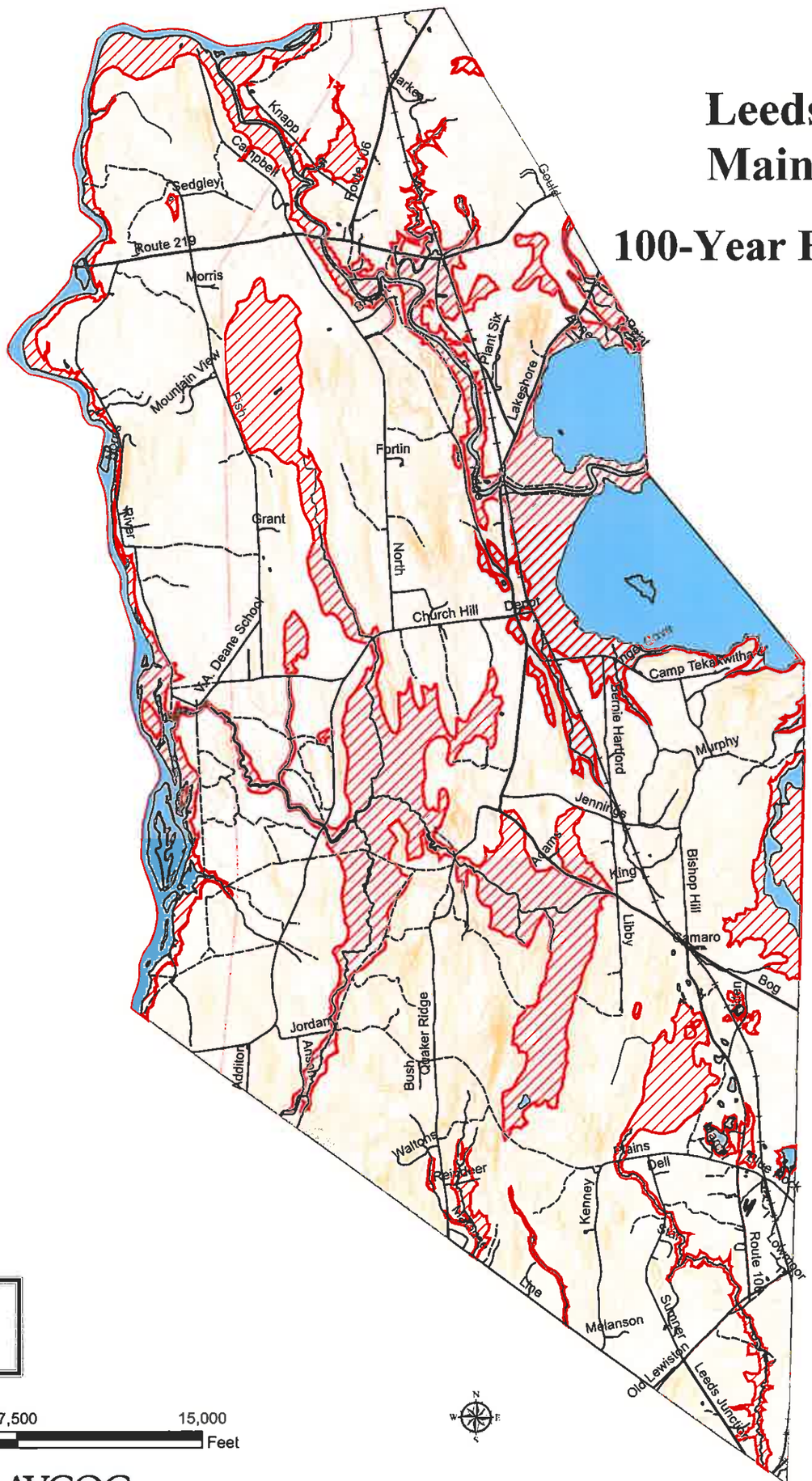
Androscoggin Valley Council of Governments

Leeds, Maine

100-Year Floodplains



e911rds
Floodplains

0 7,500 15,000
Feet

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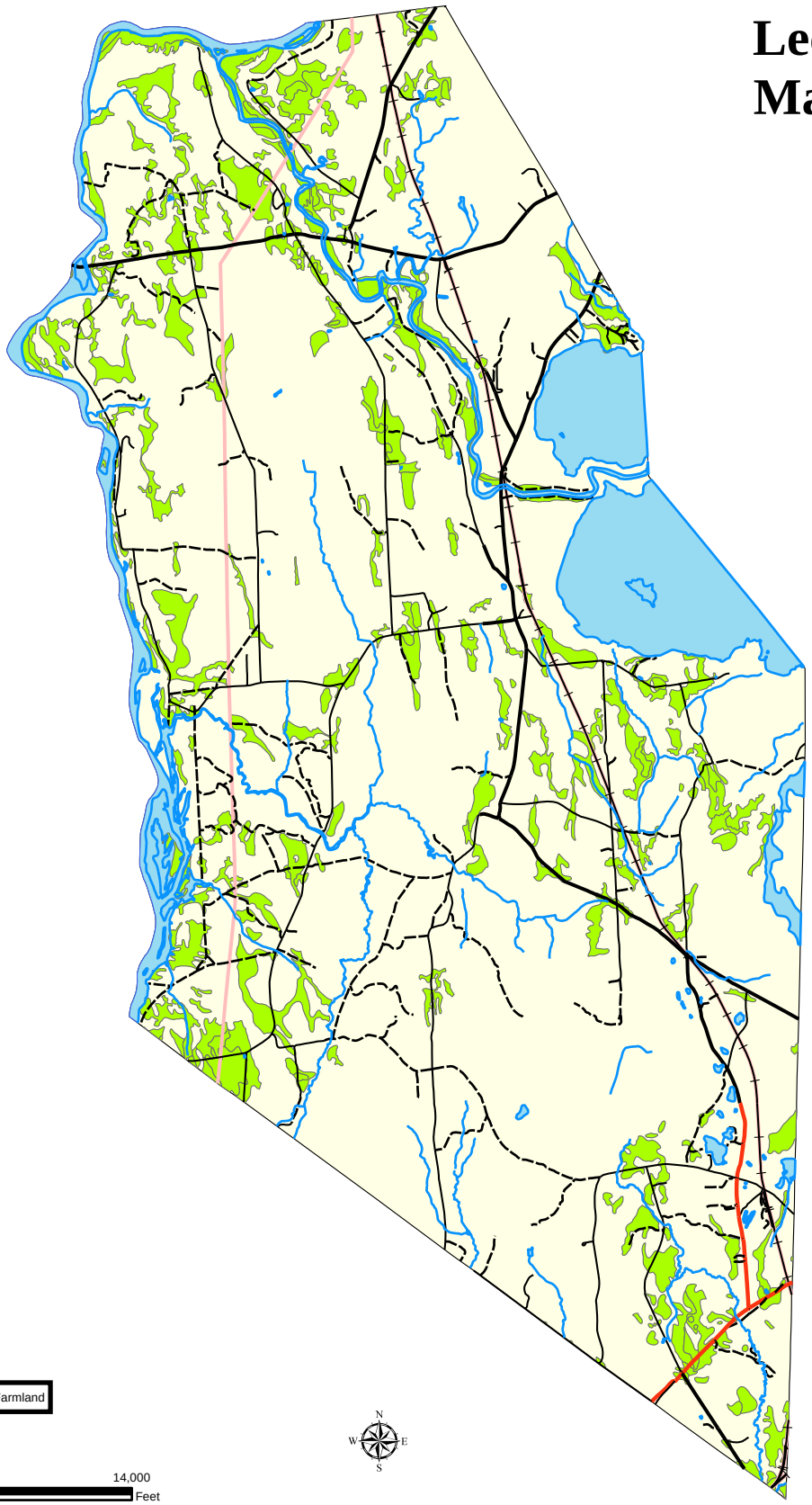
Leeds, Maine



Leeds_Prime_Farmland

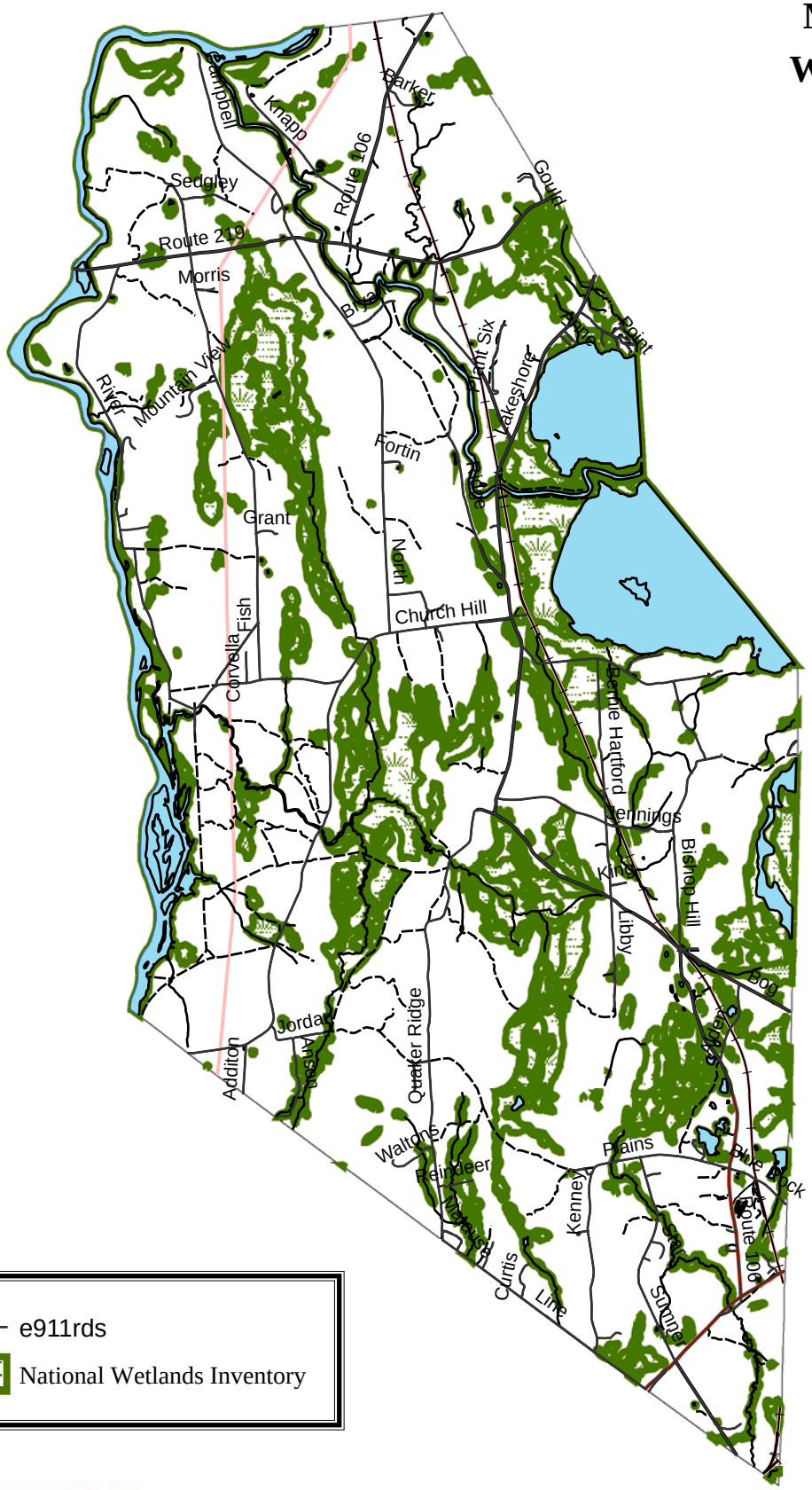
N
W E
S

0 7,000 14,000
Feet

AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments

Source:
Beginning With Habitat 1/22/2010

Leeds, Maine Wetlands



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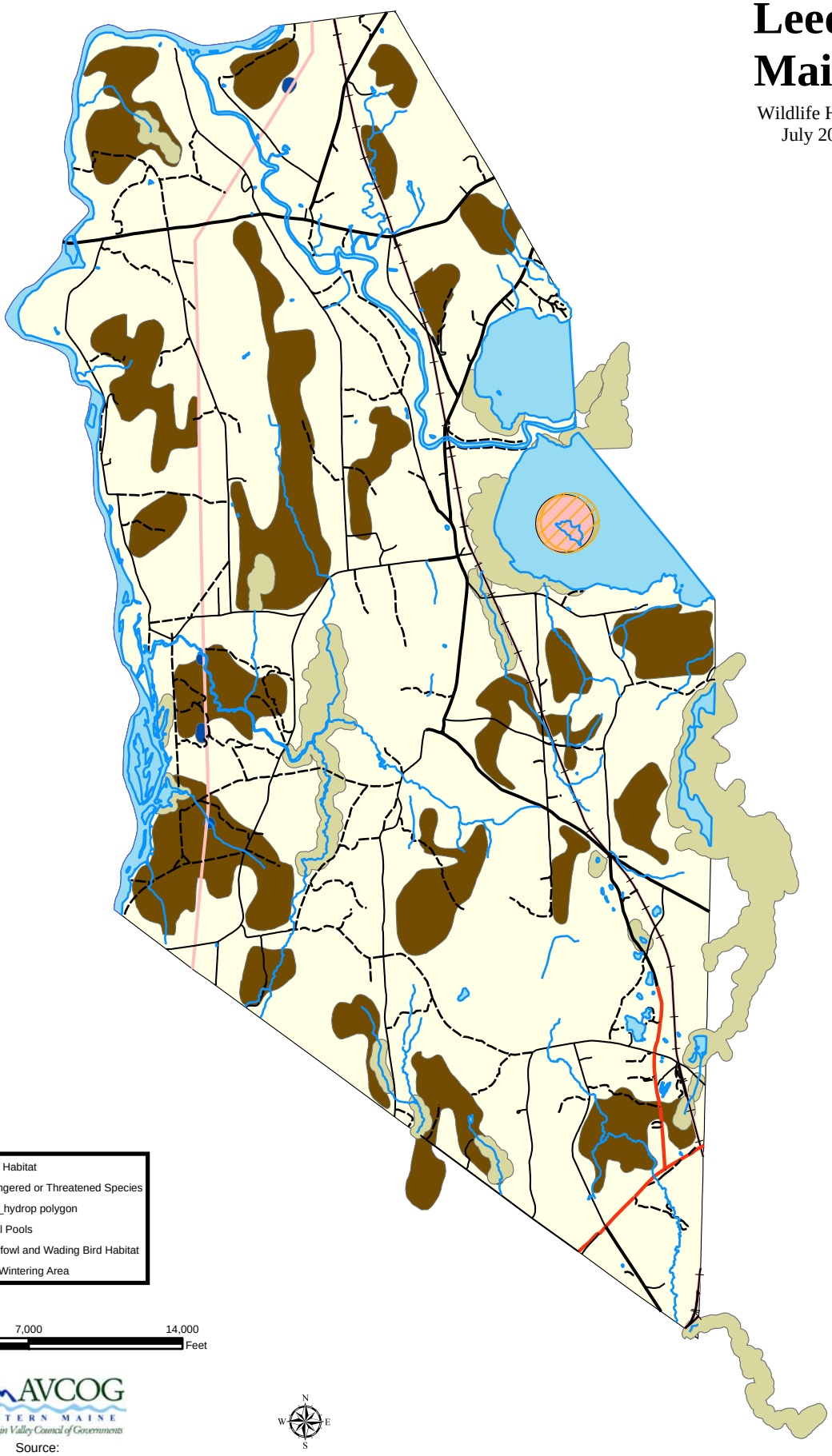
Leeds, Maine

Wildlife Habitat
July 2010



- Eagle Habitat
- Endangered or Threatened Species
- leeds_hydrop polygon
- Vernal Pools
- Waterfowl and Wading Bird Habitat
- Deer Wintering Area

0 7,000 14,000 Feet

AVCOG
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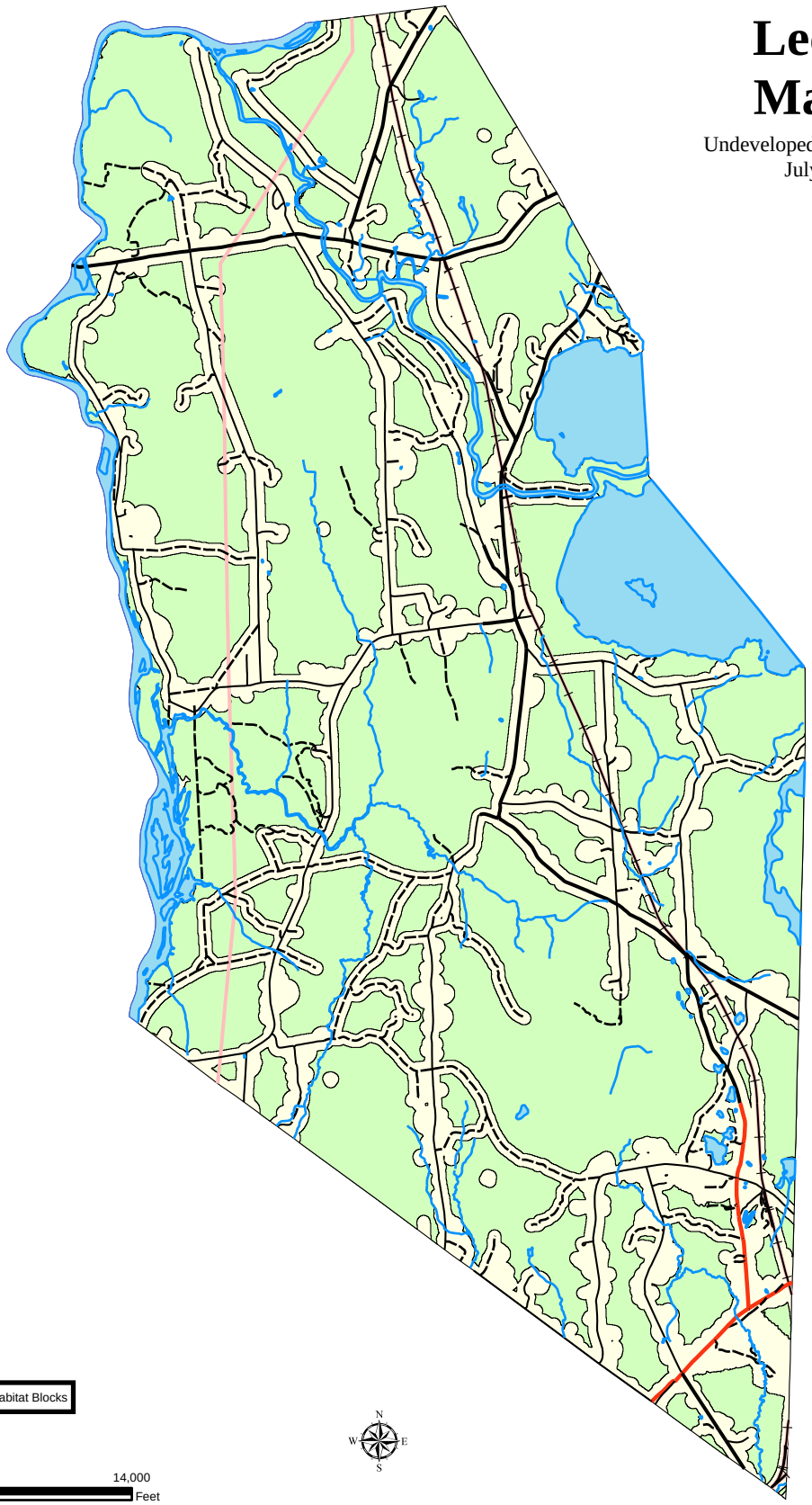
Androscoggin Valley Council of Governments

N W E S

Source:
Beginning With Habitat 1/22/2010

Leeds, Maine

Undeveloped Habitat Blocks
July 2010



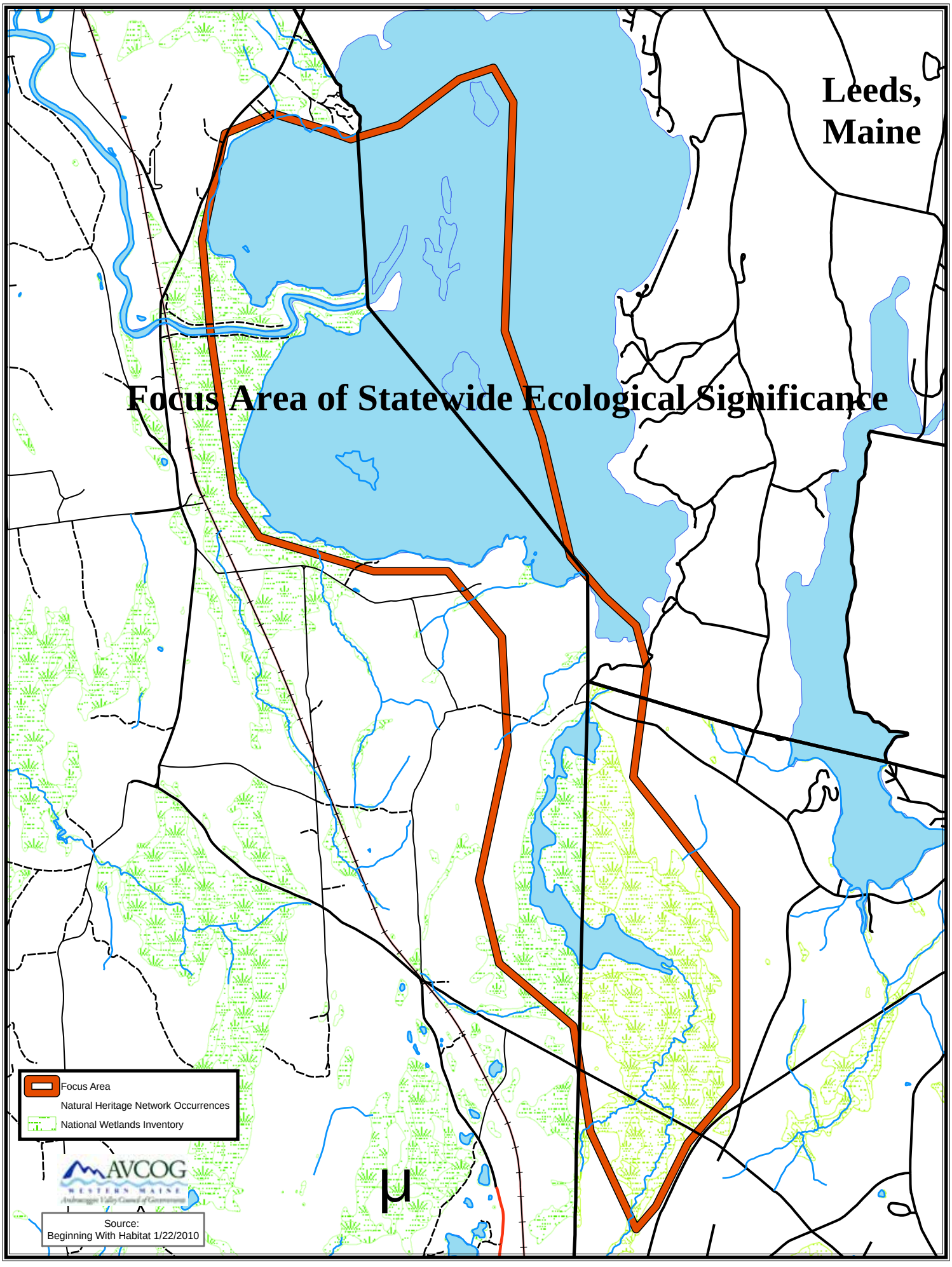
Undeveloped Habitat Blocks

N
W E
S

0 7,000 14,000
Feet

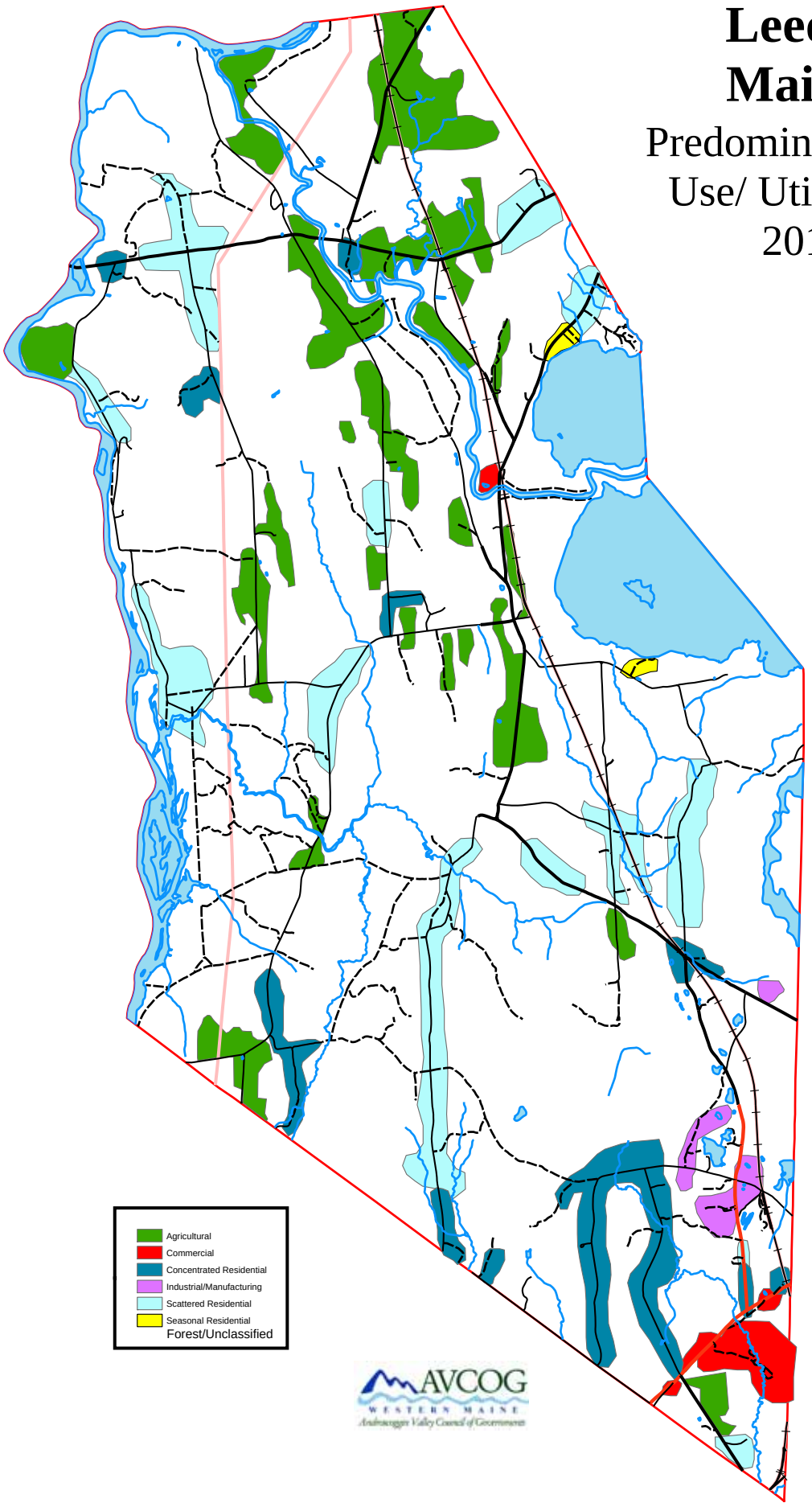
AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments

Source:
Beginning With Habitat 1/22/2010


Leeds,
Maine
Focus Area of Statewide Ecological Significance
Focus Area
Natural Heritage Network Occurrences
National Wetlands Inventory
AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments
Source:
Beginning With Habitat 1/22/2010

Leeds, Maine

Predominant Land Use/ Utilization 2011



Leeds, Maine

Adopted: December 14, 1991
Amended: June 6, 2009

Resource Protection=
100 Year Floodplain

Planning Board Chair

Town Clerk

600' Above MSL

500'

2000'

500'

Resource Protection=
100 Year Floodplain

500'

1000'

1000'

500'

1000'

1000'

1000'

1000'

1000'

1000'

1000'

Special Protection District
Prime Farmland District
Rural Residential District
General Residential District
Commercial District
Industrial District
Resource Protection District
Limited Residential District
Stream Protection District
Wetland

0 4,000 8,000
Feet

The depiction of the boundaries of the Shoreland Areas on this Official Shoreland Zoning Map is merely illustrative of their general location. The exact boundaries of the zone shall be determined by on-site inspection and measurement from the normal high-water line or upland edge of a wetland.

Waterfowl and wading bird habitat value based on 2008 information

Floodplain delineation along the Androscoggin and Dead Rivers is derived from the Flood Insurance Study, Town of Leeds and the Flood Insurance Rate maps dated July 16, 1990. Where the area within 250 feet, horizontal distance, from the normal high water line of the Androscoggin and Dead Rivers is determined not to be within the 100-year floodplain, it shall be treated as Limited Residential.

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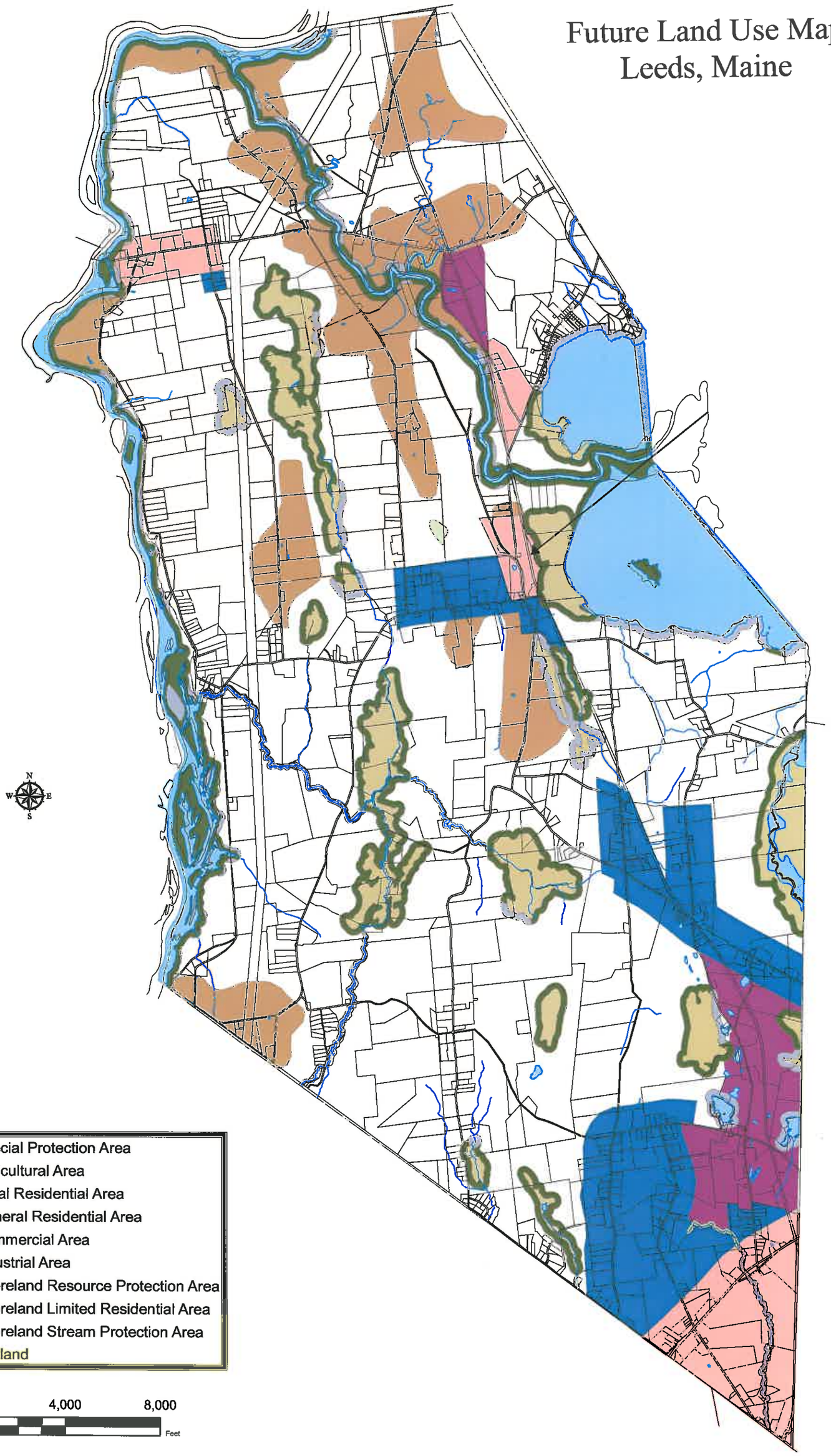
Androscoggin Valley Council of Governments

November 2009

Future Land Use Map
Leeds, Maine



AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments

March 2013