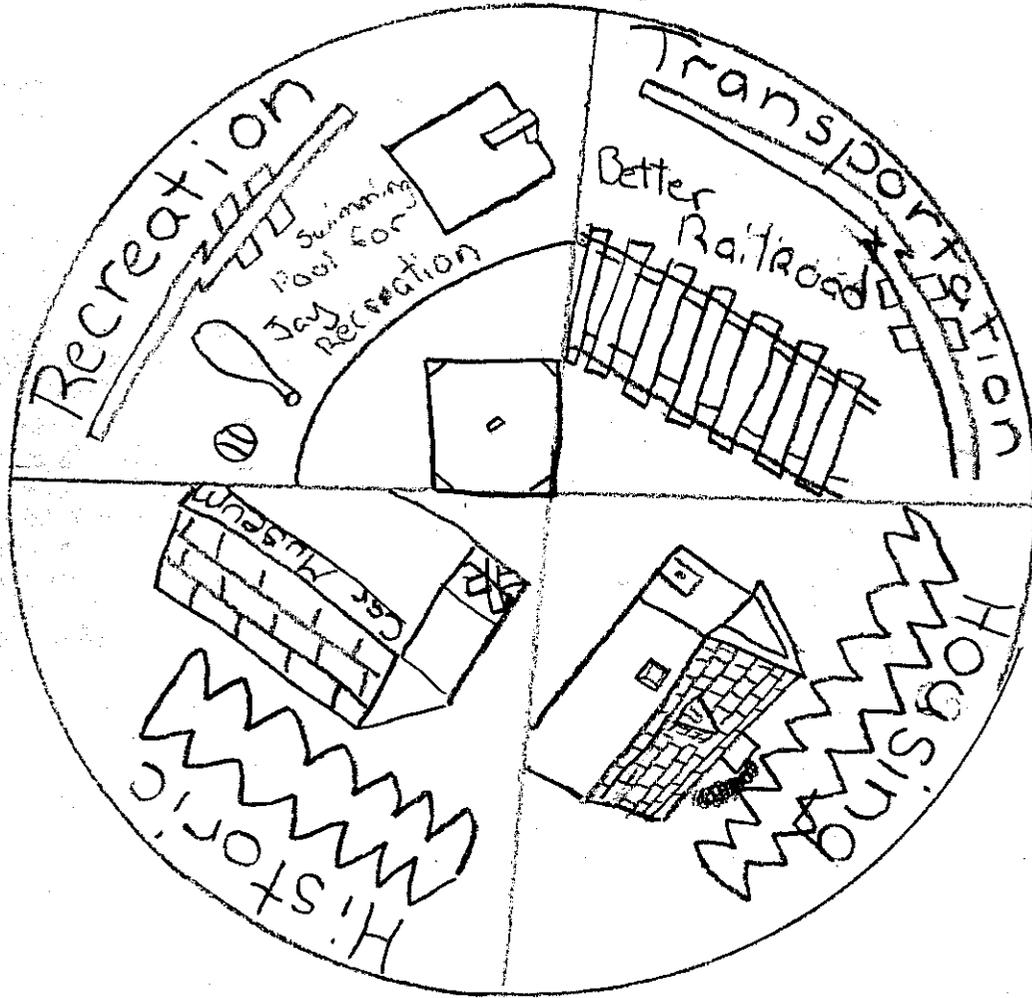


Jay Comprehensive Plan



By Melissa
Smith

SUMMARY OF PLANNING CONSIDERATIONS

HISTORIC SITE PRESERVATION

Jay is rich in historic sites which date back to the late 1700's. These sites contribute to the colorful character and charm of the community. To assure that future generations are enriched by our heritage, it is imperative that we take steps to protect this most valuable resource including genealogical records.

Policies	5
Inventory	83

RECREATION

Jay has an abundance of open space available for non-structured recreational activities which should be protected from incompatible development, and future use ensured for all Jay residents. The open space provided via the multi-purpose trail should be enhanced and supported by the community as it provides various recreational opportunities. Structured recreational activities lack an adequate building and staff to run programs for Jay residents.

Policies	9
Inventory	143

ECONOMY

There has been a loss of manufacturing jobs in the last ten years with an increase in service and retail jobs. Home occupations employ many residents as demonstrated by the vast list of businesses included in the plan. It is interesting to note that one-third of Jay residents work in Town. The diverse mix of businesses in Jay, relying less on one industry base, help enhance and stabilize the local economy. Development of the Jay Technological Park could contribute to the economic well being of the community. The retail sales of Jay have decreased over the past six years, perhaps reflecting a change in local shopping patterns from local enterprises to regional outlets.

Policies	13
Inventory	97

HOUSING

In the past decade, the Town of Jay has had 214 new dwelling units added to the housing stock. The greatest type of housing unit that has increased in Jay is mobile homes. The housing stock is expected to increase by 388 units by the year 2005 with an estimated eighteen percent increase in mobile home units. The Town has no building standards to ensure safety and aesthetically pleasing homes for residents.

The housing analysis indicates that very low and low income residents in Franklin County may have a problem finding affordable housing. Very low and low income residents in Jay have several options available to them to obtain housing. Five percent of Jay's housing stock is presently dedicated to subsidized housing. Jay has a large stock of mobile homes providing affordable homes to persons of all incomes. Finally, the Town does not have restrictive land use regulations which have significant impacts upon housing costs.

Policies	17
Inventory	113

TRANSPORTATION

The primary means of transportation for Jay residents is the private automobile with limited alternatives from other transportation modes. A large portion of town funds are dedicated to maintaining the road system, thus further supporting the use of the private automobile. In addition to the road system to deliver goods and services, the industrial sector also relies on the railroad which is used on a regular basis. The railroad should be maintained to support these industries.

Policies	23
Inventory	149

PUBLIC FACILITIES

The Town is responsible for delivery of necessary municipal services. Municipal services and systems in Jay include fire and police protection, school, sewer and water, cultural facilities, and transportation. The more densely populated areas of Jay are served by three water districts and two sewer districts. The fire and police departments as well as the public works and school departments need the annual town budget to continue operating. The Town has a long list of capital equipment and Town properties which must be maintained and/or replaced. A capital investment plan to prioritize needs and budget for new expenses is necessary to plan for future services and systems.

Policies	29
Inventory	121

FISCAL CAPACITY

Road, school, highway and fire equipment, recreation needs and other public facilities and services are required to support projected growth in Jay over the next ten years. Town development depends on maintaining, expanding and improving systems that support and/or stimulate development.

To promote appropriate development and accommodate Jay's projected growth to address existing problems; to improve the quality of life for Jay's residents; to promote their health, safety, and welfare; and fulfill the policies and strategies of this plan, a capital investment plan (CIP) must be created. The CIP will direct the town's budget in a manner consistent with this comprehensive plan and serve as a tool to plan for and wisely manage the town's fiscal responsibility.

Policies	37
Inventory	191

ENVIRONMENTAL RESOURCES

The Town of Jay has an abundance of resources which add to the natural character and beauty of the community. The vast array of scenic resources is perhaps the Town's greatest resource. The Town also has numerous wetland areas, woodlands, and farmlands which provide outstanding wildlife habitats. Water resources, including the Androscoggin River, contribute greatly to the natural and environmental assets of Jay. The only resource which is not considered beneficial to the Town is the large percentage of poor soils and steep slopes. These conditions cause major limitations to development.

The community highly values the protection of the air, water and land, thus the Jay Environmental Control and Improvement Ordinance was enacted in 1988. This Ordinance was enacted to prevent threats to the public health and environment posed by the discharge of pollutants and contaminants, whether to air, water or land. This Ordinance includes policies to protect the Town's natural and water resources.

Policies	47
Inventory	157

LAND USE/DEVELOPMENT PATTERNS

The Town of Jay currently has no town-wide zoning which establishes development regulations. Ordinances presently include Shoreland Zoning, Road Improvements, Environmental Control (includes subdivision), and Floodplain Controls. These ordinances control activity in the shoreland zone, road construction, subdivision regulations, and environmental regulations. Individual developments are scattered throughout the community creating a mixed use land pattern. This mixed use pattern may devalue residential property values as well as cause conflicts between neighbor, such as a manufacturing enterprise operating next door to a residential subdivision.

Policies	59
Inventory	197

TABLE OF CONTENTS

GOALS, POLICIES, STRATEGIES.....	1
HISTORIC SITE PRESERVATION	5
Town Goal.....	5
Town Policies	5
Implementation Strategies	5
RECREATION.....	9
Town Goal.....	9
Town Policies	9
Implementation Strategies	9
ECONOMY	13
Town Goal.....	13
Town Policies	13
Implementation Strategies	14
HOUSING	17
Town Goal.....	17
Town Policies	17
Implementation Strategies	18
TRANSPORTATION	23
Town Goal.....	23
Railroad	23
Town Policies	23
Implementation Strategies	23
Roads.....	24
Town Policies	24
Implementation Strategies	24
Public Transit	25
Town Policy.....	25
Implementation Strategy.....	25
Bicycle and Pedestrian.....	25
Town Policy.....	25
Implementation Strategies	25
PUBLIC FACILITIES	29
Town Goal.....	29
Sewer Systems.....	29
Town Policies	29
Implementation Strategies	29
Solid Waste.....	30
Town Policies	30
Implementation Strategies	30
Stormwater Management.....	31
Town Policies	31

Implementation Strategies	31
Water Supply	31
Town Policies	31
Implementation Strategies	32
Fire and Police Protection	32
Town Policies	32
Implementation Strategies	32
Public Works	33
Town Policies	33
Implementation Strategies	33
Educational/Cultural	33
Town Policies	33
Implementation Strategies	34
FISCAL CAPACITY	37
Town Goal	37
Town Policies	37
Implementation Strategies	37
CAPITAL INVESTMENT PLAN	41
Introduction	41
Capital Improvements Financing	41
Current Revenues (Pay-As-You-Go)	41
Bonding	42
Reserve Fund	42
Stabilization Fund	42
ENVIRONMENTAL RESOURCES	47
Town Goal	47
Scenic Resources	47
Town Policies	47
Implementation Strategies	47
Soils	48
Town Policies	48
Implementation Strategies	48
Wetlands	50
Town Policies	50
Implementation Strategies	50
Surface Waters	51
Town Policies	51
Implementation Strategies	51
Environmental	52
Town Policies	52
Implementation Strategies	52
Ground Water	52
Town Policies	52
Implementation Strategies	52

Fish and Wildlife	53
Town Policies	53
Implementation Strategies	53
Floodplain.....	54
Town Policies	54
Implementation Strategies	54
Conservation Commission	55
Town Policy.....	55
Implementation Strategy.....	55
LAND USE/DEVELOPMENT PATTERNS.....	59
Town Goal.....	59
Land Use Regulation Policy.....	59
Implementation Strategies	59
Manufacturing/Industrial Development Policies:.....	59
Implementation Strategies	60
Commercial Development Policies	60
Implementation Strategies	61
Residential Policies	62
Implementation Strategies	62
FUTURE LAND USE PLAN.....	67
Introduction	67
Rural Areas.....	68
Jay's Future Land Use Plan.....	68
1. Special Protection Areas.....	70
2. Mixed Use Village Areas	71
3. Suburban Residential.....	71
4. Rural Area	71
5. Parker Pond Watershed Overlay District.....	72
6. Bicycle and Pedestrian Trail System	72
7. Industrial Use Area	72
REGIONAL COORDINATION PROGRAM.....	77
Introduction	77
Conclusion.....	78
Regional Coordination Policy	78
Implementation Strategy.....	78
State Goals.....	81
INVENTORY AND ANALYSIS.....	83
POPULATION CHARACTERISTICS.....	83
Introduction	83
Population Growth	83
Vital Statistics.....	85
Seasonal Population	86
Age Distribution.....	86

Educational Attainment.....	87
Occupation of Residents.....	88
Income.....	90
Households and Household Size.....	93
Projected Population.....	93
Conclusions.....	95
ECONOMY.....	97
Introduction.....	97
Regional Economic Perspective.....	97
Local Economic Perspective.....	100
Labor Force.....	100
Taxable Sales.....	104
Current Economic Conditions.....	106
Conclusions.....	111
HOUSING.....	113
Introduction.....	113
Housing Trends.....	113
Type of Dwelling Unit.....	114
Subsidized Units.....	117
Housing Affordability.....	117
Future Housing Demand.....	120
Conclusions.....	120
PUBLIC FACILITIES AND SERVICES.....	121
Introduction.....	121
Water Supply.....	121
Sewerage and Stormwater Management.....	125
Solid Waste.....	129
Public Safety.....	129
Fire Protection and Ambulance and Rescue Service.....	129
Police Protection.....	131
Public Works.....	132
Education Facilities.....	134
Health and Human Services.....	136
List of Day Cares in Jay.....	136
Head Start.....	136
Western Area on Aging.....	136
Cultural Facilities.....	137
Town Facilities and Services.....	137
Town Services.....	139
Conclusions.....	139
RECREATION RESOURCES.....	143
Introduction.....	143
Public Recreation Facilities.....	143
Jay Rec Area/7 Fields.....	143

Church Street Park.....	143
School Facilities	143
Spruce Mountain Ski Area	144
International Paper Recreation Area.....	144
Other Facilities/Programs.....	144
Multiple Purpose Trail.....	145
Open Space Areas.....	145
Access to Surface Waters	145
Hunting and Fishing	145
Outdoor Recreation Facilities and Needs	146
Conclusions	147
TRANSPORTATION FACILITIES	149
Introduction	149
Roads	149
Arterial Highways.....	149
Collector Highways	149
Local Highways	149
Roadway Conditions	149
Local Roads	153
Traffic Volumes.....	153
Motor Vehicle Accident Data.....	154
Crash Road Bypass.....	154
Bridges.....	154
Public Transit	155
Public Parking	155
Sidewalks.....	155
Rail Lines.....	155
Conclusions	155
NATURAL RESOURCES.....	157
Setting.....	157
Topography.....	157
Relief	157
Slope	157
Soils	158
Prime Farmland Soils	159
Wetlands.....	159
Wildlife Habitat.....	163
Fisheries.....	167
Unique Natural Areas.....	167
Scenic Resources.....	168
Conclusions	171
WATER RESOURCES.....	173
Surface Water Resources.....	173
Androscoggin River.....	173

Wastewater Treatment.....	174
Watersheds	175
Flood Plain	178
Ground Water	179
Sand and Gravel Aquifers	179
Bedrock Aquifers.....	179
Threats to Water Resources: Point Source Discharges.	180
Types of Non-point Source Pollution.....	180
Sources of Non-point Source Pollution.....	181
Conclusions	185
HISTORICAL AND ARCHAEOLOGICAL RESOURCES	187
JAY - FROM YESTERDAY TO TODAY	187
Archaeological Resources	188
Pre-Historic Archaeological Sites	188
Historic Archaeological Sites	188
Historic Buildings/Sites.....	189
Jay Historical Society.....	190
Conclusions	190
FISCAL CAPACITY	191
Introduction	191
Expenditures.....	192
Debt	194
Fiscal Capacity	194
Future Fiscal Capacity.....	194
Conclusions	194
LAND USE	197
Introduction	197
Land Use.....	197
Residential	197
Commercial	199
Industrial.....	199
Public.....	200
Agricultural.....	200
Forest Land.....	200
Land Use Trends.....	200
Conclusions	203

GOALS, POLICIES, STRATEGIES -

This section of the Comprehensive Plan establishes the policy direction for the Town of Jay. It is established in the format of Town goals, Town policies and implementation strategies. These are described in more detail as follows:

Town Goal is a statement indicating the end result toward which efforts will be directed.

Town Policy is one or more statements establishing a definite course or method of action to guide present and future decisions toward achieving stated Town goal(s).

Implementation Strategy is the specific action to be undertaken to implement Town policy. After each strategy, the officials responsible for implementing the strategy are identified.

Each subsection begins with Planning Considerations, a summary of issues raised in the inventory and analysis. Following the planning consideration, goals, policies and strategies relating to the planning issue are identified. In developing town goals and policies, the Jay Comprehensive Committee considered the state's Comprehensive Planning and Land Use Regulation Act goals (see page 61).

HISTORIC SITE PRESERVATION

Planning Considerations

Jay is rich in historic sites which date back to the late 1700's. These sites contribute to the colorful character and charm of the community. To assure that future generations are enriched by our heritage, it is imperative that we take steps to protect this most valuable resource including genealogical records.

Town Goal

It is the goal of the Town of Jay to protect our historical sites and archaeological resources from being lost or destroyed by incompatible development.

Town Policies

- * To assure conservation of archaeological sites.
- * To encourage preservation of historical and noteworthy structures and sites.
- * To ensure continued support to the Jay Historical Society.
- * To protect the historic properties on top of Jay Hill.
- * To preserve the quarrying heritage in Town.

Implementation Strategies

- 1) The Jay Historical Society should verify that all sites of historic and/or archaeological significance have been identified.

Responsibility: Jay Historical Society
Schedule: One (1) year after acceptance of this Comprehensive Plan

- 2) Request funding from the Maine Historic Preservation Commission to conduct an inventory of archaeological sites.

Responsibility: Jay Historical Society, Town Manager
Schedule: Two (2) year after acceptance of this Comprehensive Plan

- 3) Designate Jay Hill as an historic district and manage incompatible development and building through site design.

Responsibility: Jay Planning Board/Ordinance Committee and Jay Historical Society

Schedule: One (1) year after acceptance of this Comprehensive Plan

- 4) Prepare ordinance provisions that require the assessment of the impacts upon identified archaeological sites and granite quarries due to development activities such as subdivisions and allow the Planning Board to require mitigation measures.

Responsibility: Ordinance Committee

Schedule: One (1) year after acceptance of this Comprehensive Plan

- 5) Encourage the Department of Conservation to add the North Jay Quarry to the list for potential purchase by the Land for Maine's Future bond.

Responsibility: Town Manager, Comprehensive Planning Committee

Schedule: One (1) year after acceptance of this Comprehensive Plan

- 6) Encourage Jay Historical Society to continue inventory and explore efforts to preserve these archives.

Responsibility: Jay Historical Society

Schedule: Ongoing

RECREATION

Planning Considerations

Jay has an abundance of open space available for non-structured recreational activities which should be protected from incompatible development, and future use ensured for all Jay residents. The open space provided via the multi-purpose trail should be enhanced and supported by the community as it provides various recreational opportunities. Structured recreational activities lack an adequate building and staff to run programs for Jay residents.

Town Goal

To allow for a range of recreational activities while protecting our environmental resources.

Town Policies

- * To plan for recreation areas, facilities, and programs to address the needs of the residents.
- * To work with the local school system to maximize utilization of existing indoor and outdoor recreation facilities.
- * To work with International Paper and other businesses to provide recreational opportunities to Jay residents.

Implementation Strategies

1. A Town Recreation Committee, appointed by the selectmen, should study and complete recommendations concerning the recreation needs of the Town.

Responsibility: Recreation Committee
Schedule: Twenty-four (24) months from acceptance of this Comprehensive Plan

2. Funding for recreation facilities' maintenance costs should be included in the Town Capital Improvements Program.

Responsibility: Town Manager/Recreation Committee
Schedule: One (1) year from acceptance of this Comprehensive Plan

3. Town Selectmen/Town Manager should contact school officials and study the possibility of using school facilities to meet the recreation facility needs of Jay's residents.

Responsibility: Selectmen/Manager/Recreation Committee

- Schedule: One (1) year from acceptance of this Comprehensive Plan
4. Support through snowmobile registration fees the efforts of local snowmobile clubs to maintain a snowmobile trail system.

Responsibility: Selectmen/Manager/Recreation Committee
 Schedule: Ongoing
 5. Coordinate with the State, Wilton, and Farmington on the abandoned railbed to ensure continued success in implementing this regional trail.

Responsibility: Selectmen/Manager/ATV club
 Schedule: Ongoing
 6. Discuss with private landowners the feasibility of providing formal parking for boat trailers where the Seven Mile Stream crosses the roadways.

Responsibility: Selectmen/Manager/Recreation Committee
 Schedule: Twenty-four (24) months from acceptance of Comprehensive Plan
 7. Work with International Paper on providing formal boat access to the Androscoggin River as well as providing support for the park along the river.

Responsibility: Selectmen/Manager/Recreation Committee
 Schedule: Ongoing
 8. Develop a long range plan for the Jay recreation area including improved access and appropriate uses.

Responsibility: Selectmen/Manager/Recreation Committee/School System
 Schedule: Twenty-four (24) months from acceptance of Comprehensive Plan
 9. Request the Department of Conservation and the Department of Economic and Community Development to conduct a joint study on the economic impacts of snowmobile tourism in western Maine.

Responsibility: Selectmen/Manager/Recreation Committee
 Schedule: Twenty-four (24) months from acceptance Comprehensive Plan

ECONOMY

Planning Considerations

There has been a loss of manufacturing jobs in the last ten years with an increase in service and retail jobs. Home occupations employ many residents as demonstrated by the vast list of businesses included in the plan. It is interesting to note that one-third of Jay residents work in Town. The diverse mix of businesses in Jay, relying less on one industry base, help enhance and stabilize the local economy. Development of the Jay Technological Park could contribute to the economic well being of the community. The retail sales of Jay have decreased over the past six years, perhaps reflecting a change in local shopping patterns from local enterprises to regional outlets.

Town Goal

To take an active stance in promoting the local economy especially assisting existing businesses to remain viable.

Town Policies

- * To allow home based occupations in all areas of the community provided the uses do not adversely affect adjacent land use.
- * To provide for commercial and industrial land uses in environmentally suitable locations as well as locations based upon the availability of suitable road, rail, and public water and sewer where it will not conflict with adjacent less intense land uses.
- * To encourage our local school system to provide the skills necessary to compete in the modern workplace, and work with local business leaders to support such training through part-time and apprenticeship programs.
- * To provide assistance and improved communication to local businesses.
- * To promote the viable agricultural businesses.
- * To support and remain active in economic development issues affecting the Town and region.
- * To diversify retail shopping opportunities.
- * To improve the image of Jay to attract professionals and tourists to our community.
- * To define a long term economic development strategy.

Implementation Strategies

1. A Town Economic Development Committee, appointed by the selectmen, should create a long term economic development strategy for the Town. This strategy could address: small business development, a defined downtown area, new technology, improved infrastructure, and education.

Responsibility: Selectmen/Economic Development Committee
Schedule: Twenty-four (24) months from acceptance of this Comprehensive Plan

2. A business visitation program should be implemented in order to assess the number, condition, and needs of local businesses.

Responsibility: Selectmen/Economic Development Committee
Schedule: Twenty-four (24) months from acceptance of this Comprehensive Plan

3. The local school system and University of Maine, along with local and regional businesses, should be encouraged to implement an internship program.

Responsibility: Selectmen/Town Manager/Superintendent
Schedule: Twenty-four (24) months from acceptance of this Comprehensive Plan

4. Complete a site survey of the Jay Technological Park to determine number of available lots as well as a comprehensive list of suitable uses for the park.

Responsibility: Selectmen/Economic Development Committee
Schedule: One (1) year from acceptance of this Comprehensive Plan

5. Include language for appropriate home occupations in the site review ordinance.

Responsibility: Ordinance Committee
Schedule: One (1) year from acceptance of this Comprehensive Plan

6. Prepare ordinances which set aside specific areas of Jay for business and industrial growth.

Responsibility: Ordinance Committee
Schedule: Within one (1) year after acceptance of this Comprehensive Plan

7. The Economic Development Committee should work with local and state officials to expedite the permitting process at the local, state, and federal levels

Responsibility: Economic Development Committee
Schedule: Within two (2) years after acceptance of this Comprehensive Plan

HOUSING

Planning Considerations

In the past decade, the Town of Jay has had 214 new dwelling units added to the housing stock. The greatest type of housing unit that has increased in Jay is mobile homes. The housing stock is expected to increase by 388 units by the year 2005 with an estimated eighteen percent increase in mobile home units. The Town has no building standards to ensure safety and aesthetically pleasing homes for residents.

The housing analysis indicates that very low and low income residents in Franklin County may have a problem finding affordable housing. Very low and low income residents in Jay have several options available to them to obtain housing. Five percent of Jay's housing stock is presently dedicated to subsidized housing. Jay has a large stock of mobile homes providing affordable homes to persons of all incomes. Finally, the Town does not have restrictive land use regulations which have significant impacts upon housing costs.

Town Goal

To provide safe, decent, innovative and affordable housing to all Jay residents.

Town Policies

- * To address the affordable housing needs of the Town residents.
- * To allow mobile home park development in environmentally suitable areas and where adequate capacities of Town services including roads are available or will be available at time of development impacts.
- * To allow the conversion of larger single-family homes to multi-family.
- * To encourage developers to set aside ten percent of their development for sale or rent at a price which is affordable to individuals whose yearly income is equal to or less than 80 percent of the Town's median household income.
- * To support federal, state and local efforts including Community Development Block Grants (CDBG) to address Town affordable housing needs.
- * To ensure that housing conditions are safe and sanitary.
- * To work with surrounding communities to develop a regional approach to addressing affordable housing needs.

- * To encourage the development of elderly and other special needs housing for low income residents.
- * To encourage the development of innovative types of housing to meet the needs of residents.

Implementation Strategies

1. Ordinances should include provisions which limit mobile home park development and/or expansions to growth areas as defined in the Land Use Plan.

Responsibility: Ordinance Committee
 Schedule: One (1) year from acceptance of this Comprehensive Plan

2. Ordinances should include provisions to allow the conversions of single-family dwellings to multiple units. Regulations adopted should address building, sewerage disposal, and parking requirements.

Responsibility: Ordinance Committee
 Schedule: One (1) year from acceptance of this Comprehensive Plan

3. Ordinances should be amended to allow a density bonus if 10% of the number of lots or dwelling units shall be made available to low and moderate income residents. Commitments must be provided in the form of an agreement to ensure future affordability.

Responsibility: Ordinance Committee
 Schedule: One (1) year from acceptance of this Comprehensive Plan

4. Town ordinances should be enacted to require that rental units be inspected and approved for occupancy every two years.

Responsibility: Ordinance Committee
 Schedule: One (1) year from acceptance of this Comprehensive Plan

5. Assess the level of interest with surrounding communities to develop a regional approach to addressing affordable housing needs.

Responsibility: Town Selectmen, Town Manager
 Schedule: One (1) year from acceptance of this Comprehensive Plan

6. Ordinances should include provisions to allow innovative types of housing.

Responsibility: Ordinance Committee
 Schedule: One (1) year from acceptance of this Comprehensive Plan

7. Ordinances should allow elderly and other special needs housing in a variety of districts.

Responsibility: Ordinance Committee

Schedule: One (1) year from acceptance of this Comprehensive Plan

8. Building standards to ensure safe, decent, sanitary housing should be incorporated into ordinances and enforced by the code enforcement officer.

Responsibility: Ordinance Committee

Schedule: One (1) year from acceptance of this Comprehensive Plan

TRANSPORTATION

Planning Considerations

The primary means of transportation for Jay residents is the private automobile with limited alternatives from other transportation modes. A large portion of town funds are dedicated to maintaining the road system, thus further supporting the use of the private automobile. In addition to the road system to deliver goods and services, the industrial sector also relies on the railroad which is used on a regular basis. The railroad should be maintained to support these industries.

Town Goal

Maintain the current transportation systems, and explore increasing the use and safety of alternative modes of transportation for Jay residents.

Railroad

Town Policies

- * Encourage the mixed use of the railroad right-of-way for uses other than the railroad on the active and abandoned sections in the area.
- * Maintain the portion of the railroad in active use by industry in order to preserve economic development opportunities.

Implementation Strategies

1. Explore the feasibility of an intermodal facility in Jay.

Responsibility: Town Manager
Schedule: Ongoing

2. Consider different uses of the railroad right-of-way such as recreational uses (i.e. bike path, etc.). Funding sources for such facilities should be identified (CMAQ Congestion Mitigation Air Quality or Transportation Enhancement) and action taken to construct them.

Responsibility: Guilford Industries/Town Manager
Schedule: Ongoing

Roads

Town Policies

- * To enforce Town road construction standards for both private and public roads.
- * To assess improvements to reduce the rate of accidents at identified high accident locations.
- * To continue the multi-year road improvement program.
- * To assure that future development or redevelopment does not exceed available roadway capacity.
- * To require developers to make roadway improvements necessary to mitigate development impacts.
- * To assess the short and long-term needs for a Route 4 bypass.

Implementation Strategies

1. The Road Ordinance should be reviewed to ensure that it includes requiring drainage and pavement on all new roads. The ordinance should establish standards for public and private roads and roads that will be located in Shoreland Zoned areas. The standards should establish minimum acceptable standards including roadway widths and turn-arounds that roadways must meet for the Town to accept responsibility for them.

Responsibility: Ordinance Committee
Schedule: One (1) year after acceptance of this Comprehensive plan

2. The Road Commissioner should develop a five-year road improvement program that includes improvement priorities and estimated costs. This information should be included in the Town CIP.

Responsibility: Town Manager/Road Commissioner
Schedule: One (1) year after acceptance of this Comprehensive Plan

3. Amend Town ordinances to grant the Planning Board with the authority to require the phasing of development when it is determined that roadway capacity will be exceeded based upon the Town's road and capital improvement programs.

Responsibility: Planning Board
Schedule: One (1) year after acceptance of this Comprehensive Plan

4. Request Maine Department of Transportation to reexamine the bypass issue concerning Route 4 and the Crash Road.

Responsibility: Selectmen, Town Manager
Schedule: One (1) year after acceptance of this Comprehensive Plan

Public Transit
Town Policy

- * To ensure public transit is available to all Jay residents including the disabled, elderly, and youth.

Implementation Strategy

1. Encourage the public transit service, Pine Tree Transit, as well as private transit services, to advertise their services to all Jay residents.

Responsibility: Comprehensive Planning Committee, Town Manager
Schedule: One (1) year after acceptance of this Comprehensive Plan

Bicycle and Pedestrian

Town Policy

- * To ensure the availability of safe routes for bicyclists and pedestrians.

Implementation Strategies

1. Continue to provide adequate funding in the road budget to maintain (including snow removal) sidewalks and pathways for those who walk or bicycle to school, work, and/or other trips.

Responsibility: Town Manager
Schedule: Six months after acceptance of this Comprehensive Plan

2. Provide bicycle and pedestrian safety courses to students and other interested persons including drivers.

Responsibility: Jay Police Department in conjunction with the Jay Recreation Department and School Department
Schedule: Ongoing

3. Develop a long range (10-year) bicycle and pedestrian plan for the Town and region.

Responsibility: Comprehensive Planning Committee, Town Manager
Schedule: Two (2) years after acceptance of this Comprehensive Plan

4. Request funding from MDOT for projects relating to bicycle and pedestrian needs (such as bike lanes, sidewalks).

Responsibility: Town Manager

Schedule: Based upon the priorities of the ten-year State Transportation Plan

5. Amend subdivision ordinance to allow Planning Board permission to require sidewalks in new developments.

Responsibility: Town Manager, Planning Board

Schedule: One (1) year after acceptance of this Comprehensive Plan

PUBLIC FACILITIES

Planning Considerations

The Town is responsible for delivery of necessary municipal services. Municipal services and systems in Jay include fire and police protection, school, sewer and water, cultural facilities, and transportation. The more densely populated areas of Jay are served by three water districts and two sewer districts. The fire and police departments as well as the public works and school departments need the annual town budget to continue operating. The Town has a long list of capital equipment and Town properties which must be maintained and/or replaced. A capital investment plan to prioritize needs and budget for new expenses is necessary to plan for future services and systems.

Town Goal

To provide Town services to meet the needs of residents and development in such a manner that will not overburden the Town's financial resources.

Sewer Systems

Town Policies

- * To closely monitor wastewater treatment flows in order to plan for future system expansions.
- * To protect the water quality of the Androscoggin River by providing an efficient sewerage treatment system.
- * To ensure that sewer extensions are consistent with the land use plan.
- * To ensure safe and adequate public sewer and stormwater systems to meet the needs of residents and commercial/industrial customers.

Implementation Strategies

1. Monitor existing wastewater treatment flows and determine system upgrades in order to maintain adequate sewerage service.

Responsibility: Town Manager/Superintendent of Sewers
Schedule: Ongoing

2. Establish reserve accounts for the remaining separation of stormwater and sewer systems in Chisholm and Jay Village (see Capital Investment Plan).

Responsibility: Town Manager/Superintendent of Sewers

Schedule: One (1) year from acceptance of this Comprehensive Plan

3. Ensure an agreement exists between Livermore Falls and Jay to contribute to the Livermore Falls Sewage Treatment Plant.

Responsibility: Town Manager
Schedule: Ongoing

4. Ensure conformity with the Town plan and ordinances when, and if, sewer extensions are proposed.

Responsibility: Planning Board/Town Manager
Schedule: One (1) year from acceptance of this Comprehensive Plan

5. Coordinate plans for sewer extensions and road work to enhance cost effectiveness and efficiency of both systems.

Responsibility: Public Works Director/Sewer District Directors
Schedule: Annual Basis

Solid Waste

Town Policies

- * To continue Town recycling efforts and to continue to purchase necessary equipment for the transfer station.
- * To assure industrial/commercial waste disposal sites are designed and managed properly.

Implementation Strategies

1. The costs associated with the purchase of major equipment should be included in the Capital Investment Plan/Capital Improvement Program.

Responsibility: Town Manager/CIP Committee
Schedule: Eighteen (18) months from acceptance of this Comprehensive Plan

2. Residents should be encouraged to participate in the Town's recycling program through education and information.

Responsibility: Town Manager/Recycling Coordinator
Schedule: One (1) year from acceptance of this Comprehensive Plan

Stormwater Management

Town Policies

- * To provide adequate stormwater drainage systems for both the urban and rural areas of Town.

Implementation Strategies

1. Stormwater drainage system upgrades should be included in the Capital Improvements Program (CIP).

Responsibility: CIP Committee
Schedule: Eighteen (18) months from acceptance of this Comprehensive Plan

2. Maintain the roadside drainage system in order to increase road life and prevent erosion and phosphorus runoff from degrading water bodies. Include maintenance in Annual Road Maintenance program.

Responsibility: Town Manager/Road Commissioner
Schedule: Eighteen (18) months from acceptance of this Comprehensive Plan

3. Amend the local ordinances and/or adopt new ordinances that require suitable storm drainage for new development or redevelopment.

Responsibility: CIP Committee
Schedule: Eighteen (18) months from acceptance of this Comprehensive Plan

Water Supply

Town Policies

- * To provide adequate quantity and quality of water to meet the needs of the residents and commercial/industrial customers.
- * To protect and preserve ground water resources (refer to the Ground Water section of the Natural Resources Chapter).
- * To work with the Water District to study water system expansions and funding.
- * To ensure that water extensions are consistent with the land use plan.

Implementation Strategies

1. Provide for the Planning Board review of proposed water extensions to assure compliance with Comprehensive Plan.

Responsibility: Planning Board/Town Manager/Water Districts
Schedule: Ongoing

2. Encourage the water districts to work with Town government on municipal grants for major repairs to water lines.

Responsibility: Town Manager/Water Districts/AVCOG
Schedule: One (1) year from acceptance of this Comprehensive Plan

3. Coordinate plans for water extensions and road work to enhance cost effectiveness and efficiency of both systems.

Responsibility: Public Works Director/Water District Director
Schedule: Annual Basis

Fire and Police Protection

Town Policies

- * To provide adequate fire protection to the entire Town.
- * To assure that appropriate training is provided to all fire fighters.
- * To provide adequate police protection to the entire Town by maintaining a Town law enforcement staff and by working with the County Sheriff's Office and State Police as necessary.
- * To assure that new growth and development does not exceed the capacity of fire and police protection services.

Implementation Strategies

1. Amend Town Ordinances to grant the Planning Board with the authority to require the phasing of development when it is determined that the capacity of fire or police protection services will be exceeded.

Responsibility: Ordinance Committee
Schedule: One (1) year from acceptance of this Comprehensive Plan

2. The Town shall ensure that adequate training is provided to all fire fighters and police officers.

Responsibility: Town Manager
Schedule: Ongoing

3. Include fire and police needs in the Capital Investment plan.

Responsibility: CIP Committee
Schedule: Eighteen (18) months from acceptance of this Comprehensive Plan

Public Works

Town Policies

- * To ensure the public works department has adequate, safe equipment to carry out their tasks.

Implementation Strategies

1. Include public works equipment needs in the Capital Investment plan.

Responsibility: CIP Committee
Schedule: Eighteen (18) months from acceptance of this Comprehensive Plan

Educational/Cultural

Town Policies

- * To ensure a sound and excellent education for all Jay residents in the most cost effective manner.
- * To develop a Capital Improvement Plan for the Jay school system and facilities that is consistent with the Town Capital Improvement Plan.
- * To assess proposed new development impacts upon school capacities.
- * To encourage day care providers to continue their businesses.
- * To support cultural facilities and activities which contribute to the character of Jay.

Implementation Strategies

1. The School Committee should develop a Capital Investment Plan for the school system and facilities in order to assess school needs to determine the most efficient way to allocate funds.

Responsibility: Town Manager/Superintendent
Schedule: Annual Basis

2. The Selectmen, School Committee, and Town Manager should jointly evaluate budgeting systems.

Responsibility: Selectmen, School and Budget Committees
Schedule: Annual Basis

3. Include language in the ordinances to allow day care facilities in appropriate areas of Town.

Responsibility: Ordinance Committee
Schedule: One (1) year from acceptance of this Comprehensive Plan

4. The Planning Board should require an annual meeting with the Superintendent of Schools and School Committee to review new growth and development over the preceding year which may affect the school system.

Responsibility: Planning Board
Schedule: One (1) year from acceptance of this Comprehensive Plan

5. The Subdivision Ordinance should be amended to consider the phasing of residential development when it is found that school facilities are at capacity.

Responsibility: Ordinance Committee
Schedule: One (1) year from acceptance of this Comprehensive Plan

FISCAL CAPACITY

Planning Considerations

Road, school, highway and fire equipment, recreation needs and other public facilities and services are required to support projected growth in Jay over the next ten years. Town development depends on maintaining, expanding and improving systems that support and/or stimulate development.

To promote appropriate development and accommodate Jay's projected growth to address existing problems; to improve the quality of life for Jay's residents; to promote their health, safety, and welfare; and fulfill the policies and strategies of this plan, a capital investment plan (CIP) must be created. The CIP will direct the town's budget in a manner consistent with this comprehensive plan and serve as a tool to plan for and wisely manage the town's fiscal responsibility.

Town Goal

- * To plan for and wisely manage its fiscal responsibilities.

Town Policies

- * To provide good financial management for the Town's fiscal affairs.
- * To plan for major, municipal, capital expenditures with a Capital Investment Plan (CIP).
- * To explore varying the Town expenses to spread the funding into areas not commonly used.

Implementation Strategies

1. Appoint a Capital Improvement Program Committee to be charged with the responsibility of assessing the major requirements of all capital expenses to be made by the Town for a planning period of 5 or 6 years and establishing priorities for these expenses, with recognition that the economy, levels of taxation and other fiscal constraints may affect and/or delay the prioritized capital decisions (See CIP section of Plan for further information).

Responsibility: Town Manager
Schedule: One (1) year from acceptance of this Comprehensive Plan

CAPITAL INVESTMENT PLAN

Introduction

Roads, sewer, water, schools, highway and fire equipment, recreation areas and other public facilities are required to support the services provided by the Town of Jay over the next ten years.

Town development depends on maintaining, expanding and improving systems that support and/or stimulate development. Capital expenditures are needed to:

- * promote appropriate development and accommodate Jay's projected growth
- * address existing problems
- * improve the quality of life
- * promote the health, safety and welfare of residents; and
- * fulfill the policies and strategies of the Plan.

Capital investments as used in the Capital Investment Plan refer to expenditures greater than \$5,000 which do not recur annually and have a useful life of greater than three years and result in fixed assets. They may include new or expanded physical facilities, rehabilitation or replacement of existing facilities, major pieces of equipment which are expensive and have a relatively long period of usefulness, the cost of engineering or architectural studies and services, and the acquisition of land for community facilities.

Capital investments or improvements usually require the expenditure of public funds: Town, state, federal or some combination thereof. Funding limitations will likely make it impossible to pay for or implement all needed major public improvements at any one time or even over a multi-year period. The formal Capital Improvement Program called for within the Comprehensive Plan will be the process whereby the needs identified here will be formalized and specific priorities and implementation periods targeted. The program should be updated on an annual basis to fulfill the needs of the residents and businesses in the Town.

Capital Improvements Financing

Capital improvements, as they are prioritized and scheduled for implementation require a funding source or means of financing. A variety of techniques for financing capital improvements exist and are outlined here. State laws usually govern which techniques are authorized and how they are to be carried out.

Current Revenues (Pay-As-You-Go)

The most fundamental and simplest means of paying for capital improvements is on a pay-as-you-go basis: funding capital improvements from current revenues. This has the advantage of avoiding bonding and interest costs. Its disadvantage is that large scale capital improvements may require a similarly large amount of money to finance them that would create an inordinate tax burden for the implementation period and extreme fluctuations in the tax rate. Spreading

these costs over a longer period reduces such sudden impacts and tax rate swings.

Bonding

Borrowing against future taxes (general obligation bonds) or future service charges or fees (revenue bonds) to finance long-term public improvements is widely practiced and makes good sense from the standpoint of "paying-as-you-use." Bonding evens out the tax impact over time and allows the municipality to obtain vital improvements earlier in time than current revenue or reserve fund arrangements would permit. As a general rule, no improvement or equipment should be bonded beyond its service life and thus violate the pay-as-you-use rule. The chief disadvantage of bonding is the payment of interest on the borrowed money. The fact that purchasers of municipal bonds are usually exempt from payment of taxes on interest received causes the interest rate on such bonds to fall below market rates.

Reserve Fund

A reserve fund is analogous to a family savings account for a future big ticket purchase (car, appliance, etc.). Reserve funds are often used to replace equipment with a known service life whose cost and date of replacement are fairly accurately known and can be planned. The full replacement cost thus becomes available at the time when replacement is necessary without the necessity of bonding or suffering a sudden impact on the tax rate. Other advantages are that reserve funds may be invested to collect interest on their principal, thus reducing the tax revenue contribution required. Reserve funds, like bonding, even out the flow of revenues required for capital improvements.

Stabilization Fund

A combination of techniques is sometimes practiced in the form of a "stabilization fund." As capital improvement bond issues are paid off, taxes dedicated to bond costs, rather than being reduced, are held constant with the excess over bond retirements and interest requirements are placed in a stabilization fund for the purpose of paying for future capital improvements on a pay-as-you-go basis. The stabilization fund differs from a reserve fund that the purpose for which it may be used are unspecified in advance. The projects it pays for are decided through the annual capital budgeting process. (A reserve fund is usually "dedicated" to a specific purpose, e.g., replacement fire equipment.) The advantage of a stabilization fund is more level funding for capital improvements without sudden tax rate impacts. It avoids interest charges and earns investment income while it is accumulating.

Table CIP-1

Identified Capital Investment Needs

DEPARTMENT	ITEM	YEAR	PRIORITY	ESTIMATED COST	PROBABLE FUNDING SOURCE
Fire	Ladder Truck	1996	H	\$528,000	B
Sewer	5 Pump Stations	1996-1997	H	\$300,000	CR,B,RF,UF
Highway	1 Ton Truck	1996-1997	H	\$25,000	CR,RF
Highway	Wheeler Dump Truck	1996-1997	H	\$52,000	CR,RF
Highway	Bucket Truck	1996-1997	M	\$15,000	CR
Police	Cruiser	1996-1997	H	\$18,000	CR
Recycling	Furnace	1996-1997	H	\$8,000	CR
Recycling	Roll Off Trailer	1996-1997	H	\$20,000	CR,RF
Recycling	Box Trailer	1996-1997	M	\$12,500	CR
Sewer	Treatment Plant	1997-1998	H	\$836,000	CR,UF,B
Highway	Wheeler Truck	1997-1998	H	\$52,000	CR,RF
Administration	Town Office Roof	1997-1998	M	\$25,000	CR
Recycling	Truck	1997-1998	H	\$50,000	CR,RF
Recycling	Retaining Wall	1997-1998	M	\$40,000	CR
Highway	Excavator	1998-1999	H	\$95,000	CR,RF
Highway	Plow Truck	1998-1999	H	\$50,000	CR,RF
Sewer	Jay's Share of L.F. Treatment Plant Upgrade	1998-1999	H	\$2,000,000	B
Police	Cruiser	1998-1999	H	\$19,000	CR
Transfer Station	Tractor (Truck)	1998-1999	H	\$70,000	CR,RF
Highway	Bucket Loader	1999-2000	H	\$100,000	CR,RF
Highway	Truck and Plow	1999-2000	H	\$50,000	CR,RF
Recycling	Skid Steer	1999-2000	H	\$38,000	CR,RF

DEPARTMENT	ITEM	YEAR	PRIORITY	ESTIMATED COST	PROBABLE FUNDING SOURCE
Highway	Jay Turn Out	2000	L	\$1,000	CR,G
Highway	Sand Salt Sheds	2000-2001	H	\$185,000	CR,RF,G
Highway	Truck/Plow	2000-2001	H	\$50,000	CR,RF
Highway	Pick-up Truck	2000-2001	H	\$20,000	CR,
Transfer Station	Waste Trailer	2000-2001	H	\$35,000	CR,RF
Police	Cruiser	2000-2001	H	\$20,000	CR
	Jay Historical Museum	Beyond 2001	L	\$500,000	D,B

NOTES:

CR: Current Revenues
 B: Bonding
 RF: Reserve Funds
 TP: Time Phased
 D: Donations

UF: User Fees
 G: Grants
 DF: Developer Financing
 LL: Low Interest Loans

ENVIRONMENTAL RESOURCES

Planning Considerations

The Town of Jay has an abundance of resources which add to the natural character and beauty of the community. The vast array of scenic resources is perhaps the Town's greatest resource. The Town also has numerous wetland areas, woodlands, and farmlands which provide outstanding wildlife habitats. Water resources, including the Androscoggin River, contribute greatly to the natural and environmental assets of Jay. The only resource which is not considered beneficial to the Town is the large percentage of poor soils and steep slopes. These conditions cause major limitations to development.

The community highly values the protection of the air, water and land, thus the Jay Environmental Control and Improvement Ordinance was enacted in 1988. This Ordinance was enacted to prevent threats to the public health and environment posed by the discharge of pollutants and contaminants, whether to air, water or land. This Ordinance includes policies to protect the Town's natural and water resources.

Town Goal

- * To protect and conserve environmental resources located in Jay including shared resources.

Scenic Resources

Town Policies

- * To recognize identified scenic views as a significant natural resource.
- * To minimize the loss of the values of significant scenic areas and sites by encroaching development.
- * To provide the public with the opportunity to enjoy the Town's significant scenic resources.

Implementation Strategies

1. Ordinances should require an assessment by the Planning Board of the impact upon identified scenic sites and views caused by the proposed development and grant the Board authority to require proposed development which is found to impact scenic sites and views to minimize negative impacts caused by such development.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

2. Ordinances should consider easements as a method to protect Identified Scenic Views.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

3. Ordinances should allow the Planning Board to request reasonable public access to Identified Scenic Views as an element of a development approval.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

4. When road construction or reconstruction is undertaken by developers, Town, and/or State, design plans should include turn outs or suitable shoulders to allow vehicles to leave the travel way in Identified Scenic View locations.

Responsibility: Planning Board/Selectmen/Road Commissioner
Schedule: Ongoing

5. Explore the possibility of reopening the scenic pullout, including picnic facilities, across from the Jay Historical Society property on Jay Hill and other locations.

Responsibility: Town Manager/Historic Society
Schedule: Six (6) months from adoption of this Comprehensive Plan.

Soils

Town Policies

- * To ensure that development and other land use activities occur upon or in soils which are adequately suited for such uses.
- * To discourage development on slopes greater than fifteen (15) percent and not permit development on slopes greater than twenty (20) percent.
- * To prevent environmental degradation caused by erosion.

Implementation Strategies

1. The Road Foreman should have ongoing training in soil erosion and storm water control practices and use such practices in Town projects.

Responsibility: Road Foreman
Schedule: As Available

2. The Planning Board should, as an element of development reviews, require the identification of potential soil contaminants and place conditions upon such developments to safeguard against soil and groundwater contamination.

Responsibility: Planning Board
Time Frame: Ongoing

3. Town Ordinances should be amended to require erosion and sedimentation plans as part of development application procedures.

Responsibility: Planning Board/Ordinance Committee
Time Frame: 12 months from adoption of this Comprehensive Plan

4. Agricultural landowners should be encouraged to participate with the Natural Resource Conservation Service to identify and implement practices to minimize soil erosion and phosphorus export.

Responsibility: Conservation Commission
Time Frame: Ongoing

5. The Conservation Commission should research the necessity of a timber harvesting ordinance to protect soils and promote erosion control practices.

Responsibility: Selectmen
Time Frame: One (1) year from adoption of this Comprehensive Plan

6. Ordinances should be amended to include the definition of calculation of net building density of subdivisions in order to encourage cluster development:

- a) wetlands not regulated by DEP
- b) land with slopes greater than 15%
- c) areas of shallow to bedrock soils (Lyman soils, ten inches)

Responsibility: Planning Board/Ordinance Committee
Time Frame: One (1) year from adoption of this Comprehensive Plan

7. Ordinances should be amended to require that all development proposals not served by public sewer include both proposed and back-up subsurface sewage disposal sites when the limiting factor is less than 12 inches for each lot, or identify an alternative site if open space development is proposed. If a variance is needed, then a backup system is required.

Responsibility: Planning Board/Ordinance Committee
Time Frame: One (1) year from adoption of this Comprehensive Plan

8. Ordinances should be amended to require an engineering analysis of the impacts and necessary mitigation measures associated with a development which would affect slopes of fifteen (15) percent or more.

Responsibility: Planning Board/Ordinance Committee
Time Frame: One (1) year from adoption of this Comprehensive Plan

Wetlands

Town Policies

- * To protect the integrity of wetlands so that their overall benefits and values are maintained.
- * To consider areas of hydric soils as potential wetland areas.
- * To place a high level of protection on wetlands and the areas within 250 feet of the upland edge of such wetlands identified as being of moderate or high wildlife value.
- * To require a protective buffer from incompatible development around all other wetlands.

Implementation Strategies

1. Ordinances should place wetlands rated as moderate or high value by the Maine Department of Inland Fisheries and Wildlife and the area within 250 feet of its upland edge in the Resource Protection Districts.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

2. The Planning Board and Code Enforcement Officer, as elements of their development reviews, shall insure that permits required by the Natural Resource Protection Act (Title 38, MRSA Sec. 480-A-S) and Section 404 of the Federal Water Pollution Control Act (FWPC, 33 USC Sec. 1344), are obtained prior to construction.

Responsibility: Planning Board/CEO
Schedule : Ongoing

3. The Town should request the Maine Department of Inland Fisheries and Wildlife update current wetland mapping in Jay.

Responsibility: Conservation Commission/Planning Board
Schedule: Six (6) months from adoption of this Comprehensive Plan

Surface Waters

Town Policies

- * To regulate development adjacent to surface waters in such a manner as to protect water quality, maintain wildlife travel corridors, aesthetics and other natural resources.
- * To ensure that all uses, including seasonal, adjacent to surface waters have and maintain subsurface sewage disposal systems as required by the State of Maine Subsurface Wastewater Disposal Rules.
- * To ensure protection of Parker Pond and other ponds and watersheds from phosphorus increases which would lead to water quality degradation.

Implementation Strategies

1. The Planning Board and Code Enforcement Officer shall administer and enforce the Shoreland Zoning Ordinance as adopted.

Responsibility: Planning Board/CEO
Schedule: Ongoing
2. The Planning Board should participate in the development of a joint lake protection level program with those neighboring municipalities which share common watersheds.

Responsibility: Planning Board/Conservation Commission
Schedule: Six (6) months from adoption of this Comprehensive Plan
3. Ordinances should require subsurface sewage disposal plans before a permit for a structure which requires subsurface sewage disposal is issued.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan
4. Ordinances should be amended to require a Phosphorus Impact Analysis and Control Plan for development located in pond watersheds, including those that require subdivision and/or site plan review.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan
5. Assign the Parker Pond watershed with a high level of protection and all other ponds and watersheds with a medium level of phosphorus protection.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

Environmental

Town Policies

- * To support the policies within the 1988 Jay Environmental Control and Improvement Ordinance.

Implementation Strategies

1. Continue enforcement of the Jay Environmental Control and Improvement Ordinance.

Responsibility: Planning Board/CEO
Schedule: Ongoing

Ground Water

Town Policies

- * To protect the quality and quantity of ground water resources for current and future use.
- * To ensure that all activities over significant aquifers will be directed so that the cumulative effect of those activities do not bring water quality below State drinking water standards.

Implementation Strategies

1. The Planning Board members should use the listing of potential threats to ground water published by the Land Water Resources Council for use when development proposals are reviewed (see inventory).

Responsibility: Planning Board
Schedule: Six (6) months from adoption of this Comprehensive Plan

2. Ordinances should be amended to allow the Planning Board to investigate a Nitrate Analysis and Control Plan for larger development proposals.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

Fish and Wildlife

Town Policies

- * To maintain its wildlife resources through habitat preservation and/or enhancement.
- * To maintain wildlife travel corridors along streams, rivers and wetlands.
- * To provide for water quality which will enhance the protection and propagation of fish and wildlife on state waters within the Town.

Implementation Strategies

1. Ordinances should contain provisions which encourage the preservation of significant wildlife habitat such as cluster development, zero lot line development, and permanent preservation of open space and woodland.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

2. Buffer areas should be maintained along the Androscoggin River and streams which have suitable riparian habitat in accordance with the state shoreland zoning guidelines.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

3. Ordinances should allow the Planning Board to request and use information concerning critical wildlife habitats as identified by the Maine Department of Inland Fisheries and Wildlife as an element of development review.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

4. The Town should request the Maine Department of Inland Fisheries and Wildlife to complete/update the mapping of "Significant Wildlife Habitat" as defined in the Natural Resource Protection Act.

Responsibility: Planning Board/Conservation Commission
Schedule: Ongoing

5. Ordinance standards should include protection of significant wildlife areas as defined by the Natural Resource Protection Act.

Responsibility: Planning Board/Conservation Commission/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

6. The Forest Harvesting Practices Rules of Title 12, MRSA, Section 8869, should be reviewed to assure that they are adequate to protect significant local wildlife habitat including deer wintering areas. If these rules are determined to be inadequate to protect locally significant wildlife habitat, local regulations should be considered.

Responsibility: Planning Board/Conservation Commission
Schedule: Six (6) months from adoption of this Comprehensive Plan

7. Known, rare, threatened, and endangered plants and wildlife including deer yards found in Town should be listed and mapped for use in review of development applications. This information should be gathered with the assistance of the Maine Heritage Program and Department of Inland Fisheries and Wildlife.

Responsibility: Planning Board/Conservation Commission
Schedule: Within One (1) year from adoption of this Comprehensive Plan

8. Ordinances should contain language to ensure that deer wintering areas identified as "high value" and "moderate value" are afforded the minimum protection recommended by the Department of Inland Fisheries and Wildlife.

Responsibility: Planning Board/Conservation Commission
Schedule: One (1) year from adoption of this Comprehensive Plan

Floodplain

Town Policies

- * Limit construction and development in the 100-year floodplain areas to decrease the risk of property loss and/or increase the level of flooding.

Implementation Strategies

1. The Planning Board and Code Enforcement Officer should strictly administer and enforce the Floodplain Management Ordinance.

Responsibility: Planning Board/CEO
Schedule: Ongoing

2. Ordinances should place non-developable areas within the Town's 100-year floodplain in the Resource Protection district. This element of the Ordinance should be strictly administered and enforced.

Responsibility: Planning Board/CEO/Ordinance Committee

Conservation Commission

Town Policy

- * To maintain knowledge on local environmental resources.

Implementation Strategy

- * The Town Manager should appoint members to a Conservation Commission. The Commission will be charged with conducting research into local land areas and keeping records of all open areas within the Town, as well as other duties as outlined in Title 30-A MRSA, Section 3261.

Responsibility: Selectmen
Schedule: June 1996

LAND USE/DEVELOPMENT PATTERNS

Planning Considerations

The Town of Jay currently has no town-wide zoning which establishes development regulations. Ordinances presently include Shoreland Zoning, Road Improvements, Environmental Control (includes subdivision), and Floodplain Controls. These ordinances control activity in the shoreland zone, road construction, subdivision regulations, and environmental regulations. Individual developments are scattered throughout the community creating a mixed use land pattern. This mixed use pattern may devalue residential property values as well as cause conflicts between neighbor, such as a manufacturing enterprise operating next door to a residential subdivision.

Town Goal

To maintain the small Town character of Jay through appropriate land use regulations.

Land Use Regulation Policy

To keep land use regulations simple to use and up to date with State regulations.

Implementation Strategies

1. The Planning Board should consider creating a Site Plan Review Ordinance.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

2. Update the subdivision standards to include the new standards set by the State.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

Manufacturing/Industrial Development Policies:

- * To identify locations for manufacturing land uses in such areas where it will not conflict with adjacent, less intense land uses and is serviceable by requiring infrastructure.
- * To encourage the reuse and redevelopment of existing structures.
- * To provide for thorough, comprehensive, and efficient review of large projects.

Implementation Strategies

1. Land Use Regulations should be developed which direct manufacturing/industrial development serviced by appropriate infrastructure away from potential conflicting land uses including residential.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

2. Industrial development should conform with the performance standards in local land use regulations.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

3. Development incentives should be included in land use regulations in order to encourage the reuse and redevelopment of existing structures, including the quarries.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

4. Manufacturing/Industrial districts should be included in the zoning ordinance which permits these uses.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

Commercial Development Policies

- * To manage commercial development adjacent to major corridors to minimize the negative impacts of strip development.
- * To provide for and direct new commercial development to suitable locations.
- * To offer streamlined review process for small-scale development.
- * To consider the capacity of the highway/road system in approving the development of new commercial development.
- * To allow for home occupations in appropriate areas of the community.
- * It is a policy of the Town to encourage commercial development in locations with municipal sewer and water.

Implementation Strategies

1. Land Use Regulations should include four mixed use districts (Chisholm, Jay, North Jay, and Beans Corner). In the designed area, commercial and residential uses would be permitted.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

2. A study of the Route 4 corridor not served by public sewer should be undertaken to assess the adequacy of existing subsurface sewage disposal and possible options for alternative sewage disposal that would allow utilization of vacant potential commercial lots.

Responsibility: Selectmen/Consultant
Schedule: One (1) year from adoption of this Comprehensive Plan

3. Land Use Regulations should be amended or contain provisions that address access management issues such as requiring proposed commercial subdivisions within the Route 4 corridor to utilize shared or common access points.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

4. Land Use Regulations should define the effects of home occupations on residential neighborhoods without limiting the use of these businesses.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

5. Land Use Regulations should be amended to require developers to conduct an analysis of the impact to public facilities of the proposed development including a traffic impact analysis.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

6. Land Use Regulations should include a light manufacturing commercial development district in the Jay Development Park behind the Jay Shopping Plaza.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

Residential Policies

- * To encourage intensive residential or cluster development to implement access management standards such as shared driveways.
- * To encourage innovative residential development techniques that conserve land, significant natural areas, and reduce construction costs.
- * To maintain the sound rural tradition of landowners having flexibility in land use as long as they do not negatively affect their neighbors or the Town.
- * To encourage the development of a variety of housing and tenure types to meet changing needs of housing consumers.
- * To assure that new residential development minimizes impacts upon critical natural areas.
- * To provide for mobile home park development in locations which do not conflict with commercial or industrial uses and that occur in environmentally suitable areas.
- * To require consideration of clustering of new residential development in rural areas to conserve agricultural and other open space.
- * To consider varying lot sizes as part of an overall existing program to conserve land resources.
- * To encourage infill development in presently existing concentrated residential development.
- * To maintain the values of residential areas.

Implementation Strategies

1. Land Use Regulations should designate locations for residential development at various densities.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan
2. Land Use Regulations should be amended or contain provisions that address access management issues such as a traffic impact analysis or minimum curb cuts on major collector roads.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan
3. Land Use Regulations should be amended to require developers conduct an analysis to determine the impact to public facilities.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

4. Land Use Regulations should include incentives such as density bonuses for the clustering of residential subdivisions in order to conserve scenic views, natural features, and agriculture and open space.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

5. The Planning Board should, in January of each year, assess the level of subdivision activity in the designated growth and rural areas and assess the success of the existing policies and strategies to encourage preservation of natural resources.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

6. Land Use Regulations should contain provisions which allow the temporary habitation of a dwelling unit, to be occupied by an older person(s) on lots where single-family dwellings exists so that adult children may care for aging parents or persons with a disability.

Responsibility: Planning Board/Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

7. A junkyard ordinance should be written in accordance with State law in order to maintain residential values.

Responsibility: Ordinance Committee
Schedule: One (1) year from adoption of this Comprehensive Plan

FUTURE LAND USE PLAN

Introduction

The Comprehensive Planning and Land Use Act requires the Comprehensive Plan to, at a minimum, divide Jay into two basic geographical areas for the purpose of applying the plan's various policies and implementation strategies.

The Future Land Use Plan must include one or more plans or maps that designate and show general land use classifications. It must also include a narrative that states the rationale for the designations of land use classifications and generally describes the character of development intended to be included within each classification. The narrative must also estimate the amount of land area needed to accommodate the predicted future growth and development in housing, commercial and industrial development, transportation systems, public facility and service systems, recreation areas and facilities, and water-dependent uses and must assess whether the municipality has enough land area suitable for development or redevelopment to accommodate the predicted land area needs.

The land use plan must include a "growth area" classification - or a combination of land use classifications that constitutes a "growth area." The land use plan must also include a "rural area" classification - or a combination of land use classifications that constitutes a "rural area." The land use plan may also include additional general classifications for purposes other than those provided for growth areas and rural areas (such as a transitional or future growth classification that designates areas intended to become growth areas at some time beyond the planning period, a conservation or resource protection area intended to provide for the effective long-term management and protection of significant or irreplaceable natural land areas, etc.).

Growth areas are defined as follows: Those land areas within the municipality into which the municipality intends to direct the future growth and development planned to occur during the 10-year planning period. The designation of growth areas is intended to ensure that planned growth and development is directed to areas most suitable for such growth and development and away from areas in which growth and development would be incompatible with the protection of rural resources. Land areas designated as "growth area" must be consistent with the following provisions.

1. Growth areas must be limited to land areas within which public facilities and services are efficiently provided or can be efficiently provided during the planning period.
2. Growth areas must be limited to land areas that are physically suitable for development or redevelopment. (Growth areas may include land areas that are physically unsuitable for development or redevelopment if such areas constitute small areas or corridors of land surrounded by growth areas - such as a river, stream, floodplain, small natural hazard area, small lake, or small critical natural resource area running through or located in the middle of a growth area.)
3. Growth areas must include enough land area suitable for development or redevelopment to accommodate all growth and development planned to occur during the planning period based on the plan's policies and implementation strategies.

4. Growth areas must be limited to an amount of land area and a configuration that will encourage compact, efficient development patterns and discourage development sprawl and strip development along roads.
5. Growth areas may not include an unreasonable proportion of the municipality's total land area - that is, growth areas must not include so much land area as to encourage development sprawl or to hinder the efficient provision of public services.

Rural Areas

The land use plan must designate as "rural area" those land areas within the municipality within which the municipality intends to protect agricultural, forest, scenic areas and other open space land areas from incompatible development. The designation of rural areas is intended to provide for the long-term protection of resource production and open space and scenic lands from incompatible development. Land areas designated as "rural area" must be consistent with the following provisions.

1. Rural areas must include agricultural and forest lands important to the local or regional economy.
2. Rural areas must include land areas consisting of large areas of contiguous open space, farmland or forest land. They must include land areas in which the predominant pattern of development is intended to consist of very low intensity development broadly dispersed within what would otherwise be a rural landscape. They must also include land areas containing other rural resources that significantly contribute to the municipality's rural character.
3. Rural areas must include land areas in which the municipality can ensure that the level and type of development will be compatible with maintenance of rural character and will not constitute or encourage development sprawl or strip development along roads.
4. Rural areas may include, but may not be limited to, land areas containing natural resources and scenic open spaces that are intended to be protected.
5. Rural areas may not include land areas in which a significant portion of the municipality's future residential development is planned to occur. Nor may they include land areas in which the municipality plans the occurrence of large scale or widespread residential development that would alter the municipality's rural character.

The Town of Jay has an established land use pattern in several areas: village areas along Route 4 and at Bean's Corner, industrial areas, and vast amounts of open space taken up either by natural constraints or agricultural land. The Comprehensive Committee designated the growth and rural areas in Jay by simply matching the existing land use patterns.

Jay's Future Land Use Plan

The Future Land Use Plan identifies desired future development patterns and characteristics. The Future Land Use Map synthesizes the statement of policies presented in the comprehensive plan. It must be realized that as demands dictate, the Future Land Use Plan and Map will require revisions. Principles

which guided the development of the Future Land Use Plan included the following:

- a. The type and density of development should be compatible with the natural/environmental constraints of the land to absorb future development. Maintenance and protection of surface and ground water, the soils capacity for subsurface sewage disposal, the slope of land and the presence of unique natural areas were key factors in the identification of growth classifications.
- b. The desire to encourage the use of the Jay granite quarries for either/or quarrying granite, or recreation.
- c. The desire to manage development so that Jay's valued characteristics including farmland, scenic views, natural resources and open space are maintained.
- d. The desire to provide for suitable locations for appropriate commercial, industrial and dense residential development.
- e. The desire to maintain, upgrade and expand where appropriate the four village areas (Chisholm, Jay Village, Beans Corner and North Jay).
- f. The desire to maintain the values of residential areas.
- g. The desire to maintain important wildlife areas and travel corridors.
- h. The desire to maintain the high quality of Jay's own natural resources and those it shares.
- i. The desire to maintain the significant natural resources of Seven Mile Stream and its shorelands.
- j. The desire that the type and location of development be compatible with municipal services including the sewer system.
- k. The desire to discourage random, uncontrolled commercial development along the Route 4 corridor.
- l. The desire to maintain Jay's historic heritage and significant scenic values.
- m. The desire to retain affordable housing opportunities for Jay residents.
- n. The desire to maintain a flexible land use regulation system that protects the character of Jay while encouraging the efficient use of land by independent landowners.

The comprehensive plan has made various projections and predictions relating to growth and development to the year 2005. Population has been targeted to reach approximately 5,299 by 2001. In addition, it has been predicted that some 148 new dwellings will be needed to house the 2005 population. Jay has abundant scenic and natural resources, inexpensive land prices, and is a reasonable commute to three major job centers (Lewiston/Auburn, Augusta, and Farmington). The predicted 148 units could quickly expand if and when the next development boom hits Maine. With increased population, it is expected that new and expanded commercial and service related businesses will be

attracted to Jay. In addition, the Town's economic development strategy, yet to be developed, will affect future demand for commercial and/or industrial properties.

Jay has already experienced a great amount of sprawled residential development in the rural areas with the trend rapidly continuing. Uncontrolled sprawl development is expensive; local government is forced to pay additional costs for school buses, school buildings, fire, police and emergency services, as well as increased environmental costs to the rural areas of Town where soils and groundwater are threatened by numerous small house lots on sewerless systems. In the past five years, one hundred-one electrical permits were granted to property owners in the rural areas of Jay. This is one quarter of the projected new homes to be built within the next ten years.

1. Special Protection Areas

Certain areas within Jay warrant special consideration due to their likelihood of degradation as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or in some circumstances prohibition. These areas include:

- a. Floodplains: The land within the 100-year floodplain should be placed in a resource protection district which prohibits new structural development.
- b. Wetlands: Wetlands as mapped by the Maine Geological Survey and the areas within 250 feet of their upland edge that are identified as having important wildlife values should be designated as resource protection areas. Other wetlands not rated or rated as low wildlife value should be zoned limited residential recreational; however, the area more than 100 feet from the upland edge should allow development of a non-intense nature.
- c. Significant ground water supply areas/sand and gravel aquifers: These areas because of potential for degradation and/or contamination require new development or redevelopment to take safeguards to minimize potential degradation. Local ordinances should contain performance standards that protect these water resources.
- d. Shoreland Areas: The land area within 250 feet from the great ponds, rivers and streams is critical to the well being of the body of water. In addition these areas contain significant wildlife habitats and travel corridors. These areas should be limited to residential and nonstructural uses except those areas in the villages or other areas that have concentrations of commercial development.
- e. Watersheds: The land area which drains to a pond, or watershed, directly affects the quality of that ponds water. Development within watersheds should be regulated to minimize water quality degradation.
- f. Steep slopes: Areas of two or more contiguous acres with sustained slopes of

20% or greater should be placed in resource protection which prohibits structural development.

- g. Critical wildlife habitats including travel corridors: These areas should be maintained through development standards that prohibit detrimental alteration to critical areas and minimize other negative impacts.

2. Mixed Use Village Areas

These areas include the four traditional village areas, Chisholm, Jay Village, Beans Corner, and North Jay. It is a major focus of the comprehensive plan to maintain and improve the vitality of these villages.

A mixture of land use and development activity currently exists including commercial, business, services, residential and public and semi-public. This mixture of uses should continue into the future.

Development regulations should be flexible to provide for a continuation of traditional village character. Lot requirements for areas not served by public water and sewer should be a minimum of 20,000 square feet except where soil conditions require large lots for subsurface sewage disposal. Where public sewer and water is provided, lots should be a minimum of 7,500 square feet with a minimum street frontage of 75 feet. Setbacks should be appropriate for downtown locations.

All non-residential development should receive site plan review with special considerations given to use capability, parking and access especially along the Route 4 corridor where access management standards should be strongly adhered.

3. Suburban Residential

The purpose of this area is to provide for primarily residential areas of medium density adjacent to town-maintained or developer constructed roads while minimizing local service costs. Residential development including single, multi-family and mobile home parks should be the primary land use. Other non-intensive land uses including public and semi-public should be allowed after site plan review.

Lots should be a minimum of about 2 acres with a minimum of 200 feet of street frontage. Multi-family and mobile home park development should not exceed one unit per 20,000 square feet. When subdivisions are accessed by off-site streets, the subdivision should be limited to two access points.

4. Rural Area

The purpose of this area is to maintain the rural character and to encourage the continued production of renewable resources. Agriculture and forestry and its associated activities are the preferred uses in this district. Residential development may occur under defined conditions including compatibility with agriculture and forestry. Open-space-type development is encouraged through a 10 percent density bonus and relaxation of road frontages and road travelway widths. Density requirements should be a minimum of five acres with 300 feet of road frontage. Large commercial activity not permitted in rural area.

The building envelopes should be directed to the edges of fields or wooded areas where possible. The building envelopes should contain a minimum of 20,000 square feet of land area which does not include

floodplains, slopes greater than 20 percent, or wetlands as defined in the Natural Resource Protection Act. Development regulations should encourage residential development to occur on newly-constructed interior roads.

5. Parker Pond Watershed Overlay District

The purpose of the watershed overlay district is to provide a level of protection for Parker Pond which is consistent with the policies of the comprehensive plan. The water-shed overlay district is intended to assure that certain activities within these watersheds are under-taken in a manner consistent with recognized practices which minimize threats to water quality.

6. Bicycle and Pedestrian Trail System

As Jay grows and develops, the need for a system of trails for bicycles, pedestrians and snowmobiles will increase. The Future Land Use Plan contains a system of trails that form a connecting loop between the recreation areas, built-up areas and school-owned property.

7. Industrial Use Area

These areas are located where the two paper mills exist. In addition to paper mill industrial use, these areas could include a business park and or commercial use. Similar new development and industrial and manufacturing uses should be allowed provided that safeguards are maintained to minimize degradation to the Androscoggin River and other environmental resources.

*****INSERT MAP - FUTURE LAND USE PLAN*****

REGIONAL COORDINATION PROGRAM

Introduction

Jay shares several significant natural resources with neighboring communities. It is recognized that to maintain their resource values, joint action and coordination is necessary. In addition to natural resources, other programs such as affordable housing, economic development, and sewer/water facilities may have interlocal approaches.

The Comprehensive Plan Committee undertook a regional coordination program as an element in the development of this plan. The committee identified regional and interlocal coordination issues. In addition, letters were sent to the Chairman of the Comprehensive Planning Committees and/or Planning Boards of each neighboring community which identified interlocal planning issues and asked each community to identify others. The committee invited representatives from adjacent communities to provide input into policy and strategy development. Community members attended other Town planning meetings to discuss common planning concerns.

Based upon the results of the Inventory and Analysis element of the comprehensive plan, discussion with neighboring communities and various policies contained in the plan, the following interlocal issues are contained in the Regional Coordination Program.

- o Shared Lake/Pond Watersheds
- o Community Gardening in Chisholm/Livermore Falls
- o Recreational facilities, including trails and teen center
- o Androscoggin River
- o Sewer/water districts with Wilton and Livermore Falls
- o Improve course offerings at Jay and Livermore Falls school systems
- o Economic Development efforts between Jay and Livermore Falls, and coordination with the Jay, Livermore, Livermore Falls Chambers of Commerce
- o Transportation initiatives
- o Affordable housing
- o Land use planning

Conclusion

Jay recognizes the value and need to coordinate with neighboring communities to provide adequate protection of significant shared resources and to address other common concerns. Therefore, it is a long-term goal of Jay to develop and participate in regional programs to achieve common desires.

Regional Coordination Policy

- o To coordinate other trail systems into the multipurpose trail.
- o To participate in a joint effort with the Towns of Wilton and Chesterville to protect lake watersheds.
- o To coordinate efforts with local groups in Livermore Falls and Jay in order to initiate neighborhood community gardens.
- o To develop recreational facilities with neighboring school systems.
- o To participate in joint efforts to improve the water quality and realize the full values of the Androscoggin River.
- o To maintain the good relations between Wilton and Livermore Falls sewer and water districts.
- o To work with neighboring school systems to expand course offerings for Jay students.
- o To develop a joint program with adjacent communities to retain and/or attract appropriate economic development.
- o To continue involvement with the RTAC 7 (Regional Transportation Advisory Committee) and the Maine Department of Transportation.
- o To coordinate and/or work jointly with neighboring communities on programs to provide affordable housing for the region.
- o To ensure compatibility with neighboring communities land use planning policies and ordinances.

Implementation Strategy

1. The Town should participate in the development of a joint lake protection level program with those neighboring municipalities which share common watersheds.

Responsibility: Planning Board/Conservation Commission
Schedule: Six (6) months from adoption of this Comprehensive Plan

2. The Town should seek and utilize a portion of the Growth Management Implementation Grant Funds to coordinate with other watershed communities, and seek professional assistance in determining appropriate lake protection levels and ordinance provisions to implement the selected lake protection levels.

 Responsibility: Planning Board/Selectmen
 Schedule: Six (6) months from adoption of this Comprehensive Plan

3. The Town governments and local school systems (Jay and Livermore Falls) should coordinate efforts to initiate neighborhood community gardens in order to embellish the community image; flower and tree plantings along roads and in community parks. (Could look to the Town of Norway for ideas - they have a community gardening program)

 Responsibility: Town Manager/School System/Conservation Commission
 Schedule: Six (6) months from adoption of this Comprehensive Plan

4. The recreation committee should meet with neighboring community recreation committees and develop and enhance common recreational facilities such as school grounds, the multi-purpose trail, and bike lane from Livermore Falls to Farmington.

 Responsibility: Recreation Committee/School System
 Schedule: Six (6) months from adoption of this Comprehensive Plan

5. The Ordinance Committee should coordinate with the Androscoggin River Corridor communities to assess compatibility of proposed shoreland development strategies during ordinance development.

 Responsibility: Ordinance Committee
 Schedule: Six (6) months from adoption of this Comprehensive Plan

6. Work with other communities along the Androscoggin River to improve the water quality and recreational opportunities.

 Responsibility: Conservation Committee
 Schedule: One (1) year from adoption of this Comprehensive Plan

7. Continue to meet and work with Livermore Falls and Wilton water and sewer districts to discuss issues.

 Responsibility: Water and Sewer Districts
 Schedule: Ongoing

8. Coordinate efforts of neighboring school systems to share staff in order to offer advanced placement classes to students.

 Responsibility: School System

Schedule: Ongoing

9. Jay Economic Development Committee should meet with neighboring communities including the Chamber of Commerce and Franklin County Economic Development Office to determine interest in joint community approaches to economic growth.
- Responsibility: Economic Development Committee
 Schedule: One (1) year from adoption of this Comprehensive Plan
10. Selectmen could request technical assistance from regional agencies to aid in the development of economic development initiatives.
- Responsibility: Selectman
 Schedule: One (1) year from adoption of this Comprehensive Plan
11. Retain a local position on the RTAC 7 committee in order to bring local issues to the MDOT forefront.
- Responsibility: Town Manager
 Schedule: Ongoing
12. Meet with neighboring communities to determine what programs are available to provide affordable housing evenly across the region.
- Responsibility: Economic Development Committee
 Schedule: One (1) year from adoption of this Comprehensive Plan
13. Prior to any public hearing on a district change that abuts or is in proximity to an adjacent town's border, the Planning Board should provide a copy of the proposed amendments to the appropriate town.
- Responsibility: Planning Board
 Schedule: Ongoing
14. Ensure the regional Route 4 Access Management plan is implemented by meeting with other communities on the Route 4 corridor.
- Responsibility: Selectmen/Planning Board
 Schedule: Ongoing

State Goals

The legislature hereby establishes a set of state goals to provide overall direction and consistency to the planning and regulatory actions of all state and multiple agencies affecting natural resource management, land use, and development. The Legislature declares that, in order to promote and protect the health, safety, and welfare of the citizens of the State, it is in the best interests of the State to achieve the following goals:

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

- INVENTORY AND ANALYSIS -
POPULATION CHARACTERISTICS

Introduction

The following section provides an overview of recent population trends in Jay and surrounding communities. Population trends and projections provide the foundation for understanding the anticipated growth that will occur over the planning period, the next 10 to 15 years. By examining population trends and projections, Jay will be able to plan for future demands on community services. The comprehensive plan is based on population analysis and projections. The population characteristics in this section are pertinent to nearly all other elements of the plan.

Population Growth

Jay and most of the surrounding communities experienced most of their growth during the 1970s. According to the U.S. Census, the population of Jay grew by 1,126 persons from 1970 to 1990. However, all of this growth occurred during the 1970s. Farmington, the county seat, also grew significantly during the 1970s and 1980s. Overall, Franklin County grew by 6,564 persons during the two decade period. Again, the majority of Franklin County's growth (5,003 persons) was during the 1970s.

Table POP-1
Population Change
1970-1980-1990

	1970	1980	1990	1970-1990 Numerical Change	1980-1990 Percent Change
Jay	3,954	5,080	5,080	1,126	0.0%
Canton	742	831	951	209	14.4%
Livermore	1,610	1,826	1,950	340	6.8%
Livermore Falls	3,450	3,572	3,455	5	-3.3%
Chesterville	643	869	1,012	369	16.5%
Farmington	5,657	6,730	7,436	1,779	10.5%
Dixfield	2,188	2,389	2,574	386	7.7%
Wilton	3,802	4,382	4,242	440	-3.2%
Franklin County	22,444	27,447	29,008	6,564	5.7%

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

Jay and several surrounding towns grew slightly in 1991. The latest estimates by the Maine Department of Human Services (DHS) estimates Jay's population in 1991 at 5,154. This is an increase of 74 persons (1.46%). DHS estimates also indicate that Dixfield's population grew by 61 in 1991. Franklin County is estimated to have a population increase of 196 persons. According to DHS, several town's population has declined during 1991. Population estimates reveal decreases in Farmington (-67), Livermore (-5), and Canton (-2).

Table POP-2

**Jay Estimated Population Change
1990-1991**

	1990	1991	Numerical Change	Percent Change
Jay	5,080	5,154	74	1.46%
Canton	951	949	-2	-0.21%
Chesterville	1,012	1,015	3	0.30%
Dixfield	2,574	2,635	61	2.37%
Farmington	7,436	7,369	-67	-0.90%
Livermore	1,950	1,945	-5	-0.26%
Livermore Falls	3,455	3,470	15	0.43%
Wilton	4,242	4,267	25	0.59%
Franklin County	29,008	29,204	196	0.68%

Source: Maine Dept. of Human Services

Vital Statistics

Jay's natural increase, or the number of births minus deaths, totaled 231 between 1986 and 1992.

Table POP-3

Births and Deaths

Year	JAY			FRANKLIN COUNTY		
	Births	Deaths	Natural Increase	Births	Deaths	Natural Increase
1986	71	44	+27	385	234	+151
1987	78	30	+48	387	222	+165
1988	68	40	+28	392	237	+155
1989	67	31	+36	381	234	+147
1990	69	35	+34	395	264	+131
1991	68	39	+29	380	242	+138
1992	69	40	+29	361	223	+138
TOTALS	490	259	231	2,681	1,656	1,025

Source: 1991 Maine Department of Human Services; Jay Annual Reports

Seasonal Population

The 1990 Census reported 16 seasonal dwellings in Jay. Seasonal population is not currently a significant component of population characteristic nor is it expected to be during the planning period.

Age Distribution

Table POP-4 highlights population distribution by age. According to the 1990 U.S. Census, the majority of Jay's population is in the 18-44 year old category. The aging baby boomer generation will impact future demands on elderly-related services (i.e., housing, transportation services, etc.). The second largest concentration is in the 5-17 age category. Jay's population is slightly younger than Franklin County's. In Jay, approximately one-third (or 1,476 persons) were age 17 or younger in 1990. This indicates a continued demand for educational services.

Table POP-4

**Population Distribution by Age
1980 - 1990**

	JAY				FRANKLIN COUNTY			
	Number		Percent		Number		Percent	
	1980	1990	1980	1990	1980	1990	1980	1990
Under 5	405	406	8.0	8.0	1,858	2,003	6.6	6.9
5-17	1,298	1,070	25.6	21.1	6,125	5,619	22.0	19.3
18-44	1,975	1,974	38.8	38.8	10,807	12,207	38.6	42.1
45-64	977	1,102	19.2	21.7	5,987	5,632	21.4	19.4
65+	425	528	8.4	10.4	3,221	3,570	11.5	12.3
TOTAL	5,080	5,080	100.0	100.0	27,998	29,008	100.0	100.0

Source: 1990 U.S. Census

Educational Attainment

Overall, a larger percentage of Jay residents have completed some or all of high school than Franklin County residents. According to Table POP-5, 46.2% of Jay residents are high school graduates as compared to 38.9% of Franklin County residents. The percent of those Jay residents that have some education beyond high school is lower than Franklin County. In 1990, approximately 13% of Jay residents have had some college as compared to nearly 20% of Franklin County residents. The demand for highly educated technically skilled workers is real. To have a competitive edge, workers will need to hone their skills.

Table POP-5

**Educational Attainment
1990
(persons 18 years and older)**

	JAY		FRANKLIN COUNTY	
	Number	Percent	Number	Percent
Less than 9th grade	287	8.0	1,372	6.4
9th to 12th grade (no diploma)	483	13.4	2,868	13.4
High School Graduate Equivalency	1,663	46.2	8,313	38.9
Some college, No degree	481	13.3	4,162	19.5
Associate Degree	290	8.0	1,331	6.2
Bachelor's Degree	294	8.2	2,332	10.9
Graduate or Professional Degree	106	2.9	1,008	4.7
TOTALS	3,604	100	21,386	100

Source: 1990 U.S. Census

Occupation of Residents

Table POP-6 highlights the occupations of Jay and Franklin County residents. The largest percentages of employment for Jay residents was in technical sales/administrative support (25%) and operators, fabricators and laborers (26%). Technical sales/administrative support probably includes employees of department, grocery, and stores that sell other commodities. The greater percent of operators, fabricators and laborers most likely are from the mills. In Franklin County technical sales and administrative support (24%), managerial and specialty occupations (21%), and operators, fabricators and laborers (21%) were the largest occupation categories. Precision production, draft and repair (15.8%) and machine operators, assemblers and inspectors (16.3) occupations comprise the largest percent of employment by Jay residents. Like Jay, the largest percentage of Franklin County residents' occupations are in the precision production, draft and repair occupations (14.6%).

Table POP-6

**Employment by Occupation
1990**

	JAY		FRANKLIN COUNTY	
	Number	% of Total Labor Force	Number	% Total Population
Managerial & specialty occupations:				
Executive, administrative & managerial	224	9.4	1,188	8.9
Professional specialty occupations	172	7.2	1,658	12.5
Technical sales & administrative support				
Technicians & related support occupations	60	2.5	237	1.8
Sales occupations	251	10.5	1,304	9.8
Administrative support occupations, including clerical	282	11.8	1,602	12.0
Service occupations				
Private household occupations	0	0	46	.3
Protective service occupations	14	0.6	172	1.3
Other services except above	329	13.8	1,900	14.3
Farming, forestry, & fishing	58	2.4	429	3.2
Precision production, craft & repair occupations	380	15.8	1,940	14.6
Operators, fabricators & laborers	391	16.3	1,613	12.1
Machine operators, assemblers & inspectors	91	3.8	544	4.1
Transportation & material moving occupations	140	5.8	681	5.1
Handlers & equipment cleaners				
Employed persons 16 years and over	2,392		13,314	

Source: 1990 U.S. Census

Income

As Table POP-7 indicates, Jay's 1989 median household income was higher than Franklin County residents. Among surrounding communities, Wilton had the highest median income in 1989. Jay ranked fourth with Wilton, Livermore, and Chesterville having higher incomes. According to the 1980 and 1990 U.S. Census, Jay fell below Franklin County in 1979 and 1989 in per capita income figures (Table POP 1-8). In 1989, Jay ranked fourth among surrounding communities in per capita income.

Table POP-7

**Median Household Income
1989**

JAY	\$25,769
CANTON	\$21,250
CHESTERVILLE	\$25,875
DIXFIELD	\$24,782
FARMINGTON	\$22,328
LIVERMORE	\$27,431
LIVERMORE FALLS	\$22,446
WILTON	\$27,833
FRANKLIN COUNTY	\$24,432

SOURCE: 1990 U. S. Census

Table POP-8

**Per Capita Income
1979 - 1989**

	1979	1989
JAY	\$5,600	\$10,794
CANTON	n/a	\$9,387
CHESTERVILLE	4,925	\$10,298
DIXFIELD	6,357	\$10,796
FARMINGTON	5,268	\$10,177
LIVERMORE	n/a	\$11,537
LIVERMORE FALLS	6,443	\$10,325
WILTON	5,231	\$12,048
FRANKLIN COUNTY	5,631	\$10,830

Source: U.S. Department of Commerce

Distribution of households by income is another way of looking at Jay resident's income levels (Table POP-9). The largest concentration of household income is reported in the \$5,000-\$9,999 category. In 1989 dollars, nearly 20% of the households in Jay reported less than \$10,000 in income. The second largest income category was the \$40,000-\$49,000 range. In 1989, the number of households reporting over \$30,000 in income was 822 or roughly 44%. Comparing the distribution of Jay household income to the County, the percentages are very similar.

Table POP-9

**Distribution of Households by Income
JAY, 1989**

	Count of Household	Percent of Household
Less than \$5,000	96	5.11%
\$5,000 to 9,999	259	13.79%
\$10,000 to 12,499	92	4.90%
\$12,500 to 14,999	99	5.27%
\$15,000 to 17,499	100	5.32%
\$17,500 to 19,999	94	5.01%
\$20,000 to 22,499	95	5.06%
\$22,500 to 24,999	80	4.26%
\$25,000 to 27,499	78	4.15%
\$27,500 to 29,999	63	3.35%
\$30,000 to 34,999	204	10.86%
\$35,000 to 39,999	137	7.29%
\$40,000 to 49,999	249	13.26%
\$50,000 to 74,999	182	9.69%
\$75,000 or more	50	2.66%

Source: 1990 U.S. Census

Households and Household Size

The number of households (occupied units) in Jay and Franklin County have increased by nearly 12% during the 1980s (Table POP-10). Though the average household size in Jay has decreased in the past decade, mirroring the county decrease in household size, Jay's average household size remains greater than Franklin County.

Table POP-10

Number of Households and Average Size

YEAR	Number in Jay	Number in County	Average Size in Jay	Average Size in County
1980	1,677	9,424	3.03	2.42
1990	1,870	10,778	2.49	2.31

Projected Population

Anticipating population growth 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 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.

The Long Range Economic Forecast published by the Maine State Planning Office in 1993 forecasted that Maine's total population would increase by only 10,000 between 1992 and 2005. This represents a sharp decrease in the State's annual average increase in population which was approximately 10,000 in the 1970's and 1980's. The report sites three factors for the significant decline in population growth: slow economic growth, the reduction in defense forces and expenditures, and the aging of post-World War II baby boomers. Based upon the statewide population forecasts, Jay's population has been projected to increase by approximately 2.9 percent over the 10 year planning period. This population growth will increase the static in population that occurred between 1980 and 1990.

Table POP-11

**Projected Population
2005**

	1990 U.S. Census	2005 AVCOG Projection	Percent Change from 1990-2005
JAY	5,080	5,299	2.9
Canton	951	979	2.9
Chesterville	1,012	1,061	4.8
Dixfield	2,574	2,625	1.9
Farmington	7,436	7,671	3.1
Livermore	1,950	1,995	2.3
Livermore Falls	3,455	3,456	0.02
Wilton	4,242	4,300	1.4
Franklin County	29,008	32,510	10.8

Source: US Census, Androscoggin Valley Council of Governments

The projected population distribution by age was derived using two sets of figures - the percentage breakdown provided by DHS, and the total projected population from AVCOG. The State model, used above to predict population projections for 2005, has estimated slow growth for Jay. Using a regression model, with numbers from the U.S. Census, AVCOG has predicted a high growth population of 6,328. The figure 5,500 is used in the final analysis; a derivation of the slow growth State projection of 5,299 and a high growth AVCOG projection of 6,328.

According to the Maine DHS and AVCOG, the largest concentration of Jay's population will be in the 18-44 year old category. Compared to the 1990 age distributions, the percentage of persons 45 years or older will increase by the year 2005. General trends show a decline in the percentage of those 17 years or younger by the year 2005. Similar aging population trends also are expected for Franklin County.

Table POP-12

**Projected Population Distribution Age
2005**

	TOWN OF JAY		FRANKLIN COUNTY	
	Number	Percent	Number	Percent
Under 5	304	5.53%	1,983	5.72%
5-17	839	15.25%	5,604	16.17%
18-44	2,184	39.70%	13,273	38.30%
45-64	1,553	28.24%	8,931	25.77%
65+	620	11.29%	4,862	14.03%
TOTALS	5,500		34,653	

Source: Maine Department of Human Services

Conclusions

- 1) The population of Jay has grown by 12% between 1970 and 1990 with the majority, if not all of that growth, occurring in the 1970's. According to the U.S. Census, the population remained static at 5080 between 1980 and 1990.
- 2) Future projections bring the total population up to 5,500 persons by the year 2005 with the majority of growth occurring in the 18-44 age category.
- 3) Income levels have been reported in the mid range compared to area communities, and technical sales comprises a quarter of the work force occupations.

ECONOMY

Introduction

Presently, Jay's economy is supported by the paper and wood products industries with a small concentration in the retail sector. The International Paper Company and Otis Specialty Papers are two major paper manufacturers. This chapter will describe the regional economic perspective, the local economic perspective, and finally, expectations for future economic conditions.

Regional Economic Perspective

Jay is located along the heavily traveled Route 4 corridor in Franklin County. Jay is part of a larger economically integrated geographical unit called the Farmington Labor Market Area (LMA). A LMA is a central city or cities and the surrounding territory within commuting distance. Non-manufacturing dominates the employment in this LMA comprising 65% of the employment in 1992. The table below report reports a continual loss of manufacturing jobs between 1986-92. From 1990 to 1992, lumber/wood decreased approximately 18%. Printing/publishing showed positive gains with a 22% increase in employment from 1990 to 1992. Non-manufacturing employment remains above 1986 levels. However, non-manufacturing employment experienced job losses during the recession. Overall services/mining increased slightly from 1990 to 1992 with health services increasing roughly 3%.

Table ECO 1

**Franklin County (Farmington Labor Market Area)
Non-Farm Wage and Salary Employment
1986-1992**

	1986	1990	1991	1992	% Change 1986 - 1991	% Change 1986 - 1992
Total	10,530	12,190	11,790	11,830	11.97%	12.35%
Total Manufacturing	4,210	4,260	4,260	4,160	1.19%	-1.19%
Durable	1,240	1,220	1,050	1,000	-15.32%	-19.35%
Lumber & Wood	1,190	1,170	1,000	960	-15.97%	-19.33%
Logging	240	210	190	190	-20.83%	20.83%
Non-Durable	2,960	3,270	3,210	3,170	8.45%	7.09%
Printing/Publishing	n/a	90	80	110	n/a	n/a
Leather, Leather Production	1,080	1,260	1,150	1,110	6.48%	2.78%
Total Non-Manufacturing	6,320	7,700	7,530	7,670	19.15%	21.36%
Construction	270	360	310	310	14.81%	14.81%
Trans/Utilities	120	240	220	230	83.33%	91.67%
Wholesale Trade	210	140	130	130	-38.10%	-38.10%
Durable Goods	70	100	90	90	28.57%	28.57%
Retail Trade	1,690	2,300	2,180	2,110	28.99%	24.85%
Finance, Insurance, Real Estate	380	490	510	530	34.21%	39.47%
Services & Mining	2,030	2,310	2,260	2,410	11.33%	18.72%
Health Services	730	890	900	920	23.29%	26.03%
Government	1,630	1,860	1,910	1,950	17.18%	19.63%

Source: Maine Department of Labor Employment and Earnings Statistical Handbook 1986, 1990, 1991, 1992

Employment patterns in Franklin County have remained fairly consistent from 1970 to 1990. Manufacturing, Services and Retail Trade have continued to have the largest number of employees in Franklin County. Employment in the service and retail trade sectors have increased 135% and 98% respectively from 1970 to 1980. Unlike Services and Retail Trade, employment in the manufacturing sector has declined by roughly 14% from 4,209 to 3,609 employees in 1990.

Table ECO 2

**Number of Employees by Type of Industry
for Franklin County
1970-1990**

Industry	1970	1980	1990
Agriculture, Forestry & Fisheries	320	321	329
Mining	0	0	17
Construction	412	540	985
Manufacturing	4,209	5,013	3,609
Transportation & Public Utilities	199	370	461
Wholesale Trade	80	150	281
Retail Trade	1,046	1,379	2,465
Finance, Insurance & Real Estate	222	332	519
<u>Services</u>	1,754	2,785	3,479
Public Administration	276	374	477
TOTALS	8,518	11,264	13,314

Source: U.S. Census

NOTE: *Census employment is resident employment--how residents of a given town or county are employed, but not where they are employed. This information is the result of a 20% sample of the county population.

Local Economic Perspective

The local economy is best known for the paper mills, as well as a local retail center for Jay and neighboring communities. Below is a description of Jay's economy.

Labor Force

Jay's labor force has increased slightly from 1989 to 1993. Franklin County's labor force grew nearly 7.6% from the same time period. The Jay's annual average unemployment rate has remained lower than Franklin County's.

Table ECO 3

**Average Annual Labor Force
1989-1993**

	TOWN OF JAY		FRANKLIN COUNTY	
	Labor Force	Unemployment Rate	Labor Force	Unemployment Rate
1989	2,496	3.72	13,300	4.7
1990	2,583	5.18	13,770	6.0
1991	2,585	7.0	13,930	8.8
1992	2,568	6.5	14,541	8.1
1993	2,533	7.1	14,308	8.5
% Change in Labor Force 1989-1993	1.48%		7.58%	

Source: Maine Department of Labor

The type of employment by industry type is highlighted below. The majority of employment for Jay residents is in the manufacturing (35%) and professional and related services (20%) sectors. Retail trade comes in third with nearly 17%. Employment for all Franklin County residents mirrors Jay's employment trends. Manufacturing (27%), professional and related services (24%), and retail trade (19%) constitute the top three industry sectors in terms of employment.

Comparing 1980 figures to 1990, it is evident there has been a large drop in nondurable goods (52.4 % to 29.5%), and an increase in other industry classes, such as health services (5.2% to 9.2 %), finance, insurance, and real estate (1.8 % to 3.72 %), and personal, entertainment and recreation services (1.4 % - 3.89%). Since the International Paper strike, there has been a thirty percent drop in number of mill employees. The increase in other industry classes could be an indication of mill workers switching to home occupations or other businesses to earn their income.

Table ECO 4

**Distribution of Labor Force by Industry
1990**

	TOWN OF JAY		FRANKLIN COUNTY	
	# of workers	% of total	# of workers	% of total
Agriculture, forestry, fisheries and mining	71	2.97	346	2.59
Construction	136	5.69	985	7.39
Manufacturing				
Nondurable Goods	707	29.5	2,258	16.95
Durable Goods	138	5.77	1,351	10.14
Transportation	42	1.76	272	2.04
Communications and other public utilities	13	0.54	189	1.41
Wholesale Trade	94	3.93	281	2.11
Retail Trade	398	16.64	2,465	18.51
Finance, Insurance and Real Estate	89	3.72	519	3.89
Business and Repair Services	42	1.76	307	2.30
Personal, entertainment and recreation services	93	3.89	653	4.90
Professional and Related Services:				
Health Services	220	9.2	996	7.48
Education Services	165	6.9	1,523	11.43
Other Professional	96	4.01	692	5.19
Public Administration	88	3.68	477	3.58
TOTALS	2,392		13,314	100

Source: 1980 Census

The 1990 U.S. Census provides information on place of employment. As the table below indicates, the majority of Jay residents (34%) work in Jay. (This is a drop from 53% in 1980.) Wilton and Farmington are two other significant draws for employment. Approximately 15% and 11% of Jay residents reported working in Wilton and Farmington.

Table ECO 5

**Distribution of Jay's Labor Force by
Place of Employment
1990**

Place of Employment	Number of Persons	Percent of Total
Jay	876	33.98%
Wilton	380	14.74%
Farmington	285	11.06%
Livermore Falls	203	7.87%
Rumford	147	5.70%
Lewiston	67	2.60%
Lisbon	63	2.44%
Other or not reported	557	21.61%
TOTALS	2,578	

SOURCE: 1990 U. S. Census

Taxable Sales

The Maine State Planning office collects data on taxable Maine retail sales, as derived from State sales tax collections. This information is broken down into six store type categories, total retail sales, and consumer retail sales. The consumer retail sales figures provide a more accurate picture of what is thought of as retail store sales than the total retail sales figures. This is because total retail sales includes consumer retail sales and "business operating" sales that include utility sales and heating oil sold to commercial and industrial establishments.

In 1993, consumers retail sales were \$16.3 million in Jay. This represents a decline of 5% from 1988 of \$17.3 million in consumer sales. The inflation rate from 1988 to 1992 averaged out at 4.7% annually. The impact of the last recession had a significant impact on retail sales.

By examining quarterly taxable retail sales, all categories reveal higher sales figures during the fourth quarter and are at their lowest during the first quarter. The Business Operating (includes sales between businesses) was the highest dollar category from 1988 to 1993. From 1990 to 1993 General Merchandise has been the second highest sales category.

Table ECO 6

**Jay Annual Tax Sales
1988-1993
(in thousands of dollars)**

Year	Business Operating	Bldg. Supply	Food Store	General Mdse.	Other Retail	Auto Trans.	Restau. Lodging	Total	Consumer Sales
1988	61836.3	1555.7	3048.9	5823.4	895	4600.6	1865.9	79125.9	17289.6
1989	61094.6	1466.5	3285.3	5597.1	894.6	3375.9	1668	77382.1	16287.4
1990	50740.1	1484.3	3300.8	4872.8	920.3	2180.3	3131.4	66830.2	15890.2
1991	35658.1	1647.4	3852.5	5077.9	941.5	2077.8	2319.4	50730.1	15916.3
1992	52447	1950.1	4763	5022.2	957.2	2174.5	2501.7	69816.5	17369.6
1993	48136.6	1964.3	3882.6	4207.7	911.4	2948.1	2449.8	64530.7	16394

Source: Maine State Planning Office

Table ECO 7
Jay Tax Sales by Quarter 1988-1993
(in thousands of dollars)

	Business	Bldg. Supply	Food Store	General	Other Retail	Auto Trans	Restau	Total	Consumer Sales
	14320.4	316.5	668.7	976.7	178.4	1080.5	434.5	17975.8	3655.4
	12554.5	152.1	740.0	1465.6	222.9	1462.5	462.6	17060.1	4505.6
	5269.5	326.6	817.2	1374.7	198.8	1134.1	478.2	9599.2	4329.7
	29691.9	760.5	823.0	2006.4	294.9	923.5	490.6	34490.8	4798.9
	61836.3	1555.7	3048.9	5823.4	895	4600.6	1865.9	79125.9	17289.6
	9519.1	329.6	737.0	1077.7	201.3	649.4	339.5	12853.6	3334.5
	12051.8	660.8	826.5	1354.7	232.8	727.2	412.8	16266.6	4214.7
	17519.9	58.8	861.9	1357.0	189.5	1179.3	426.6	21593.1	4073.2
	22003.8	417.3	859.9	1807.7	271.0	820.0	489.1	26668.8	4665.0
	61094.6	1466.5	3285.3	5597.1	894.6	3375.9	1668	77382.1	16287.4
	16723.9	267.9	800.2	975.4	233.0	547.0	1138.2	20885.6	3961.8
	10428.4	389.0	860.3	1165.0	257.1	544.7	636.0	14280.5	3852.1
	11762.9	457.6	832.5	1154.5	183.3	383.2	716.5	15490.7	3727.8
	11824.9	369.8	807.8	1577.9	246.9	705.4	640.7	16173.4	4348.5
	50740.1	1484.3	3300.8	4872.8	920.3	2180.3	3131.4	66830.2	15890.2
	12263.6	334.4	958.8	998.5	165.8	447.6	532.7	15701.3	3437.7
	10547.4	384.3	824.0	1219.5	248.4	628.2	582.3	14434.0	3886.7
	422.1	412.7	934.9	1202.2	178.7	464.3	582.7	3353.3	3775.4
	12425.0	516.0	1134.8	1657.7	348.6	537.7	621.7	17241.5	4816.5
	35658.1	1647.4	3852.5	5077.9	941.5	2077.8	2319.4	50730.1	15916.3
	12590.2	333.3	1015.4	956.2	173.9	467.9	558.0	16095.8	3505.7
	11615.5	521.3	1162.1	1195.6	258.8	593.2	642.3	15988.7	4373.2
	13588.5	474.5	1211.8	1178.7	297.2	495.3	632.9	17878.9	4290.4
	14652.8	621.0	1373.7	1691.7	227.3	618.1	668.5	19853.1	5200.3
	52447	1950.1	4763	5022.2	957.2	2174.5	2501.7	69816.5	17369.6
	12387.9	447.8	1018.4	957.6	288.7	599.5	584.5	16314.5	3926.5
	12135.4	470.7	1146.4	953.4	181.1	729.7	615.1	16231.9	4096.5
	14959.3	454.6	1141.5	941.9	194.5	697.5	611.8	19001.1	4041.8
	8654.0	591.2	576.3	1354.8	247.1	921.4	638.4	12983.2	4329.2
	48136.6	1964.3	3882.6	4207.7	911.4	2948.1	2449.8	64530.7	16394

Current Economic Conditions

International Paper and Otis Speciality

The largest employers in Town are International Paper and Otis Speciality with a large retail and agricultural sector. International Paper (IP) and Otis Speciality are major contributors to the Jay economy. IP employees 1,400 persons at the Jay facility with twenty percent of those persons residing in Jay. IP contributes to 83 percent of the town budget.¹ Otis Speciality employees 303 persons with thirty four percent of those persons residing in Jay. Otis Speciality contributes to both the Jay and Livermore Falls tax base with \$197,050 in Jay taxes paid in 1993². Both mills have a policy to buy goods locally to support the local and region economy. IP spent \$22 million dollars on goods for their facility within a thirty mile radius of Jay. Both mills also pay competitive wages to their employees with the average annual wage in the mid thirties.

Jay Development Corporation

The Jay Development Corporation owns 27 acres behind the Jay Shopping Plaza off of Route 4. The property was purchased with Housing and Urban Development (HUD) funds in 1979. The property was bought to promote development in the community. To date no activity has transpired on the property. In the past, the Corporation has considered recreational uses or building an auditorium for cultural events in addition to a business park. Selling any part of the land would result in paying the federal grant, so could consider leasing the land. The corporation would like to reconvene in order to market the property. Presently the Corporation must maintain a liability insurance for the acreage.

Local Businesses

Below is a list of local businesses in Jay, with the larger ones located along Route 4. This list is reflective of home based businesses throughout the community with a strong concentration of larger businesses spread along Route 4. Agricultural businesses are prevalent in the rural areas.

From the Maine Register, 1992-93:

Accountants

1. Tri-town Business Service
2. McAllister Accounting & Tax Service

¹Gary Bickeford, International Paper via phone interview on 8/29/94 with AVCOG staff

²Michael Lucino, Otis Speciality via phone interview 8/28/94 with AVCOG staff

Agriculture-Commercial

1. Lucarelli Olinda, Fuller Rd
2. Leon Seamon, Rt 133
3. Terry's Orchard, Old Jay Rd.
4. Howe's Orchard, Woodman Hill Rd.
5. Sam Dimelo, Davenport Hill Rd.

Architects

Craig Boone

Automobile & Truck Dealers

1. DePompo's Used Cars, Rt 4
2. Galusha's Garage
3. Jay Motors, Inc.
4. Wheels'n'More, Rt 4

Automobile Body Repairers

1. Hilltop Collision Center Inc.
2. Henry's, Crash Rd.

Automobile Repairing & Service Sta

1. Al's Tire Center, Rt.133
2. NAPA
3. Hill Top Auto Body, Jay Hill
4. Classic Auto, Rt. 4
5. Keene's Ultra Qwik, Rt. 4
6. Louie's Tire, Crash Rd.
7. Paul's Garage
8. CN Brown, Rt 4
9. Rick's Garage, Rt 140
10. Tire's Plus, Emery St
11. Coastal Gasoline

Automobile washing & polishing

1. Auto Wash 24, Rt4
2. Keene's Ultra Quik, Rt. 4

Banks

1. Livermore Falls Trust Co, Riley Rd
2. Franklin Savings Bank, Chisholm

Beauty Shops

1. Hair Doctor, Rt 4
2. Hair Quarters, Main St
3. Hairitage House, Rt 17
4. Heads Up, Rt 133
5. Pam's Beauty Salon, Old Jay Rd

6. Country Cutter, Paris Road

Bowling Alley
Tri-Town Lanes

Clothing - Men's & Women's Retail
Grimald's, Main St

Confectionery
Bean's Corner Corn Company

Contractors
Building:
Kermit Greenleaf
Maurice Smith

General:
A & V Construction, Rt 4
Carl Badeau
Diaz Corp., Rt 4
Kimball Farrington

Horizontal Mason:
Marco Grimaldi

Plumbing & Heating:
Amedee Maurais, Chisholm
Anton's Plumbing & Heating, Bartlett Rd.
Ranor Inc., Rt 4
Ray's Plumbing & Heating, Hyde Rd

Craft and Hobby Shops
1. Carousel Crafts & Gifts, Rt 4
2. Imaginations Leather Shop

Credit Unions
Otis Federal, Main St

Department Stores
Ames, Rt 4

Engineers
Raymond Bryant

Farms
Kyes/Bibo horse riding and training, Old Jay Hill Rd

Dairy

Steve Farrington
Gerald Thompson
Dana Morse
Thadean Farrington

Hay

Arnold Smith

Cattle Dealer

Keith Brooks

Fish Dealers

Desahle's Lobster Cellar, Rt 4

Florists-Retail

1. Tasteful Creations, Rt 4
2. Jay's Flowers, Rt 4

Funeral Director

Wiles Funeral Home, Rt 133

General Store

Moose Horn Trading Post, Rt 4

Grocers-Retail

Shop 'n' Save, Rt 4, Jay Plaza

Hardware Dealer - Retail

1. Dupont's Hardware, Chisholm
2. Jay True Value, Rt 4

Meats-Retail

Beef Barn, Beans Corner

Metal Products

1. Memco Inc.
2. Sumner Sheet Metal, Rt 133

Museum

Jay Hill Antique Auto Museum, Rt 4

Paper Mfrs

1. International Paper
2. Otis Speciality Papers

Pet Shops & Supplies

1. Captain 'N' Mates Pets Plus, Jay Plaza
2. Pet Grooming, Macomber Hill

Pharmacies

Brooks Drug, Rt 4

Physicians & Surgeons

1. Leslie Harding, Church St
2. Alan Lipman, Church St

Pulpwood Dealers

1. Blaine Burhoe
2. Merton Farrington
3. International Logging Corp. Chisholm
4. Stanley Ridley
5. Dana Morse

Radio & TV Sets Sales and Service

Soucy's TV, Canton Rd

Recycling & Redemption

1. Dube's Redemption Center, Rt 4
2. Roland Redemption, Rt 4

Restaurants and Taverns

1. Jay Family Res. Rt 4
2. Donuts and Things, Main St
3. Far East, Rt 4
4. LaFleurs Rest. Rt 4
5. McDonalds, Rt 4
6. Steppin Out, Rt 4
7. Subway, Jay Plaza, Rt 4

Schools -Nursery & Daycare

1. Patty Ferland, Rt 4
2. Anita Hill, Hillsdale Dr
3. Lousie's Care Bears, School Bus Rd
4. Rose's Child Care Center, Ludden Rd
5. Smith Larnie Child's Garden, E. Jay Rd
6. Tammy Lee's Day Care, Old Jay Rd

Ski area

Spruce Mtn

Sporting Goods Retail and Whole

1. B&E Enterprises
2. Moosehorn, Rt 4
3. Robs Flyshop, Rt 4

Variety Stores

1. Franchetti's Hometown Variety, Main St
2. Jeff's Variety
3. Keene's Corner Store, Main St
4. Riverside Kwik Stop

Warehouse and Shipping

Bass Shoes, Rt 17 and Rt 4

Wedding Attire and Supplies

Jeanne's Bridal Shop, Rt 4

Welders and Brazers

Howie's Welding and Fabrication, Rt 4
Riverbend Fiberglass, Rt 140

Conclusions

- 1) There have been a lost of manufacturing jobs (52% to 17%) in the last ten years, with an increase in service and retail jobs. This trend is similar to the county as well as the trend towards more home occupations.
- 2) The number of people that live in Jay and work in Jay decreased from 53% in 1980 to 34% in 1990.
- 3) As a whole, retail sales have decreased in the past decade especially auto transportation and general merchandise. This could be reflective of shoppers purchasing goods at regional outlets as opposed to local enterprises.
- 4) From the list of local businesses, it is evident that Jay has a diverse economy. Increasing this diversity, and relying less on one industry, may enhance the economy of Jay.
- 5) Forming an Economic Development Committee to market the Jay Corporation land could result in an increase of business activity in Jay.

HOUSING

Introduction

The housing characteristics in a particular town or community are an important aspect in the comprehensive planning process. The data on housing development trends, availability of housing, and relative affordability and condition are important planning considerations. This will provide residents and policy makers with the information needed to reach decisions on future demands for housing.

Housing Trends

The number of housing units in Jay and surrounding communities grew rapidly during the 1980s. Chesterville (40.4%), Dixfield (28%), Livermore (23.2%) and Canton (23.1%) had the largest increases during the 1980s. Overall the number of housing units in Franklin County grew by 62.7%.

Table HOU - 1

**Number of Housing Units
1980-1990**

	1980	1990	Numerical Change	Percent Change
Jay	1,788	2,002	214	12.0
Canton	312	384	72	23.1
Chesterville	381	535	154	40.4
Dixfield	845	1,081	236	28.0
Farmington	2,336	2,877	541	23.2
Livermore	816	919	103	12.6
Livermore Falls	1,446	1,474	28	2.0
Wilton	1,682	1,809	127	7.6
Franklin County	10,622	17,280	6,658	62.7

Source: U.S. Census

Type of Dwelling Unit

Table HOU-2 and HOU-3 reflect the distribution of total housing units available in Jay and Franklin County. Jay had a greater percentage of multi-family in 1980 than the County (21.4 percent in Jay, compared to 14.8 percent in the County). A decade later the Town is more like the County in terms of percentage of distribution of housing units. The information indicates a decline in multi-family units in Jay. This could be due to demolition of property and/or conversion of multi unit.

Table HOU-2

**Distribution of Total Housing Units by Type
1980**

	JAY		FRANKLIN COUNTY	
	Number	Percent of Total	Number	Percent of Total
Single-family	1,245	69.6	10,752	77.2
Mobile Home	160	8.9	1,092	7.8
Multi-family	383	21.4	2,071	14.8
TOTAL	1,788	---	13,915	---

Table HOU-3

**Distribution of Total Housing Units by Type
1990**

	JAY		FRANKLIN COUNTY	
	Number	Percent of Total	Number	Percent of Total
Single-family	1,318	65.8	11,875	68.7
Mobile Home	358	17.8	2,448	14.2
Multi-family	326	16.4	3,057	17.7
TOTAL	2,002	---	17,280	---
Vacant Seasonal Units	16	0.8	5,561	32.2

Table HOU-3 shows that Jay has very few seasonal units (16) relative to the total 2,002 units in 1990.

Table HOU-4

**Distribution of
Occupied Housing Units by Tenure
1990**

	Owner		Renter		Total
	Number	Percent	Number	Percent	
Jay	1,508	80.6	362	19.4	1,870
Franklin County	8,151	75.6	2,627	24.4	10,778

Source: 1990 U. S. Census

Table HOU-4 indicates that 80% of Jay residents owned their homes in 1990 compared to 75% in the County.

Table HOU-5

Age of Housing Stock

Year Structure Built	JAY		FRANKLIN COUNTY	
	Number	Percent	Number	Percent
1989-March 1990	65	3.25%	603	3.49%
1985-1988	86	4.30%	1,646	9.53%
1980-1984	282	14.09%	1,445	8.36%
1970-1979	574	28.67%	4,125	23.87%
1960-1969	335	16.73%	1,676	9.70%
1950-1959	149	7.44%	853	4.94%
1940-1949	56	2.80%	644	3.73%
1939 or earlier	455	22.73%	6,288	36.39%
TOTAL	2002		17280	

Source: 1990 Census

The data included in Table HOU-5 above provides the age of housing stock which can be used to draw conclusions regarding the condition of housing. The table shows that the majority (28%) were built between 1970 and 1979 and 22% were built prior to 1939. Jay has had a larger percentage of homes built in the 1970's than Franklin County and less homes remaining from the pre-1939 period than Franklin County. As housing structures age (30 years) they require a greater amount of maintenance and repairs to retain them in a safe condition. The age (over 50 years) of a large percentage of the housing stock could generally result in substandard housing. Since Jay has a large percentage of newer homes (28%), it could be assumed that housing stock is in good condition.

Subsidized Units

Table HOU-6 provides a listing of the total number of federally assisted multi-family housing units in Jay as reported by MSHA in 1994. There are 49 elderly low-income units and 55 family low-income units. Persons under the Section 8 Existing program (13) receive rental assistance and can rent a housing unit regardless of its status. Persons under the VOU and Moderate Rehab 8 programs (13) rent units specifically intended for federally assisted housing. The Jay Elderly and Jay Hill Family sites both have all their subsidized units occupied with no waiting list (except for a few families desiring more than one bedroom units).

Table HOU-6

**Federally Assisted Multi-Family
Housing Development (as of March, 1994)**

Project Name	Sponsor	Program	TOTAL UNITS		TOTAL LOW INCOME UNITS	
			Elderly	Family	Elderly	Family
Jay Elderly	FmHA	515	44	0	44	0
Jay Hill Family	FmHA	515	0	34	0	34
Scattered Sites	HUD/MS	S8E	4	9	4	9
Scattered Sites	HA	VOU	0	1	0	1
Scattered Sites	HUD/MS	MR8	1	11	1	11
	HA					
	HUD/MS					
	HA					

Source: Maine State Housing Authority

Housing Affordability

In order to determine housing affordability in Jay, it is necessary to estimate several factors, including median family income, a break down of income groups, and affordable housing rents and prices. According to the 1990 U.S. Census, median family income for Jay is \$25,769, and \$24,432 for Franklin County. The Office of Community Development has estimated the Franklin County median annual income to be \$30,600 (see Table HOU-7). This is a 25.5% increase from the 1990 US Census estimate. Using the US Census and Office of Community Development figures, the 1994 median annual family income for Jay would be \$32,291. Therefore, Jay has a higher median family income than the county.

The percentage of residents that are classified as moderate, low-income and very low income (the three affordable housing target groups identified by the growth management law) have been identified by the Office of Community Development (see table HOU-7) for Franklin County. The three groups are defined as follows:

Very low income households are households with annual incomes less than or equal to 50% of the applicable Metropolitan Statistical Area (MSA) or non-MSA county median family income.

Low income are households with annual incomes more than 50%, but less than or equal to 80% of the applicable MSA or non-MSA county median annual family income.

Moderate income households are households with annual incomes more than 80%, but less than or equal to 150% of the applicable MSA on non-MSA county median annual family income.

Table HOU-7 also shows affordable monthly rents and affordable selling prices. By comparing Table HOU-7 and Table HOU-8, average sales prices, it is evident that persons in Franklin County whom fall into the very low and low income brackets cannot afford to purchase a home. Because the affordable housing rents and prices are only available for the County, and not Jay itself, it is difficult to determine the percentage of units that should be dedicated to future housing demands in Jay. It can be assumed that Jay residents, whom have a higher income and face lower average sales prices than the county, will have less of a problem finding affordable housing than a typical Franklin County resident.

This analysis does not take into account that Jay has a high proportion of mobile homes (18%) compared with the county (14.2%), and the state (12%) which may provide affordable housing for the low income and very low income groups. Jay also has provided ample subsidized units, as evidenced by the zero vacancy rate and no waiting period to access affordable units.

Table HOU-7

**Affordable Housing Rents and Prices
Franklin County**

Median Annual Family Income	Household Income Group	Annual Income Range	% of Total Households	Affordable Monthly Rent	Affordable Selling Price
\$30,600	Very low income Low income Moderate income	up to \$15,300 \$15,300-24,480 \$24,480-45,900	31% 19% 33%	up to \$290 up to \$530 up to \$1,030	up to \$35,700 up to \$65,000 up to \$127,200

Source: Office of Community Development

Table HOU-8

**Median Sale Prices -- Residential Homes
1988-1991
Jay, Maine**

	Number of Sales	Town of Jay	Franklin Cty.
		Med. Sale Price	Med. Sale Price
1988	40	\$46,007	\$53,159
1989	47	\$53,218	\$62,296
1990	37	\$65,405	\$65,916
1991	21	\$55,716	\$97,697

Source: University of Southern Maine, Institute for Real Estate Research and Education

Future Housing Demand

Future housing demand is based upon forecasted 2005 population. Table HOU-9 below indicates that Jay will increase the housing stock to 2,150, an increase of 148 units, by the year 2005. This is using an estimated household size of 2.3 in the year 2005.

Table HOU-9

**Jay
Future Housing Demand, 2005
Distribution of Type**

	1980		1990		2005	
	Number	%	Number	%	Number	%
Single	1,245	69.6	1,305	65.1	1,400	65.0
Mobile home	160	9.0	361	18.0	390	18.0
Multi	383	21.4	336	16.7	360	16.7
TOTALS	1,788		2,002		2,150	

Source: Androscoggin Valley Council of Governments

Conclusions

- 1) Jay has had one of the smallest percent change in housing units in the last decade. The greatest type of housing unit that has increased in Jay is mobile homes. This is typical for rural Maine communities.
- 2) The above analysis indicates that very low and low income residents in Franklin County may have a problem finding affordable housing. Very low and low income residents in Jay have several options available to them to obtain housing. Five percent of Jay's housing stock is presently dedicated to subsidized housing, with a zero vacancy rate. Jay also has a large stock of mobile homes providing affordable homes to persons of all incomes.
- 3) The housing stock is expected to increase by 148 units by the year 2005.

PUBLIC FACILITIES AND SERVICES

Introduction

An examination of Jay's public facilities and their current day capacities is an important element of the Comprehensive Plan. In addition, the future demands upon the Town's public facilities and services must be addressed along with their adequacy. Future demands will be based upon projected population increases for the Town. Jay's population has increased significantly over the past 20 years, and this growth is expected to slow down in the future. This chapter presents an analysis of the current demands placed upon existing Town facilities and services and also determines if public facility or service system additions and improvements will be needed to adequately accommodate the use demands of the projected Town population.

Water Supply

The Town of Jay is served by three quasi-municipal water districts. The Chisholm area of Jay is served by the Livermore Falls Water District, Jay Village is served by the Jay Village Water District, and North Jay is serviced by the North Jay Water District. The boundaries and distribution systems of the three water districts are shown on Map I-1. Limited industrial development is located outside the water service area and their water needs are being met by private wells. Additionally, private wells meet the water needs of residential development located outside the water system service area.

The Chisholm area is within the bounds of the Livermore Falls Water District which operates and maintains the water system serving this area. The Jay Village Water District, however, purchases its water from the Livermore Falls Water District and is connected to the Livermore Falls system through a meter pit located on Route 4 near the Jay Town Office. The North Jay Water District purchases its water from the Town of Wilton.

The primary source of water for the Livermore Falls Water District is Moose Hill Pond. Parker Pond serves as a backup supply for this water system. It appears that the Livermore Falls Water District has sufficient capacity to meet any anticipated future demands from within its existing service area. North Jay's source of water is Varnum Pond which also serves as a source of water for the Town of Farmington. This water supply is located in Wilton. The North Jay system is more than adequate to meet the demands of the communities served by this source.

North Jay The North Jay Water District purchases its water from the Town of Wilton with Varnum Pond serving as the water source. The North Jay system is a small system serving Route 4, the old Jay Road, and Morse Hill Road. Five hundred thousand gallons per month are pumped through the system. The water district has a new concrete reservoir in excellent condition behind the Old Quarries in North Jay. There are also a few meter pits which help control the level of water flow. The pipes are in fair condition and are replaced on an as needed basis. The water is treated through a new water treatment plant which was built in 1993. There are presently no plans to expand the North Jay water system.

Jay Village

The Jay Village Water District purchases its water from the Livermore Falls Water District and is connected to the Livermore Falls system through a meter pit located on Route 4 near the Jay Town Office. The system has a new filtration plant. There is a storage tank located on Jay Hill which holds 620,000 gallons of water. The tank is four years old and in good condition. This summer a water foreman has been tying in other lines to redirect the water pressure in order to avoid future pipe fractures. Both tanks are in good condition and are adequate for future needs. The pipes are in adequate condition and are replaced on an as needed basis. There are presently no plans to expand the Jay Village Water District.

Chisholm Area

The Chisholm area is operated and maintained from the Livermore Falls Water District. The Livermore Falls Water District system obtains its water from Parker Pond and Moose Hill Pond. The system pumps an average of 212,000 gallons daily and serves 380 customers. An average of six hundred thousand gallons per day are pumped through the system serving 1,500 customers. There are two storage tanks that serve the Jay Village system: a one million gallon tank on top of Baldwin Hill in Livermore Falls and a three hundred and ten thousand gallon tank on Woodchuck Hill in Jay. The pipes in the water district are forty years old and are replaced on an as needed basis. The water system is sufficient for present needs, but if additional development occurs north of Jay Hill, a new pumping system will have to be put in place.

Sewerage and Stormwater Management

The more densely populated areas of Jay are served by public sewer systems. Portions of Chisholm and Jay Village have been served by sewage collection systems for many years. In the past, untreated waste flowed directly into the Androscoggin River via several outfalls. The collection system is now connected to the Livermore Falls Sewage Treatment Plant.

The agreement between the Towns of Jay and Livermore Falls established a maximum contribution to the Livermore Falls Sewage Treatment Plant by Jay of 280,000 gallons per day (gpd). The Town of Jay contributes 220,000 gpd, and total plant flow is approximately 650,000 gpd. Neither Otis Speciality or International Paper utilize the public sewage system to treat their industrial wastes. Both companies' industrial wastes are treated by International Paper Company's treatment plant in Riley.

Due to inflow and infiltration, treatment plant capacities are often exceeded during wet periods and/or storm events. To reduce inflow, both Jay and Livermore Falls have undertaken storm water separation programs. Presently, the vast majority of Jay's old combined domestic and storm water system have been separated thus reducing flows to the treatment plant during storm events. Because of the age of many of the sewers in Chisholm and Jay Village, infiltration or the leaking of ground water into the sewer pipes contributes considerable amounts of flow to the treatment plant. Costs associated with reducing such infiltration would be significant.

Presently, the Livermore Falls Treatment Plant has adequate total capacity to treat projected domestic flows. However, new industrial sources which would require treatment of sizable amounts of waste water could exceed the plant's capacity. All sewage is sent to the Livermore Falls treatment system.

North Jay is served by a separate treatment plant which discharges treated water to Seven Mile Stream. Constructed in 1971, the plant has a capacity of 60,000 gpd. Currently, the plant treats approximately 25,000 gpd, the vast majority of which is from domestic sources. The North Jay sewer system has seen an increase from 80 connections to 106 within the past six years. There are four pump stations in the community. The pump station on top of Jay Hill pumps 275,000 gallons per day.

Wright-Pierce engineering firm has conducted a study of the Town's wastewater facilities. They have evaluated the North Jay wastewater collection and treatment facilities and the wastewater pump stations serving the Jay-Chisholm area. According to the study, most of the equipment is approaching the end of its mechanical design life expectancy. The study, based on a 20-year planning period, recommends: 1) upgrading the North Jay treatment facility, and 2) upgrading or replacing the existing pump stations in the Jay Hill/Chisholm area. These recommendations are contingent upon reviewing future growth projections as outlined in this Comprehensive Plan and consulting State and Federal regulators with regards to an increase to the discharge license flow limit for the North Jay treatment facility. Upgrading the treatment plant could cost upwards to over three million dollars. Upgrading the existing pump stations in the Jay Hill/Chisholm area are estimated to cost a little less than half a million dollars.

Solid Waste

The Town of Jay constructed a transfer station off Route 4, near Jay Hill, in 1990. The station replaced the landfill which was capped several years ago. The Town provides curbside pickup for both recyclables and solid waste. The transfer station handles waste for ten communities. The Town charges the other nine communities twenty dollars over the cost for PERC (\$48.00 total). Solid waste is currently delivered to PERC; in January the Town will start delivering to MERC for two years. The Town of Jay holds the distinction of being one of the top five recycling plants in the State. Table PUB-1 shows the type and tonnage of recyclable material the Town produces. Seven Town employees work for the solid waste division. The Town adopted a Solid Waste Disposal Ordinance in 1990. This ordinance includes regulations on mandatory recycling and solid waste disposal.

Table PUB - 1

**Waste Stream Summary
Jay, 1991**

TOTAL GENERATED	TONS
Newspapers	120
Office Paper	2
Corrugated Cardboard	140
Glass Containers (clear)	32
Glass Containers (green)	1.5
Glass Containers (amber)	1.5
Metals	30
Plastic, HDPE	29
Leaves and Yard Waste	30

Source: Maine Waste Management Agency Town Report, 1993

Public Safety

Fire Protection and Ambulance and Rescue Service: The Town of Jay has two fire stations, one located in the Jay Village and the other in North Jay. The North Jay station was built last year with a JOBs Bond grant. The Chisholm Fire Station was built in 1978 and is in good

condition and includes adequate space needs for fire department.

The Jay Fire Department, the only town of its size in the State without a full-time fire department administrator, includes one Fire Chief, who is paid by stipend and by each call, two Assistant Chiefs, and a 50-person volunteer staff. The Town assists the firefighters with training costs. The Rescue Unit includes one Rescue Chief, who is paid a stipend and by each call, and 21 rescue people who are paid by each call. Community Emergency Services in Livermore serves Jay=s ambulance services.

The Fire Department and Rescue Unit provides service to the entire Town. The Fire Department and Rescue Unit responded to an increasing number of calls in 1994 (117). Dispatching of calls is handled locally at the Town=s Fire Station and private homes. The Department has a Mutual Aid Agreement with several adjacent and nearby communities.

Two water stations service the fire hydrants in Jay. The North Jay station services 18 hydrants, and in Chisholm there are approximately 50 hydrants.

The fire and rescue protection services provided to the Town are adequate to meet existing and future needs. The Town would be better prepared for hazardous fires with a Hazmac Truck, pumper and ladder truck. Fire trucks have to be replaced every twenty years for insurance purposes.

Table PUB - 2 lists the fire department equipment including its age and general condition.

Table PUB-2

**Fire Department Equipment
Jay, 1991**

Equipment	Age	General Condition
Ford Pumper	1980	good
Ford Pumper	1972	fair
Seagrave Ladder	1973	fair
Ford 4 x 4 pick-up	1972	good
GMC Bus	1973	good
Ford F250 HD	1986	good
Ford C8000	1988	good
Chevy Van	1989	good
Pierce Pumper	1990	good
Source: Jay, Capital Inventory		

Police Protection: The Town Police Department operates from the Town Office located along Route 4 in Jay Village.

The Police Department includes one full-time Police Chief, one full-time Sergeant, six Patrol Officers, one Secretary, and three Dispatchers. Office space for the Police Department is adequate to meet the needs of the department. The Police Department is located on the first floor of the Town Hall building.

The Police Department provides police protection to the entire Town and back-up police service is provided by the State Police and County Sheriff's Office. The Police Department investigated more than 2,000 complaints in 1993. This number has been increasing over the years. Dispatching of calls is handled locally with a 911, 24-hour dispatch service. Table PUB-3 lists the Police Department's equipment including its age and general condition. The police cruisers are replaced on a rotating basis. The oldest cruiser is used for transporting police officers to and from the court house.

Table PUB-3

**Police Department Equipment
Jay, 1991**

Equipment	Age	General Condition
Police Cruiser	1991	fair
Police Cruiser	1992	good
Police Cruiser	1993	good
Police Cruiser	1994	excellent
Source: Jay Capital Inventory		

The police protection service provided by the Town is adequate to meet the needs of the existing and projected population.

Public Works

The Town's roads are maintained by the Public Works Department. The Public Works Department staff includes ten full-time, year round employees including a mechanic. The Town Manager serves as the Road Commissioner. All road equipment is stored at the Highway Garage on Jay Hill. The building was built in 1960's and is in adequate condition. The following table provides a list of the Public Works Department's equipment including its general condition. The department replaces equipment annually on a rotating schedule.

Table PUB-4

**Public Works Department Equipment
Jay, 1994**

Equipment	Year	Condition	Use
GMC Sierra	1990	Good	Moderate
GMC Sierra	1992	Good	Moderate
GMC pickup	1994	Excellent	Moderate
GMC Brig.	1988	Good	Moderate
GMC Brig.	1986	Fair	Sparingly
Dump Truck	1990	Fair	Sparingly
GMC Brig.	1988	Good	Moderate
GMC Brig.	1987	Good	Moderate
GMC pickup	1988	Good	Moderate
GMC pickup	1988	Good	Moderate
John Deere Loader 644	1987	Good	Moderate
John Deere Loader 544C	1984	Fair	Moderate
Ford Backhoe	1994	Good	Moderate
John Deere Excavator	1993	Good	Moderate
John Deere Bulldozer	1988	Good	Sparingly
Galleon Grader	1967	Fair	Sparingly
Gehl skid steer	1994	Excellent	Sparingly
Johnston sweeper	1994	Good	Sparingly

Roadside Tractor	1948	Poor	Sparingly
------------------	------	------	-----------

Education Facilities

The Town of Jay has their own school department serving grades K-12. There are three school buildings in Town.

Jay Elementary school³ building houses grades K-5 with 29 instructional spaces (rooms), a design capacity of 400 and is generally in very good condition. The school was built in 1965 with additions/renovations made in 1985. Based upon the School Building Construction Application, the school is inadequate to accommodate a traditional grade K-5 self-contained classroom program. A double wide classroom (2 classes) has been in use for three years to allow for an additional 1st grade and a t-1 classroom. Special education space is very limited and changes have been recommended in the latest special education program review. There is limited size and positioning of the school building. If the 4th and 5th grade classes are relocated in a new (proposed) middle school, there will be adequate space to accommodate the educational programs listed above.

Jay Middle School building houses grades 6-8 with 12 instructional spaces (rooms), a design capacity of 250. The original school, built in 1924, is in poor condition, and the newer 1962 wing is in fair-good condition. The facility has no space to accommodate a comprehensive middle school program which would provide a fine arts program, home economics and technology education. Space for present gifted/talented, guidance, computer lab, and alternative education programs is very inadequate. Two double wide portable classrooms are in use (4 classrooms) in order to allow the school to provide an art program, limited computer lab, alternative education areas and a new special education program for moderate/severely handicapped children.

The School Building Construction Project recommends that the older section be demolished. Expansion of the newer wing has been considered in a previous attempt to build a school. The recommendation from architects was to build a completely new facility.

Jay High School building houses grades 9-12 with 24 instructional spaces (rooms), a design capacity of 600. The school was built in 1970 and is in excellent condition. This facility provides the space necessary for a comprehensive high school program with the following exceptions: Space for performing arts is limited, space for band and chorus is almost nonexistent, and there is only limited room in which to provide clinical counseling services. The facility could be expanded by adding a classroom wing to the side of the physical education center.

³ School Building Construction Project Application, 1992

Table PUB-5

**Jay Student Enrollment
1988 and 1989**

GRADES															
Year	K	1	2	3	4	5	6	7	8	9	10	11	12	Special	Total
1988	46	43	39	56	42	47	43	48	54	42	47	41	28	-	576
1989	50	43	45	44	48	48	48	39	49	53	36	47	41	1	606

Source: Cohort Survival Enrollment Projection, 1989

Table PUB-6

**Projected Jay Student Enrollment
1994-1999**

School Year	Births		KDGN	1	2	3	4	5	6	7	8	9	10	11	12
	Year	Number													
94-95	1989	un	un	un	87	80	73	87	99	83	82	79	84	85	72
95-96	1990	un	un	un	un	90	78	72	89	105	84	83	76	78	78
96-97	1991	un	un	un	un	un	87	76	73	95	107	86	80	71	72
97-98	1992	un	un	un	un	un	un	85	78	78	97	109	82	74	66
98-99	1993	un	un	un	un	un	un	un	87	83	79	98	104	77	69

Source: Cohort Survival Enrollment Projection, 1989

Health and Human Services

There are numerous day care facilities in the Town of Jay. Below is a list of these day cares and locations:

List of Day Cares in Jay⁴

Jackie Furst, Route 4
Betty Johnson, Macomber Hill Rd
Larnie Smith, Route 4
Claire Fournier, White Ave
Patty Ferland, Hyde Rd
Lili Adams, Bus Garage Rd
Louise Townsend, Bus Garage Rd
Rose Weymouth, Ludden Drive
Polly Givens, Route 140
Anita Hill, Hillsdale Rd

These 10 facilities serve 223 children (15 percent of the baby and youth population) ranging from 6 weeks to 9 years old. The majority of the facilities are open year round, from 6 - 5:30 p.m., and care for up to twelve children on any one day. All have plans to continue serving the community youth far into the future.

Head Start

The Town has recently approved two acres near the elementary school for a Head Start building. The building will hopefully be built with a public facility grant from the Community Development Block Grant program. The Headstart program has demonstrated a need for this facility through the CDGB application process. The program has also demonstrated that the development will not be in a major conflict with other land uses in the community. The program will serve 35 children ranging from 3-5 years of age. Twenty-eight children will be served at the Center, and the remaining seven will be in home based programs. All participants benefit from home visits and working with family members to improve the children's skills necessary for entering kindergarten.

Western Area on Aging

The Western Areas on Aging serves the senior population in Town. In addition to Meals on Wheels (served 38 this fiscal year), they have an outreach program (served 57 this fiscal year), and long term care services (served 8 persons this fiscal year). Long term service enables seniors

⁴Source: Superintendents Office

to remain in their own homes instead of entering a nursing home. The agency also provides a handyman service to do moderate housing repair; the agency provides the labor and the client provides the material.

Cultural Facilities

Niles Memorial Library

The Town library was donated in the early 1900's by the Niles family. The family built the library, cataloged the collection, then presented the Town with a new library. The present library houses 26,300 books and serves 2,000 patrons on an annual basis. At the last Town meeting, the populace voted to have a half million dollar wing added to the library. This wing will include new computer stations and handicapped access to the second floor of the building. The Town funds the entire library budget.

Holmes-Crafts Homestead/Fire Museum/Gus Hubbard Model T Collection

These three museums are open to the public on a limited basis during the summer. The Jay Historical Society maintains the buildings and grounds at the Holmes-Crafts homestead. The Model T Collection is open for viewing every Sunday during the summer months.

See the Historical Resources chapter for additional information.

Town Facilities and Services

Town Facilities

Table PUB-7 lists of Town-owned land and facilities.

Table PUB-7

**Town Land and Facilities
Jay, 1994**

Facility/Land	Acreage
Plaza Lot, Rt. 4	1.53
Pumping Station & Fire Station, Rt. 4	2.4
Gravel Pit, Belanger Road	119
(3) Commercial Lane, Plaza Lot	10.53
Highway Garage	2
Salt/Sand Pile	2
Church Street Park	.25
Jerry Street Treatment Plant	1
Transfer Recycling	76
Parkway Plaza Lot	2.20
Commercial Lane Plaza Lot	1.41
Route 17 Cemetary	2.1
Commercial Lane Plaza Lot	1.32
School Bus Road, Bus Garage	8
Stone Street, Ball Field	5.75
Parkway Plaza Lot	2.68
Off Route 4, Lot Behind Plaza	34
Parkway Plaza Lot	1.58
Parkway Plaza Lot	1.23
Commercial Lane, Plaza Lot	1.12
Off Route 133, Recreation Park	146
Parkway Plaza Lot	.89
Route 133 Dow Ball Field	3.5

Facility/Land	Acreage
Route 4 Town Office	6
Route 4, No. Jay Fire Station	2
Route 4, Comm. Bldg., Jr. & High Schools	2
Route 4, Tennis Courts, Ball Field	4
Route 4, Dorothy Holt Lot	.34
Route 4, Jay Hill Cemetery	3.5
Route 17, Birchland	3.8
Route 156, Beans Corner	.25
Route 133, Stones Corner	1
East Jay, East Jay Road	1.1
Crash Road, Brackett Lot	.25
Crash Road, Thompson Lot	.10

Town Services

Jay Town government holds an annual Town Meeting, has 5 elected selectman, an appointed planning board, and a newly formed board of appeals. The Town Manager, in addition to performing his regular duties, is the Town Tax Collector, Road Commissioner, Police Commissioner, and Purchasing Agent. Other Town staff include the following: Clerk, Deputy Clerk, Assessor, Treasurer, Code Enforcement, Recreation Director, Librarian, Plumbing Inspector, Health Officer, Public Works Foreman, eleven public works employees, seven solid waste employees, Police Chief, Police Sergeant, six patrol officers, one secretary, and three dispatch.

Conclusions

- 1) The Town is served by three water districts, all of which have adequate capacity for the predicted growth in Jay.
- 2) The more densely populated areas of Jay are served by public sewer systems. These systems are in need of replacement to accommodate future development.
- 3) The Town has a long list of capital equipment and Town properties which must be maintained and/or replaced. A capital improvements plan would help the Town prioritize needs and

budget for new expenses.

- 4) The school system is in need of new buildings and/or facilities.

RECREATION RESOURCES

Introduction

As with most rural Maine communities, Jay's publicly funded formal recreation facilities are limited. The Town does own several parcels of land including 153 acres adjacent to the High School where the Jay Rec Area is located.

Public Open space is one of the key elements that make up the character of the Town. In addition to the Jay Rec Area, there is a 15-mile multiple use trail on an abandoned rail line traversing from Jay to Farmington. This trail, in addition to trails on the power line, connects the Town with the State snowmobile trail system.

Public Recreation Facilities

Jay Rec Area/7 Fields

The Jay Rec Area, approximately 153 acres of land adjacent to the High School, is undeveloped, and there is no vehicular access to the property. In addition to the informal nature trail, the public can access the land via numerous footpaths. The area was once used for the summer recreation program, but this practice had to end due the difficulty in accessing the property. The area is presently underused and holds many possibilities for extending the Jay recreation department.

Church Street Park

The Town owns .25 acres on Church Street. This park offers two benches and an old swing set. According to local youth, "no one uses the park because it is too scary." The park is often visited by persons of questionable character. More frequent visits by the local police force, and some paint, may return this neighborhood park to its original intended use.

School Facilities

The School system has two playgrounds and maintains recreational facilities located at the Elementary, Middle and High Schools. The Elementary playground is in excellent condition having been built in 1991. In addition to field hockey and soccer fields, the school system maintains a football field and track. The football field complex is in excellent condition and includes lights for evening games.

Though these facilities are primarily utilized for school activities, the Area Youth Services uses the facilities for youth sports programs including baseball and basketball. Other baseball fields used by the Athletic Association are located at the Dow field, Red Sox/Village field and the North Jay field. All baseball fields are in good condition.

Spruce Mountain Ski Area

The Town shares ownership of the Spruce Mountain ski area, located at the end of the North River Road in Jay, with Livermore Falls and Livermore. The Ski Area is maintained by the Spruce Mountain Ski Club. The Club maintains a ski lodge, 4 tow ropes, 11 downhill trails, 7 miles of cross country trails, and a parking lot on the seventeen acre parcel. The ski area is used extensively by the 800 members and other general public. The Club owns one groomer, three snowmobiles and one snow machine.

Expansion of the ski area has been discussed in the past, but the Ski Club would have to purchase more property. This option is not realistic at the present time as the Club has made improvements and general upkeep a priority.

International Paper Recreation Area

The International Paper company is building a community multiple purpose field on three acres of International Paper land. Presently they are building a softball field, with walking trails, picnic tables, and volleyball nets to be included in the future. The softball field, including a parking lot, will be ready for use in the spring of 1995.

Other Facilities/Programs

Other formal recreation facilities include the popular basketball court at the Jay community building and tennis courts at the high school. The basketball court is heavily used on a year-round basis including a summer basketball camp for elementary and middle school students and several basketball leagues. The tennis courts are in good condition and are used in the summer for tennis lessons; the fall for school physical education classes.

The Town offers a six-week summer recreation program for five- to thirteen-year olds. The program, run by the part-time Town Recreation Director, includes arts and crafts, busing, meals, and swimming lessons at the Livermore Lond Pond area. Lond Pond is loaned to the Town by the Saint Rose Parish Camp in exchange for the Town Recreation Department picking up the annual tax bill on the property. Recreation participants spend every Friday on a field trip to Mount Blue or Reid State Parks. The end of the season concludes with a two-day camping trip to Baxter State Park for older participants.

Programs for youth are very limited in Jay for those not interested in basketball and baseball. The Community Building gym is open only one day a week for teenagers. The Recreation Director has set up organized activities in the past, but due to space constraints and lack of adequate advertising, the activities did not continue.

The Town floods the Dow Field every year to form a 1,200 square foot ice skating area. According to local youth, the ice is usually not uniform, thus limiting their skating time.

Multiple Purpose Trail

A fifteen-mile trail, part of an old railroad bed, from Jay to Farmington provides recreational opportunities for ATV, bicycles, pedestrians, snowmobiles, skiers, and horses. The Western Maine ATV Association has maintained the trail for the past six years with assistance from the State Department of Conservation. The Association has recently repaired all bridges on the trail and graded the trail.

Cooperation between trail users is good, though cooperation between trail abutters is questionable. The Association is working with persons putting in illegal right of ways, farmers crossing the trail with manure loads, and vandalism of the trail. Improved communication and assistance from the Town with preventing trail vandalism and other problems would make the trail more user friendly.

The Association continues to work on improvements to the trail. They are presently considering placing two picnic tables by the Sandy River (they are concerned with vandalism and must address this anticipated problem). They are also working with trail abutters to gain access to the hospital, NAPA auto parts store, and local restaurants. They would like to eventually see camping along the 300-foot shoulder of the trail. A \$15,000 SYMS grant is presently being used for signs, road blocks, and four bridge repairs.

Open Space Areas

Besides the Jay Rec Area and the 15 mile multiple use trail, there are no publicly owned open space parks in Jay. However, Jay is endowed with a large amount of privately owned open space that has traditionally been open to the public for snowmobiling, hiking, cross-country skiing, and hunting.

These open space areas have made a large snowmobile trail system possibly throughout the Town connecting to the trail systems in other communities and the statewide snowmobile trail system.

Access to Surface Waters

The major surface waters in Jay are the Androscoggin River, Parker Pond and 7-Mile Stream. Access to 7-Mile Stream and Parker Pond are both difficult. There is no boat ramp to put in a canoe or fishing boat on either water body.

Hunting and Fishing

The Jay Livermore Hunting Club, formed in 1960, has 200 members. An annual meeting is held every October with a pre-season supper. At the end of the season an awards banquet is held with trophies awarded and supper served. Hunters frequent the Chesterville area, Talley Walley Swamp in Livermore, and Moose Hill. Fishermen are most likely seen at Parker Pond for the salmon or Seven-Mile Stream for brown trout.

Outdoor Recreation Facilities and Needs

The State Department of Conservation (DOC) has conducted an assessment of Jay's recreational facilities to determine future needs. These standards should be used as a guide to currently needed recreational facilities and anticipated facilities needs based upon future population. The results of the comparison as indicated in Table R-1 demonstrates that the Town currently and in the year 2005 will have the following outdoor recreation facility deficiencies:

- (1) tennis courts,
- (2) softball fields,
- (3) basketball court,
- (4) ice skating areas,
- (5) playgrounds,
- (6) municipal recreation area,
- (7) picnic areas,
- (8) nature study area,
- (9) swimming area,
- (10) walking/jogging paths
- (11) cross country skiing

Table R - 1

**Outdoor Recreation Facilities and Needs
Jay 1994, 2005**

Type of Facility	Recommended OCP Stds. per 1000	Current Inventory	1994 ^A Add'nl Facilities Needed Presently	2005 ^B Add'nl Facilities Needed Yr. 2004
Softball or Little League	1	2	2	2
Baseball 90' Bases	1	2	0	0
Basketball Court	1	2	1	1
Tennis Court	1	2	1	2
Multi-purpose Field	1	3	0	0
Swimming Area	3,000	0	3,000	3,000
Ice Skating	5,000	1,200	24,200	26,300
Playgrounds	1	2	1	1
Picnic Area	1	6	4	5
Recreation Center	1	1	0	0
Municipal Recreation Center	1	0	1	1
Municipal Park-Passive	1	1	0	0
Nature Study	1	0	1	1
Walking/Jogging Paths	2	0	2	1
Cross Country Skiing	1	0	1	1
^A Based on a 1994 population of: 5,000				
^B Based on a 2005 population of: 5,500				

The state DOC assessment examines town resources, and does not take regional resources into consideration. It also does not study the program needs for the community. According to the town recreation director, the present recreation building is not adequate to run community programs.

Conclusions

- 1) The Town has an abundance of open space available for non-structured recreation. This open space should be ensured protection from development.
- 2) The community has numerous recreation deficiencies including a recreation building not adequate to run community programs and a part-time recreation director position. These deficiencies should be considered in the capital investment plan.

- 3) The community has an active ATV club which has initiated and carried forward the development of a multi-purpose trail through to Farmington. This regional facility should be supported by the community through preventing trail vandalism and helping to obtain right of ways to local businesses and public institutions such as the hardware store, restaurants, and the hospital.
- 4) Access to the Jay Recreational Area is limited.
- 5) No long range plans for the development of the Jay Recreational Area.
- 6) Public/water access is limited to the Androscoggin River and Seven-Mile Stream.

TRANSPORTATION FACILITIES

Introduction

Transportation routes (existing and proposed) are important to a community's development pattern. Additionally, expenditures for roads are generally the second highest expenditure in Town budgets. These two issues demonstrate the importance of inventorying and analyzing transportation facilities for a community. This chapter examines Jay's transportation facilities including roads.

Roads

There are three general classifications of roads - arterial, collector, and local. The Maine Department of Transportation has placed the roads in Jay into one of three functional classifications. They are defined as follows:

Arterial Highways: The most important travel routes in the state. They carry high speed long distance traffic and attract a significant amount of federal funding. They usually carry interstate or U.S. Route number designations.

Collector Highways: These routes collect and distribute traffic from and to the Arterial Routes serving places of lower population densities and somewhat removed from main travel routes.

Local Highways: All highways not in the Arterial or Collector classification. They serve primarily for service to adjacent land areas and usually carry low volumes.

There is a total of 94.16 miles of public roads in Jay according to the Maine Department of Transportation (MDOT). Arterial roads make up 7.63 miles of this total and the collector roads make up 21.20 and the remaining balance, 65.53, is classified as local roads.

Route 4 is classified as an arterial, and Routes 17, 133, 140, 156, the Crash Road, and Riley Road are classified as collectors.

Roadway Conditions

Physical conditions of all Town maintained roads were rated by the Jay Road Commissioner. The rating was based upon a good, fair, or poor classification with consideration given to surface conditions, ditching and width. Based upon the Road Commissioner's analysis, approximately twenty-six miles of Town road is considered in fair condition, forty-eight miles in good condition, three and a half in poor condition, and less than a mile of new road. The Town dedicates \$250,000.00 annually to paving projects. On roads with a poor base, the Town has begun using recycled pavement to enhance the base.

TABLE TRAN-1 - ROAD SUFFICIENCY RATING

<u>ROAD NAME</u>	<u>SECTION</u>	<u>IN MILES</u>	<u>RATING</u>	<u>ROAD NAME</u>	<u>SECTION</u>	<u>IN MILES</u>	<u>RATING</u>
<u>THROUGH</u>				<u>RURAL RESIDENTIAL</u>			
ROUTE 140	1	.8	FAIR	EMERY ST. (NO.JAY)		.2	GOOD
ROUTE 140	2	1.6	FAIR	PURINGTON ST.		.1	GOOD
ROUTE 140	5	.9	FAIR	JERRY ST.		.2	GOOD
ROUTE 156	4	2.8	FAIR	BEECH RIDGE ROAD		.1	GOOD
ROUTE 133	1	1.0	GOOD	BIRCHWOOD DRIVE		.1	GOOD
ROUTE 133	2	1.55	GOOD	JUNIPER ROAD		.1	GOOD
ROUTE 133	3	.8	GOOD	WOODSDALE ROAD		.1	GOOD
ROUTE 133	4	5.55	FAIR	HIGHLAND DRIVE		.2	GOOD
CRASH ROAD		2.55	GOOD	HILLSDALE STREET		.15	GOOD
				MARCELLO STREET		.4	GOOD
				SUNSET AVENUE	.1		GOOD
				FREE STREET		.1	GOOD
				CORTLAND ROAD		.1	GOOD
				HERMIT TRAIL		.1	GOOD
				CHICK-A-DEE AVENUE		.05	GOOD
				SKYLINE ROAD		.15	GOOD
				BELMONT DRIVE	.25		GOOD
				SUMMIT STREET		.1	GOOD
				FOREST CIRCLE		.1	GOOD
				FOREST DRIVE		.1	GOOD
				EMERY STREET		.1	GOOD
				OUELLETTE STREET		.1	GOOD
				LUDDEN DRIVE		.3	GOOD
				HORAN STREET		.1	GOOD
				EASTERN AVENUE		.1	GOOD
				WESTERN AVENUE		.1	GOOD
				CHURCH STREET	.25		GOOD
				LAVOIE STREET		.1	GOOD
				RESERVOIR ROAD		.1	GOOD
				MAYFLOWER STREET		.7	GOOD
				HERMIT ROAD		.2	GOOD
				PINEAU STREET		.1	GOOD
				RIVERVIEW STREET		.2	GOOD
				DUBORD STREET	.1		GOOD

Table TRAN-2

MUNICIPAL BRIDGE INSPECTION REPORT

BRIDGE NUMBER:	0417	STRUCTURE LENGTH:	55 FT.	CONDITION RATINGS:	
BRIDGE NAME:	SEVEN MILE STREAM	BRIDGE WIDTH:	20 FT.	SUBSTRUCTURE:	FAIR 6
FEATURE ON:	MORSE HILL ROAD	NUMBER OF SPANS:	1	SUBSTRUCTURE:	FAIR TO GOOD 7
FEATURE UNDER:	SEVEN MILE STREAM	MAIN MEMBER LOAD CAPACITIES:		DECK:	FAIR 6
LOCATION:	300 FT. FROM RT 17	GREATEST CONTINUOUS LOAD:	16 TONS	CHANNEL:	FAIR 6
ROAD INV. #:	00472	GREATEST OCCASIONAL LOAD:	26 TONS	SUFFICIENCY	66.8
ROADWAY OWNER:	TOWN	EST. AVERAGE DAILY TRAFFIC:	502	BRIDGE TYPE:	STEEL BEAM
BR. MAINTAINER:	TOWN			DATE OF INSPECTION	11JUL89
DIVISION:	7 DIXFIELD				

BRIDGE NUMBER:	0419	STRUCTURE LENGTH:	21 FT.	CONDITION RATINGS:	
BRIDGE NAME:	STUBS MILL	BRIDGE WIDTH:	28 FT.	SUBSTRUCTURE:	NEW 9
FEATURE ON:	EAST JAY ROAD	NUMBER OF SPANS:	1	SUPERSTRUCTURE:	NEW 9
FEATURE UNDER:	STUBS MILL BROOK	MAIN MEMBER LOAD CAPACITIES:		DECK	NEW 9
LOCATION:	1.5 MI EAST OF RTE 133	GREATEST CONTINUOUS LOAD:	25 TONS	CHANNEL:	FAIR 6
ROAD INV. #:	00492	GREATEST OCCASIONAL LOAD:	35 TONS	SUFFICIENCY:	98.8
ROADWAY OWNER:	TOWN	EST. AVERAGE DAILY TRAFFIC:	584	BRIDGE TYPE:	CONCRETE DECK SLAB
BR. MAINTAINER:	TOWN	DATE OF INSPECTION:	12JUL89		
DIVISION:	7 DIXFIELD				

SOURCE: JAY ROAD COMMISSIONER, SEPTEMBER 1994

The Town accepted several dead end roads without turn-around areas. In order to avoid any conflicts with trespassing on private property to turn around, the Town is working on gaining legal access to these properties.

The Town has a Road Ordinance adopted in 1992 which requires drainage and pavement on all new roads.

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. The Town assumes the winter maintenance responsibility for State roads in urban 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 road maintenance.

Traffic Volumes

The MDOT maintains traffic volume data for several roadway located in Jay. MDOT has conducted annual average daily traffic counts for a select number of locations in Jay. The following presents this information for selected locations:

Table TRAN-3

Location	1982	1988	1991
Route 4 at Androscoggin River Bridge	7,640	13,000	10,220
Route 4, south of the Jay/Wilton border	4,200	5,720	5,200
Route 4, North Jay	5,240	7,750	8,500
Route 133 on the Livermore Falls border	n/a	2,360	2,650
Route 156, Beans Corner	890	1,410	1,950
Route 140, Jay Center	2,230	2,480	2,930
Source: Maine Department of Transportation			

Motor Vehicle Accident Data

The Maine Department of Transportation maintains accident reports of all reportable accidents (\$500 damage or personal injury). A report entitled "Maine Accident Record Summary" provides summarized data relating to the location and nature of accidents. One element of the summary report is the identification of a "Critical Rate Factor" (a statistical comparison to similar locations in the State). Locations with a critical rate factor of greater than 1.00 should be of concern because they can be a potential high accident location. Based upon the information provided by the MDOT, there are a number of locations with a critical rate factor greater than 1.00 in Jay. Table TRAN-4 presents their location and critical rate factor.

Table TRAN-4

**High Level of Accident Location
1990 - 1992**

Jay, Maine

Location Description	Total Accounts	Critical Rate Factor
Macomber/Rivers Hill	2	2.63
Brook/Warren Hill	2	3.78
Macomber Road	6	1.65
Plaisted Road	5	1.01
Davenport Hill	4	1.37
Route 140	4	1.70

Source: Maine Department of Transportation

Crash Road Bypass

Motorists use the Crash Road, a narrow road not designed for commuter traffic, to avoid congestion on Route 4.

Bridges

According to the Road Commissioner, there are two bridges maintained by the Town of Jay. The Seven Mile Stream bridge traverses the stream on Morse Hill Road with a fair to good substructure and a fair deck. The Stubs Mill bridge traverses Stubs Mill Brook with a new substructure and a new deck. Both bridges were last inspected July 1989.

Public Transit

Local taxis are available to provide rides to and from resident's homes and local stores. Other than this service, other transit service is available to Jay residents through the Western Maine Transportation, a private, nonprofit organization. The bus makes a weekly run as well as on call local pickups. Transit services are available from this organization for specified fees. Western Maine Transportation serves a tri-county area (Androscoggin, Oxford and Franklin Counties).

Public Parking

There are two Town-maintained public parking lots including 20 spaces at the Town Office. The parking lot at the Community Building has numerous spaces. Additionally, there are approximately thirty on-street parking spaces in the Chisholm Area.

Sidewalks

Jay has a total of 2 miles of sidewalks which are located primarily in the Chisholm Area. There is also a new sidewalk from the superintendent's office to the Shop 'n Save Plaza. The Town Public Works Department has the maintenance responsibility for all sidewalks.

Rail Lines

There is a railroad line which goes through Jay along the Androscoggin River. A railroad bridge crosses the river across from Pineau Street and continues south to the Livermore Falls town line. The railroad, the Maine Central Springfield Terminal, is owned by Guilford Industries. Both the International Paper and Otis Specialty Paper use the railroad on a regular basis.

Conclusions

- 1) The Town dedicates a large sum of money to road paving projects on an annual basis, thus Jay has a well maintained road system.
- 2) The primary means of transportation for Jay residents is the private automobile with limited alternatives from public transit.
- 3) The railroad is used on a regular basis by the Town's largest employers and should be maintained to support these industries.

NATURAL RESOURCES

Protection of the natural environment of Jay 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 Jay, 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. This chapter documents what is known about environmental resources and processes in Jay, and examines the opportunities and limitations they present for existing and future development.

Setting

Jay is located southwest of Farmington in Franklin County, Maine, and is bordered by six other towns. These neighboring towns include Wilton and Chesterville in Franklin County, Livermore Falls and Livermore in Androscoggin County, and, Canton and Dixfield in Oxford. The Town includes several brooks, marshes, Parker Pond and the Androscoggin River which flows from north to southeast through the center of the Town.

The climate of Jay is marked by cold winters and moderate summers. The average temperature in the summer months (June through August) is 65.5°F, and in the winter months (December through February) is 19.0°F. The average annual temperature is 44.0°F. Precipitation averages 40.1 inches per year, and average annual snowfall is approximately 91 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.

Relief. The general height of land above both sea level and other surrounding areas varies throughout Jay. Local relief ranges from 1,114 feet above sea level at the top of Spruce Mountain to about 350 feet above sea level on the Androscoggin River at the Jay/Livermore Falls town line.

The Town's physiography is dominated by the numerous prominent hills affording the community outstanding views of the western Maine mountains. The geography of the Town is generally characterized by extensive lowlands in the western areas and moderate hills in the east.

Slope. 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 Jay. In general, most of the areas of steep slope run in sinuous strips in a north-south direction along the sides of hills. This pattern was created by the intense scouring action of the ice sheet which melted away approximately 12,000 years ago.

U.S.G.S. topographic maps were analyzed, at a scale of 1 inch = 1000 feet, to determine areas in Jay with steep slopes. This method, and scale, are perfectly acceptable for identifying such areas for planning purposes, and these maps suggest areas in Town where particular concern and precautions should be exercised. Map xx show steep slopes with a greater than 15% slope. Some of these areas include: Spruce Mountain, Little Moose Hill, Cow Hill, Philbrook Hill, Paine Hill and Nebo Mountain as well as a long stretch of land by the North Jay quarries. However, approval for any development, and certain uses, in any area of Town should have site-specific review regarding slope characteristics.

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.

Current soil mapping conducted by the United States Department of Agriculture, Soil Conservation Service indicates five main soil associations found in Jay: Dixfield-Colonel-Marlow, Tunbridge-Lyman-Abram, Adams-Naumburg-Croghan, Swanville-Boothbay-Nicholville, and Charles-Medomak-Cornish. 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 description of the major soil associations found in Jay are as follows:

Dixfield-Colonel-Marlow: Very deep, gently sloping to steep, somewhat poorly drained to well drained soils; formed in glacial till on ridges and in valleys.

Tunbridge-Lyman-Abram: Very shallow to moderately deep, gently sloping to very steep, well drained to excessively drained soils; formed in glacial till on hills and mountains.

Adams-Naumburg-Croghan: Very deep, nearly level to steep, poorly drained to somewhat excessively drained soils; formed in glaciofluvial deposits.

Swanville-Boothbay-Nicholville: Very deep, nearly level to strongly sloping, poorly drained to moderately well drained soils formed in marine or lacustrine sediments.

Charles-Medomak-Cornish: Very deep, nearly level, very poorly drained to somewhat poorly drained soils formed in recent alluvial sediments.

Soils potentials for low density development have been developed by the Soil Conservation Service and mapped as an element of the comprehensive plan. Soils potentials for low density development is a system to rate soils as to 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 the 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 potentials allow the relative quality of a soil of a particular use to be compared to other soils in the area.

Based upon the soil's potential ratings approximately eight percent of the land area in Jay has received a high soils potential rating for low density residential development. Generally, small areas with a high potential are scattered throughout the north eastern half of Town.

It has been estimated that about 47 percent of the land area has a medium rating, equally dispersed throughout the community. The remainder of the Town, about 45 percent, has received a low rating due to flood plains and excessive soil conditions.

Prime Farmland Soils. As defined by the United States Department of Agriculture, Soil 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.

The prime farmland in Jay is concentrated in the northwestern portion of Town west of Seven Mile Stream with smaller concentrations by Kennedy Corners. There are 2,577 acres of prime farmland soils in Jay.

Wetlands

Wetlands are often underestimated, and overlooked, but they are nevertheless extremely important natural resources. They provide temporary storage of large amounts of storm water runoff, helping to reduce flooding; they filter the water which flows through them, by chemical and biological action, increasing its natural purification; they control the effects of erosion by filtering silt and organic matter; they provide breeding, feeding, and resting habitats for many species of game and non-game wildlife--mammals, fish, birds, reptiles, and amphibians; they offer important habitat for certain plants and insects; and for more than a few people, wetlands offer unique recreational opportunities. Even the slight alteration of a wetland can seriously impact its natural function, and these benefits are difficult and expensive to regain.

The Maine Geological Survey (MGS) has identified wetlands with an area of ten acres or more, except for those which are heavily forested. Also, the Jay Comprehensive Planning Committee, during the process of preparing of this Plan, delineated additional areas of Town known to exhibit wetland characteristics. Boundaries of wetlands are often difficult to define precisely without thorough field-checking, so the boundaries which are mapped (including those by MGS) are therefore approximate. However, these maps do indicate areas which deserve particular attention, and approval for any development, and certain uses, in any area of Town should have site-specific review regarding wetland characteristics. Wetlands are regulated by State and

Federal laws. In 1972, the Department of Inland fisheries and Wildlife (I.F.W.) conducted an inventory and assessment of these wetlands and rated them based primarily on their value as waterfowl habitat. The possible wildlife value ratings are, not rated, low, medium and high. "Freshwater wetlands" means freshwater swamps, marshes, bogs, and similar areas that are:

Inundated or saturated by surface or groundwater at a frequency and for a duration sufficient to support, and which under normal circumstances do support, a prevalence of wetland vegetation typically adapted for life in saturated soils; and

Not considered part of a great pond, coastal wetland, river, stream, or brook.

Below is a table with the ratings for freshwater wetlands in Jay. The rating is primarily associated with a wetland's value as waterfowl habitat. Wetlands less than ten acres have not been included. Highly rated areas include wetlands of the Bonney Brook. The five medium rated areas are scattered throughout Town. Northwest of Parker Pond, a section of Mosquito Brook off the Old Jay Road, a section of the James Brook, north of Bean Island on Seven Mile Stream, and south of Parker Pond on the Jay/Chesterville line.

Table NAT-1

ID#	W	ID#	WVR	ID#	WVR	ID#	WVR	ID#	WVR	
16	N	206	M	220	N	227	N	234	N	
17	M	213	L	221	N	228	N	235	N	
18	N	214	N	222	M	229	N	236	N	
19	N	215	N	223	N	230	M	237	N	
20	N	217	N	224	M	231	H	238	H	
120	N	218	N	225	L	232	N	239	H	
121	N	219	N	226	N	233	N			

Wildlife Habitat

Wildlife should be considered as much a natural resource of Town as are 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. Wildlife habitat is constantly changing through natural succession. And, in today's world, wildlife habitat is increasingly being affected by humans. As local and regional conditions and land use practices change, the wildlife of an area can also be expected to change, for all wildlife requires adequate habitat to sustain their populations. If a habitat does not exist, or an existing habitat is lost, various types of species will not occur. Through thoughtful land use planning, adequate habitat and, in particular, areas of critical concern can be managed to maintain wildlife as a viable resource.

Although there are many types of habitat important to our numerous species, there are four which are considered critical. They are:

- 1) wetlands
- 2) riparian areas (shorelands of lands, ponds, rivers and streams) and major watercourses
- 3) deer wintering areas
- 4) other unique and/or critical habitats.

Jay's numerous wetland areas, woodlands, and farmlands provide outstanding wildlife habitats. Due to their limited nature, and their importance to wildlife, any loss of these areas will have an immediate, negative impact on wildlife.

As already mentioned, every wetland has wildlife value. In this sense, small wetlands can be as important as larger ones. Thirty-four wetland areas have been identified by the Department of Inland Fisheries and Wildlife as important waterfowl breeding and nesting areas in Jay. These are primarily associated with several of the Town's water bodies and wetlands. The wetlands of Jay are described earlier in this chapter.

The areas along watercourses support high levels of wildlife populations. Besides providing habitat for fish and a variety of aquatic furbearers, these areas provide travel lanes for numerous wildlife species, and act as transition zones between various habitat types. A list of all major water courses occurring in Jay is included earlier in this chapter.

While deer range freely over most of their habitat during spring, summer, and fall, snow in excess of 18 inches forces them to seek out areas which provide protection from deep snow and wind. In addition, deer may also use cut-over areas and hardwood ridges that provide abundant food. Size, shape, and location of these wintering areas varies from year to year, or within a given year; and as winters in central Maine are not particularly severe nor restrictive for deer, many of these areas are often associated with the presence of active timber cutting operations. Most wintering areas, however, are traditional in the sense that they are used year after year, and generally the largest "yards" support the largest wintering populations and coincide with the largest undeveloped blocks of forest land. Smaller areas support fewer numbers of wintering deer, and their size seems to be limited by past and present land use patterns. These traditional wintering areas are comprised mostly of spruce or fir, but other softwoods such as cedar, pine or hemlock may be present. Deer wintering areas may represent only 10% of the total deer range, but, without such areas, deer will not survive in any but the smallest numbers. Although many types of human activity are not compatible with deer yards, good timber management can be beneficial.

The Maine Department of Inland Fisheries and Wildlife has documented the location of deer wintering areas in Jay on a map which should be completed by the fall of 1995. According to discussions with officials from IF&W, the map being prepared will provide limited information on deer wintering yards.

The bottomlands of the Androscoggin River and the Seven Mile Stream are high quality wildlife habitats. Both of these areas support waterfowl and aquatic fur bearers as well as many other game and nongame species. Bald eagles and osprey are routinely reported. While no nesting of eagles is known in the area, the river corridor has enough eagle sightings to believe that the area receives more than just transitory use. It has more than an average value to eagles. The section where the Seven Mile Stream enters the Androscoggin River is particularly well known as a good wildlife area.

The so-called Bonney Bog on the Jay-Wilton line is an excellent small wildlife area. The Department of Inland Fish Wildlife has tried to establish beaver here.

Fisheries

While the critical areas described above meet the specific needs of certain wildlife species and are necessary for their survival, they alone cannot support adequate levels of population numbers and diversity of wildlife. A variety of habitat types ranging from open field to mature timber are necessary to meet the habitat requirements of most wildlife species throughout the year. Since different species have different habitat requirements and home ranges, loss of habitat will affect each species in different ways, ranging from loss of individual nesting, feeding, and resting sites, to disruption of existing travel patterns.

Generally, loss of this habitat will not have an immediate negative impact on wildlife populations. However, the cumulative loss will reduce the capacity of the area to maintain and sustain viable wildlife populations. Since any given specie's habitat is too complex and ill-defined to allow presentation on a map, it is recommended that sufficient areas of forest and agricultural open space be maintained to support wildlife in general.

In addition to the critical wildlife habitats discussed above, additional forest acreage must be maintained to meet the year-round habitat requirements of deer and other species of wildlife. Since deer have fairly large home ranges (1-2 square miles), maintaining sufficient acreage for them should also meet the habitat requirements of most other, smaller species.

As the human population of Jay continues to increase, additional pressures will be levied on existing wildlife resources. (For example, the loss of farmland to development, or the construction of a new road in a subdivision, thereby dividing previously unbroken land, accelerates the loss of wildlife habitat.) The resulting impacts on wildlife populations and diversity can be reduced by preserving critical areas, maintaining the maximum amount of land in forest and agricultural uses, and designing and locating future developments in ways which reduce the physical loss of wildlife habitat.

Parker Pond offers excellent opportunities for warm water sport fishing. Bass, perch, and pickerel are the primary species. Seven Mile Stream has naturally occurring brook trout fishery. The Androscoggin River provides a sport fishery for bass and brown trout.

Unique Natural Areas

Rare and Endangered Natural Features. The Maine Natural Heritage Program (MNHP) has compiled data on Maine's rare, endangered, or otherwise significant plant and animal species, plant communities, and geological features. While this information is available for preparation and review of environmental assessments, it is not a substitute for on-site surveys. The quantity and quality of data collected by the Natural Heritage Program are dependent on the research and observations of many individuals and organizations. In most cases, information on these natural features is not the result of comprehensive field surveys. For this reason, the MNHP cannot provide a definitive statement on the presence or absence of unusual natural features in any part of Maine.

The listing by MNHP for Jay shows the White adder's mouth (*Malaxis brachypoda*) as an endangered species. This plant lives in damp, limy, gravelly or boggy areas. The one known Maine population (the plant in Jay was last sighted in 1893) is not large (25 or so individuals) and its habitat (young cedar woods at the edge of a sphagnum bog) show no obviously unique characteristics.

Critical and Natural Areas Though the State has not identified any Critical or Natural Areas for Jay, the Committee felt there were a few deserving of special attention. Jay has several granite quarries located in North Jay. These quarries can be accessed, with owners permission, behind the Howes apple orchards. The quarries offer an opportunity for numerous activities, ranging from ATV riding and snowmobiling to quieter sports such as rock climbing and hiking. Visitors can also picnic at the quarries, absorbing the peaceful and serene mountain scenery. The protection of these quarries should be seriously considered, as they are presently on the market. The quarries could be used for a dumping ground of numerous materials, or preserved for future recreational and commercial use.

There are also several wetland areas that provide a wilderness experience. The Seven Mile Stream has abundant wildlife to suit bird watchers, hunters, and persons seeking a serene, quiet place. The Bonnie Bog has a warm pond with "blue ribbon cranberries." These sites should be protected from adverse development.

Scenic Resources

Jay is endowed with a significant number of scenic areas and views. These scenic areas and views are an important element in Jay's character. While some may feel that scenic views are in the "eye of the beholder," they are important factors in defining our Town. Today's hurried lifestyles often do not allow us to sit back and enjoy what we have. Natural and rural landscapes are generally preferred over more urban settings.

As an element of the Comprehensive Plan, scenic areas and views in Jay were assessed. While there are many scenic areas in Jay, the Committee identified what they believed to be the 38 most spectacular areas as shown on Map I-6.

To quantify these views, a rating system was employed to rank each scenic view. The system allowed for a maximum score of 9 based upon which the following criteria.

- | | | |
|-------------|----------|--|
| Distance: | 1 pt. = | Immediate foreground |
| | 2 pts. = | Up to one mile |
| | 3 pts. = | More than one mile |
| Uniqueness: | 1 pt. = | Nothing special |
| | 2 pts. = | Some characteristic |
| | 3 pts. = | Something special:
mountains, water, distance |
| Access: | 1 pt. = | Difficult - no turn offs; dead ends |
| | 2 pts. = | Public roads - fast traffic |
| | 3 pts. = | Turn outs - wide shoulders, little traffic |

Many factors can enhance or detract from the existing views including natural tree growth, development which blocks or reduces the quality of the view and loss of accessibility. The following map identifies scenic view locations, view sheds, and view rating.

Conclusions

- 1) Jay has numerous scenic views which add to the natural character and beauty of the community and should be protected through land use controls.
- 2) Jay has numerous steep slopes and a large percentage of poor soils which cause major limitations to development.
- 3) Jay has numerous wetland areas, woodlands, and farmlands which provide outstanding wildlife habitats. These areas should be protected from encroaching and/or incompatible development.

WATER RESOURCES

The Town of Jay has several major water bodies including the Androscoggin River, the Seven-Mile Stream and Parker Pond. Other water bodies include Nash Brook, James Brook, Meadow Brook, Mosquito Brook, Ridley Brook and Little Norridgewock Brook. Several ponds which are generally small and poorly accessible are also located in Jay.

Surface Water Resources

The Androscoggin River is the major drainage system in Jay draining approximately 70 percent of the Town. Overall the River has drained a total of 2,495 square miles at the dam in Chisholm. The Seven-Mile Stream, which flows to the Androscoggin River, has a drainage area of 37 square miles at its mouth.

Under the State of Maine surface water classification system, the Seven-Mile Stream is a B or third highest classification. These waters are suitable for drinking water supply after treatment; fishing, recreation in and on the water as fish and other aquatic life.

Jay has three great ponds (greater than 10 acres). Parker Pond is the largest at 102 acres, and the other two, Bonney Bog Pond and the unnamed pond south of Parker Pond are eleven and ten acres respectively.

Androscoggin River

The Androscoggin River enters the Town on the west side where it borders the Town of Canton. It travels through the Town, past three dams and two paper mills, and leaves Town on the south-central side as it enters the Towns of Livermore Falls and Livermore. There are several tributaries to the Androscoggin River that flow through the community. These include: Seven-Mile Stream, Ridley Brook, Mosquito Brook and an unnamed tributary.

The river 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 stream during periods of low runoff. This flow management system was established to enhance the river's suitability for power production and manufacturing processes. Through flow regulation, spring flows are reduced and summer flows are increased significantly above what would naturally occur.

Prior to the damming and industrialization of the Androscoggin River, it was a rough and rugged water system. With an average drop of eight feet per mile, it was a raging torrent during periods of high runoff. At times of minimal runoff, the river resembled a brook at various points along its path to the Merrymeeting Bay, a tidal estuary. Prior to the changes in the river system created by man, it was naturally pure; however, even then, the river experienced siltation and contamination from organic debris.

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, Livermore Falls, Jay, and Rumford; 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 industrial and municipalities have constructed treatment plants which treat waste before they are discharged to the river. The river is classified as "C" as it flows through Jay. The State classification system for fresh surface waters describe the "C" classification as follows:

Class C waters shall be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as a habitat for fish and other aquatic life. The dissolved oxygen content of Class C water shall be not less than 5 parts per million or 60% of saturation, whichever is higher, except that in identified salmon spawning areas where water quality is sufficient to ensure spawning, egg incubating and survival of early life stages, that water quality sufficient for these purposes shall be maintained. Between May 15th and September 30th, the number of Escherichia coli bacteria of human origin in these waters may not exceed a geometric mean of 142 per 100 millileters or an instantaneous level of 949 per 100 milliliters. The department shall promulgate rules governing the procedure for designation of spawning areas. Those rules shall include provision for periodic review of designated spawning areas and consultation with affected persons prior to designating of a stretch of water as a spawning area.

Wastewater Treatment

The Town of Jay monitors discharges from International Paper and Otis Speciality into the Androscoggin River and from the North Jay Wastewater treatment facility into Seven Mile Stream. All discharges are treated according to the Environmental Control and Improvement Ordinance enacted in May 1988. The Ordinance describes methods for discharge into all

waterbodies in the Town. The North Jay wastewater treatment facility discharges an average of 33,000 gallons of treated wastewater per day. The design flow of the facility is 60,000 gallons per day with the lowest peak occurring at 25,000 gallons per day and the highest, 49,000 gallons per day⁵.

International Paper (IP) generates 35.48 million gallons per day of wastewater. IP has provided calculations which indicate there may be an additional 6.1 to 17.1 million gallons per day of stormwater to the treatment facility during storm events. The Otis Mill generates approximately four million gallons of paper process wastewater per day and unquantified amount of domestic wastewater and non-contact cooling water. IP's wastewater treatment facility receives only paper process wastewater generated by the Otis mill. Otis domestic wastewater is treated at the Livermore Falls wastewater treatment facility.⁶

The Town of Jay Planning Board Final Order on the International Paper wastewater discharges contains a detailed analysis of the discharge process. The Jay Planning Board carefully monitors discharges into all water bodies into Town, thus protecting the water supply, conserving the natural resources, and maintaining the public health and welfare for Jay residents.

Watersheds

The land area that contributes water to a particular lake or pond is known as its watershed. Watershed boundaries can be identified by connecting points of highest elevation around a lake or pond and its tributaries. Rain and snow falling within this area eventually flow by gravity in surface runoff, streams and ground water to the lake or pond which is the lowest point in the watershed.

Studies over the past decade indicate phosphorus, which acts as a fertilizer to algae and other plant life in the lake, is a major threat to lake water quality. While Shoreland Zoning has provided some protection, the studies indicate phosphorus can be contributed in significant quantities from the entire watershed.

The quality of water in a lake 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. Runoff from the forest is relatively low in quantity and high in quality. Water is stored in

⁵ Finding of final order of Jay Environmental Control and Improvement Ordinance, chapters 3 and 12, Jay Planning Board, Jay Water Treatment plant, January 1992.

⁶Town of Jay Planning Board, Final Order, Jay Environmental Control and Improvement Ordinance, chapters 3 and 12, Jay water permit number 2.

depressions and evaporates or seeps into the ground to become ground water, thereby preventing it from running over the land surface and exporting nutrients (i.e. phosphorus) from the system. 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 and may also exacerbate erosion and sedimentation problems.

A phosphorus analysis was conducted for Jay's ponds and on Ponds whose watersheds drain portions of Jay. Table WAT-1 is a listing of the ponds from the Department of Environmental Protection's 1987 Vulnerability Listing. It lists the name, the direct drainage area in Jay and percentage of the total watershed in Jay. It also lists the phosphorus load from land within Jay which would produce an increase in phosphorous concentration of 1.0 part per billion.

Table WAT-1

**Vulnerability Listing
Jay, Maine**

		Drainage Area In Jay (acres)	% of Total in Jay	Watershed Phosphorus Load (#/ppb)
North Pond		593	34.4	5.51
Parker Pond		4781	100	31.46
Pease Pond		531	38.4	4.96
Robinson Pd.	7	1.6	0.06	
Unnamed Pond	538	66.2	3.26	
Wilson Lake	32	0.2	0.28	

The first step in the methodology is to determine the degree of risk of a change in water quality which the Town is willing to accept for each lake. Table WAT-2 is used to do this. It presents phosphorus coefficients for each Quality Category and for High, Medium, and Low levels of protection, or degree of risk.

Table WAT-2

**Phosphorus Coefficient Selection
Jay, Maine**

Water Quality Category	Lake Protection Level		
	High	Medium	Low
Good	1.0	1.5	2.0
Moderate/Stable	1.0	1.25	1.5
Moderate/Sensitive	0.75	1.0	1.25

The Department of Environmental Protection has assigned all of the ponds except Wilson Lake in Wilton to the Moderate/Sensitive category. This generally means that the water quality is about average for Maine lakes but that the lake is sensitive to increased phosphorus loading and possible recycling of phosphorus from bottom sediments. The water quality category for Wilson Lake is considered by D.E.P. to be good. It is recommended that the High Level of Protection be selected for Parker Pond since it serves as a back-up water supply for the Town and that the Medium Level of Protection be selected for the other ponds and watersheds in Jay.

The Department of Environmental Protection has developed guidelines for use in estimating the area that is likely to be developed within a lake watershed. This methodology establishes a percentage of area expected to be developed based on the characteristics of the lake and its location within the State. The ponds in Jay would be considered central lakes which are not subject to development pressure and therefore could expect to experience approximately 15 percent development.

Table WAT-3 establishes the protection levels and per acre phosphorus load. The LPL column presents the selected protection level. The phosphorus load in (column 3) is developed by multiplying the phosphorus coefficient from Table WAT-2 by the phosphorus load in Table WAT-1. The Per Acre Phosphorus Load presented in the last column is found by dividing the total phosphorus load (pounds) by the estimated developable area.

Table WAT-3

**Per Acre Phosphorus Allocation
Jay, Maine**

	LPL	Phosphorus Loads	Per Acre Phosphorus Load (pounds)
North Pond	Medium	5.51	0.062
Parker Pond	High	23.6	0.033
Pease Pond	Medium	4.96	0.062
Robinson Pond	Medium	0.06	0.06
Unnamed Pond	Medium	3.26	0.04
Wilson Lake	Medium	0.28	0.056

Flood Plain

A flood plain 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 flood plain is called the flood hazard area. During a flood, water depths in the flood plain 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 flood plain are subject to the requirements of the Flood Insurance Program. Flood plains along rivers and streams usually consist of 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.

The more heavily developed areas of the Town along the Androscoggin River are located mostly above the floodplain along the river. The International Paper Company at the Androscoggin Mill, however, is susceptible to flooding. The Town has two other major floodplains: Seven-Mile stream area and along the shores and north of Parker Pond.

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 on the rivers in the Town of Jay in past years.

The most notable floods on the Androscoggin River in recent history were the March 1936 and April 1987 floods. The 1936 flood caused approximately 4.5 million dollars (1967 dollars) worth of damage to industry, urban centers, highways, railroads, and utilities in the river basin. The 1936 flood had a recurrence interval estimated to be greater than 100 years. The April 1987 flood, by comparison, had a recurrence interval of approximately 75 years.

Jay participates in the National Flood Insurance Program which allows property owners that are located in the 100 year flood plain to purchase flood insurance. In 1993, there were 7 flood insurance policies issued in Jay with a total coverage of \$633,000. Since 1978, a total of \$1,602 has been paid to policy holders.

Ground Water

Ground water 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.

Sand and Gravel Aquifers

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 ground water 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 ground water enters the surface water drainage system and flows downstream.

Water in the aquifer moves between the sand and gravel grains at a rate that is determined by the sizes of the pores (called porosity) and the steepness of the flow path (called the hydraulic gradient). The flow rates of ground water through the sand and gravel found in the area average from 10 to 500 feet per day depending on the coarseness of the material the water is travelling through.

Mapping of sand and gravel aquifers published by the Maine Geological Survey indicates four low yield aquifers in Jay. These aquifers are located along the Androscoggin River north of Chisholm, and below the dam, the Seven-Mile Stream area, and north of Parker Pond.

While these sand and gravel aquifers will unlikely serve as a source of Jay's public water supply source in the future, they are good sources of private water supply and aid in recharging area water supplies.

Bedrock Aquifers

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 ground water contaminate include petroleum products, hazardous materials, failing septic systems and road salt.

Unlike sand and gravel aquifers, bedrock aquifers have not been mapped and resources are ot

available to conduct any significant research to document their existence.

Threats to Water Resources: Point Source Discharges.

Non-point pollution is the pollution which comes from other than a point source. It is created by virtually all land use activities ranging from urban development to agricultural and forestry operations. While a few types of non-point pollution--such as erosion of streambank channels--occur due to natural forces, the primary concern is with pollution resulting from human activities and disturbance of the land. In addition to having a negative impact on surface waters--lakes, streams, and rivers as well as wetlands--non-point sources also may seriously affect ground water. Any activity which disturbs the land or changes its use has some (although in some cases small) impact on either surface or ground water quality.

The Federal, State, and local levels of government have been concerned with non-point pollution for some time. However, there are no widespread regulatory efforts yet, and in Maine there is no concise set of standards to ensure that sources are being kept to a minimum. Therefore, the purpose of the State Plumbing Code and local regulations is to limit the amount of impact on the ground water such that it is still usable for drinking.

Types of Non-point Source Pollution

There is considerable debate about whether non-point pollution should be considered from the point of view of its sources or the resulting types of pollution. The following paragraphs present some information concerning the more notable types of non-point source pollution and the concerns for water quality related to each source.

Sedimentation of Surface Water Bodies. When soil is eroded, particles of soil are carried away and then deposited as sediments in lakes, streams, rivers, or wetlands. The sediments adversely impact living conditions for both animal and plant life. While still in suspension, soil particles can irritate and abrade fish gills and reduce sunlight which is required for plant life within the water body. When the soil particles settle out, the sediments can cover bottom habitat, thereby significantly changing it and adversely affecting wildlife feeding and breeding areas.

Hazardous Materials. When allowed to enter surface waters, heavy metals, PCBs, and other types of hazardous materials can accumulate in the tissues of living organisms causing problems for wildlife, and possibly human, food chains. (An example of this is the pesticide DDT which was found to soften eagle eggs so that the eggs were unable to hatch.) Similar wastes can also enter the ground water through spills, leaks in floor drains or tanks, and poorly constructed storage facilities, and degrade the ground water quality below acceptable drinking water standards. In addition, the contaminated ground water may discharge to surface water bodies where the problems mentioned previously may occur.

Petroleum Products. Although not all petroleum products are considered to be hazardous, they may impact both surface and ground waters either by creating toxic conditions or by degrading drinking water conditions.

Non-hazardous Leachate Materials. Some chemicals, although not hazardous, can also degrade both surface and ground waters. Perhaps the best example of this is road salt which has been known to contaminate aquifers so that water cannot be used for drinking purposes. In some areas, salt has also degraded surface waters where significant concentrations--from

either salt storage piles or road salting practices--have created a salt layer at the bottom of small ponds and lakes.

Non-hazardous Organics. As with the case of sewage, when organic compounds enter surface waters, they are degraded by bacteria. During this process, however, the bacteria demand large quantities of oxygen thereby stripping the water of the oxygen which is essential to fish and other animal life. Thus, improperly treated organics that enter surface water bodies can have the same negative impact as toxic chemicals in that they may quickly kill off significant numbers of fish and other animals. While it is less likely these types of organics may enter the ground, they can certainly also have an adverse effect on using ground water for drinking purposes. While organics are more commonly the result of point sources of pollution, urban runoff and runoff from areas where significant quantities of organic materials (such as sawdust piles, manure, and vegetative waste) have been either stored or discarded can have the same effect of depleting oxygen from surface and ground water.

Sources of Non-point Source Pollution

Another method of categorizing non-point pollution is by the land use activities which are responsible for causing them. The following paragraphs describe some of the ways certain general land use types may contribute to non-point pollution. Then, Table WAT-4 lists some specific land use activities which may generate non-point source pollution. It should be noted that many of these activities can contribute more than one type of pollution.

Housing and Residential Land Use. Residential development has several potential impacts which are related to non-point source pollution. First, the construction activity can lead to erosion and sedimentation. Second, leaky underground fuel storage tanks can cause ground water contamination. Third, septic system leachate which is not totally treated before leaving the leachfield may seep into and degrade surface or ground waters. Usually, housing densities can be managed to ensure that contamination by nitrates does not cause drinking water supply problems. Finally, the application of fertilizers, herbicides, and pesticides to lawns and gardens, the use of household cleaners and other chemicals and their disposal into septic systems, and other releases of chemicals all represent potential sources of water contamination.

Commercial Activities. Commercial development also has several potential impacts related to non-point source pollution ranging from erosion and sedimentation during the construction process to activities which could occur at the commercial establishment. For example, rainwater runoff from parking lots can carry sediments, phosphorus, oils, and other substances to streams or dry wells. Specialty commercial operations--such as filling stations, car washes, and other activities where petroleum products or hazardous materials are stored or handled on site--are also of concern. Even warehousing of dry chemicals--where fires or water damage could carry the material into suspension and allow it to wash into surface or ground waters--can pose a serious threat to water quality.

Industrial Activities. Of particular concern are industries which store, handle, or use various types of chemicals. Leaks, spills, or illegal dumping can contaminate ground and surface waters as the material leaches down through the ground or is washed into streams or other water bodies.

Gravel Pits. To some extent, earth material acts as a filter between the ground's surface and the ground water table. Any excavation, then, which reduces the amount of earth material also reduces the earth's capacity to absorb any potential contamination and increases the chance for

ground water degradation. Of particular concern are gravel pits located on or near aquifers. For example, inadvertent spills and leaks of petroleum-based fluids during the refueling and/or maintenance of heavy equipment operating in the pit can easily contaminate the ground water. In addition, pits which are abandoned or rarely-used create an attraction to illegal dumping of waste materials (not necessarily by the owner or operator of the pit).

Table WAT-4

Land Use Activities Which May Generate Non-point Source Pollution

gas stations/service stations	wood preservers
truck terminals	paper mills
auto repair/body shops/rustproofers	leather & leather products
fuel oil distributors/storers	textile mills
oil pipelines	electrical equipment manufacturers
auto chemical suppliers storers/retailers	plastic/fiberglass fabricating
small engine repair shops	rubber manufacturing
dry cleaners	silicone/glass manufacturing
furniture strippers/painters/finishers	pharmaceutical manufacturers
photo processors	chemical reclamation facilities
appliance repairers	boat builders/refinishers
printers	industrial waste disposal/impoundment areas
auto washes	residences
laundromats	septic systems
beauty salons	heating oil storage (consumption & use)
medical, dental, vet offices	stormwater impoundment sites
research laboratories	gardening centers/golf course/park
food processors (brines, etc.)	landfills/dumps/transfer stations
met apckers/slaughter houses	junk and salvage yards
concrete/asphalt/tar/coal/companies	abandoned wells
salt piles/salt-salt piles/snow dumps	graveyards
railroad yards	sand and gravel mining operations
airport maintenance/fueling areas	other mining operations
pesticide/herbicide manufacturers, storers, retailers	chemical manufactuers

machine shops	manure piles/feed lots
fertilized fields/agricultural areas	agricultural spreading-machinery filling/cleaning areas
metal platers/heat treaters/smelters/annealers/descalers	timber harvesting

Source: "The Planning Process for Local Groundwater Protection," Groundwater Standing Committee, Land Water Resources Council, Maine Executive Department 1988.

Conclusions

- 1) The Androscoggin Mill and Otis Speciality Mill outflow discharge directly into the Androscoggin River after the discharge has been treated. The ordinance to control this discharge should continue to be implemented.
- 2) An analysis of the phosphorus levels in Jay waterbodies indicate that Parker Pond should be given a high level of protection and medium level protection be selected for the other ponds and watersheds in Jay.
- 3) Jay has flood plains along the Androscoggin River, Seven Mile Stream, and along the shores and north of Parker Pond. These floodplains should be protected from incompatible development.
- 4) There are four low yield aquifers in Jay which could serve as good sources of private water supplies in the future. These aquifers should be protected from incompatible development.

HISTORICAL AND ARCHAEOLOGICAL RESOURCES

JAY - FROM YESTERDAY TO TODAY⁷

Before the "white man" was known in the Androscoggin Valley, a thriving Indian village, Rockomeko - capital of the Anasagunticooks - stood in the area surrounding Jay, Maine. The first white people were brought to this area in 1690 as Indian prisoners captured from towns along the Maine coast. Actual settlement of the township, however, didn't begin until the 1780's. The Act of Incorporation was dated February 26, 1795 and was signed by the Governor of the Commonwealth of Massachusetts, Samuel Adams. The township was named Jay in honor of patriot and statesman, John Jay, the first Chief Justice of the United States.

The first men to come to Jay built on the hills surrounding the fertile flood plains of the Androscoggin River. From these heights, which gave them protection from Indian raiding parties, they looked out across the lakes, rolling hills, and mountains that have fostered, through the years, an intimate bond between man and nature. Many of the substantial dwellings built by the early settlers are still standing.

The old Tavern which once stood on a Jay Hill was for a long time the most significant structure to survive from Jay's early history. Built in the early 1790's and added to during the early 1800's, the Tavern was a local landmark well into the 1900's. A stagecoach stop and the first post office, the Tavern was the center of community life and activity. Framed with hand hewn timbers and secured with pegs and hand-wrought nails, the Tavern boasted its large common room, large kitchen, tap room, and upstairs ballroom.

The home of Leroy Crafts, presently the Jay Historical Society home, on Jay Hill was built in the 1820's and is one of the oldest houses in Town.

The home of Captain Edward Richardson, which stands on Cow Hill, is the oldest frame house in Jay. In addition to being a minuteman at Concord and a leader in the Continental Army, Captain Richardson rode Paul Revere across the Charles River during that telling night in 1776.

The brick house along the road leading from Jay Hill to North Jay was built by Isaac West, a soldier during the Revolution.

The home of Ebenezer Keyes, whose family greatly contributed to the building of North Jay and opened its first general store, was built in the early 1800's.

The Niles family built a homestead near the quarries at North Jay in the 1820's. These and other buildings were built as the Town grew.

In Jay, activity along the Androscoggin started at the old Jay Bridge where a corporation known as the Jay Bridge Corporation was formed. A toll was charged to pay for the bridge.

⁷1971 Jay Comprehensive Plan

Also, near the old Jay Bridge, a canning factory flourished by using the corn, squash, and apples grown throughout the Valley.

In 1873, a long lumber stream mill was erected above Jay Village. This mill burned in 1884 and was replaced by the Jay Wood Turning Company in 1907. At one time, this mill employed 175 people.

Downstream, the settlement at Chisholm was nourished with the building and opening of the Otis Falls Mill which at the time was the largest groundwood mill in Maine. As the Mill expanded, so did Chisholm. The operation was further expanded to the point that another pulp mill was built upstream where it gave birth to the settlement of Riley.

Above the old Jay Bridge and Jay Hill, the village at North Jay grew and prospered during the early 1800's as the result of white granite quarried from the surrounding hills. Stone was initially quarried for local purposes only. One of the first operations was known as the Maine Central Quarry. This was followed in 1884 by the North Jay Granite Co. Other quarrying operations took place at the Bryant and Saunders Quarry. Granite from North Jay was used for Grant's Tomb, the Public Library in Farmington, the State Capital Building of Wisconsin, and many other famous monuments.

During the 20th century Jay has grown steadily. In 1963, the International Paper Company built a new complex in Riley costing approximately 55 million dollars. The new mill has a large water treatment plant capable of handling 18 million gallons of waste each day as well.

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. Historic sites are those sites which occurred after written records began.

In this area of Maine, archaeological sites are most commonly found within 50 yards of an existing or former shoreline. These areas provided good locations for boat access and camp locations. Although some 4,500 archaeological sites have been identified in Maine, there may be an additional 12,000 sites to be discovered.

Pre-Historic Archaeological Sites

According the Maine Historic Preservation Commission (MHPC) there are nine sites in Jay. All of these sites are in upland locations on proposed power line routes. Map xxx indicates the general location of these sites. The MHPC recommends surveys of the Androscoggin River banks in order to determine their pre-historic significance.

Historic Archaeological Sites

The MHPC has not completed a professional survey for historic archaeological sites in Jay to date. Future fieldwork could focus on sites relating to the earliest European settlement of the Town beginning in the late 18th century.

The local Jay Historical Society is aware of several cellar holes on Jay Hill where the Town first settled in the 18th century.

Historic Buildings/Sites

Three sites are on the National Register of Historic Places: the Holmes-Crafts Homestead, the Jay-Niles Memorial Library and the North Jay Grange Store. Several buildings and sites have locally significant values and include the following:

Table HIS - 1

Historic Buildings and Sites Jay, Maine

Holmes-Crafts Homestead, Old North Jay Road, North Jay
North-Jay Grange Store, Route 17, North Jay
Jay-Niles Memorial Library, US 4, North Jay

CE: Jay Comprehensive Committee

1. Sawmill and grist mill dam and site on Mosquito Brook, built 1790
2. Gibbs Mill on Parker Brook in East Jay
3. Ole Jay Hill Tavern
4. Old Jay Hill Meeting House, built about 1800, now the Jay highway garage
5. Pound at the intersection of Old Jay Hill Road and Macomber Hill Road
6. Corn Shop at Jay
7. Water wheel tail race and foundation to Richmond's Island just above old cement bridge at Jay
8. Sawmill and novelty mill at Jay on river bank near the corn shop site
9. Largest Tamarac Tree in United States, located on the old Jesse Briggs' wood road between Lomie Rivers Road and Jay Village
10. The remains of the old dam of Look's Sawmill at North Jay
11. Old brick school house on Jay Hill and the Richardson Schoolhouse on the Crash Road
12. Location site of the first Methodist Church in Jay
13. New portion of the Jay Hill Cemetery, which was known as Powder House Hill, where the powder and balls were kept for the local militia, built early 1800's
14. Otis Mill
15. Bean's shingle and board mill located on the Canton Mt. Road
16. The little small quarries located just east of Jay Hill, near the MCRR, also near the old first sawmill where natives quarried foundation stone
17. Several large granite quarries at the Quarry Hill and Kyes Mt. in North Jay, several large buildings came from North Jay
18. The old blacksmith shop and jail in Jay village
19. The old tannery in North Jay near the fire station

Source: AVCOG, 1977 Historic Preservation Assessment

Jay Historical Society

The Jay Historical Society is an active group which meets once a month and maintains the Holmes-Crafts Homestead on Jay Hill. The society has a joint yard sale/museum viewing every August with the local fire department.

The society once maintained a picnic table on Jay Hill to afford the public a pull-off to enjoy the beautiful views. The picnic table was vandalized so often that the society was forced to close the privately donated area. The society would like to solve the problem of vandalism once and for all in order to return the picnic site on top of historic Jay Hill.

Conclusions

- 1) Local regulations do not provide protection to the historic structures, nor other unidentified structures in Town.
- 2) Additional inventory work should be conducted to identify other historic structures or archaeological resources in Town.

FISCAL CAPACITY

Introduction

A community's fiscal capacity refers to its ability to meet current and future needs through public expenditures. As Jay continues to develop over the next ten years, demands will be placed upon its fiscal capacity to provide various Town services. These services could include new or improved roads, educational facilities, public water and sewer facilities or recreation areas. The Plan will make various recommendations requiring public investment. These recommendations must be considered in light of Jay's fiscal capacity.

Table F-1

**Revenue Sources
Jay, 1993**

Category	1989	1990	1991	1992	1993
Local Valuation	617,977,370	615,090,025	629,682,020	642,705,730	686,490,290
Mill Rate	.105	.012	.0135	.015	.0143
Property Taxes	6,488,762	7,381,080	8,796,718	10,012,564	10,191,911
Other Revenue	1,343,639	1,465,355	1,678,165	1,063,093	812,796
Source: Jay Town Records					

Table F-1 shows that the Town's local valuation has only increased by 9.98% from 1989 to 1993. The mill rate has remained relatively constant fluctuating between ten and a half mils in 1989 to fourteen and a third mils in 1993. These figures indicate that the Town of Jay has not reevaluated their property in over five years, yet they have been able to keep taxes in sink with local spending.

The "other revenue" category includes all other sources of revenue for the Town such as excise tax, licenses, planning board fees, charges for copies, sale of tax acquired property, investment interest and Emergency Management Assistance reimbursements. Other sources of significant revenue are listed in Table F-2.

Table F-2

**Other Significant Revenue
Jay, 1993**

Category	1989	1990	1991	1992	1993
Excise Tax	349,170	353,084	332,729	342,241	375,136
Revenue Sharing	237,630	295,516	232,773	181,085	270,345
Total	586,800	648,600	565,502	523,326	645,481
Source: Jay Town Records					

Excise taxes have increased 6.9 percent over the five year period from 1989 to 1993. A slight reduction (6%) of excise tax revenue occurred in 1991, the only year with a reduction. Revenue sharing fluctuated throughout the five year period with a 27 percent decrease in 1991, and a 28 percent decrease in 1992. This trend will likely continue.

Expenditures

Table F-3 lists significant Town operating expenditures by Town department, education, expenditure and capital equipment expenditures.

Table F-3

**Significant Expenditures
Jay, 1993**

Category	1989	1990	1991	1992	1993	Total % Change 1989-93	% Change Per Year 1989-93
General Government	291,550	353,248	312,466	311,536	333,925	14.5	2.9
Protection ¹	772,014	995,215	869,043	979,878	1,000,295	29.5	5.9
Health & Sanitation ²	517,001	641,729	452,606	1,362,484	1,357,783	62	12.4
Highways & Bridges ³	1,013,617	1,019,715	852,780	963,037	946,163	-6.6	-1.32
Welfare	8,861	17,116	23,829	8,614	6,236	-29	-5.8
Education	3,861,298	4,642,993	5,669,927	5,724,685	5,555,684	43	8.6
Leisure Services ⁴	93,803	101,055	109,333	119,847	128,077	36	7.2
Employee Benefits	216,286	270,240	320,955	353,636	403,090	86	17.2
Special Assessments	100,000	1,067,835	606,130	611,346	599,592	499	99.8
Debt Service	210,563	230,302	251,380	122,713	714,168	239	47.8
Unclassified ⁵	91,874	83,375	99,623	83,386	83,301	-9.3	-1.8
TOTAL	7,176,871	9,422,828	9,568,076	10,641,166	11,128,680	55	11
Source: Jay Town Records							

¹Includes fire, police, hydrants, street lights, insurance, civil emergency preparedness.

²Includes sewer maintenance, plumbing inspector, transfer station, landfill, ambulance service, and environmental protection.

³General roads, snow removal, paving, town garage, equipment fund.

⁴Includes library, recreation, snowmobile.

⁵Includes planning board, Christmas decoration, animal control, cemetery care, etc. Table F-3 shows that overall Town expenditures increased by fifty-five percent. Employee benefits increased at the greatest rate, 86%, and health and sanitation followed with an 62%

increase over the five year period.

Debt

Jay has no formal capital investment plan and does not engage in long term financing. According to the Town Manager, most capital improvements are integrated into the annual budget. For instance, the Town presently has a reserve fund for sewer and a new highway truck.

The Town's total outstanding debt is limited by State law to 15 percent of the Town's last full State valuation. This limit is reduced to 7 1/2 percent if the debt for schools, sewer, and airport, water and other special district purposes are excluded. Currently, Jay has a current outstanding debt of \$528,812, well below the 15 percent allowed by the State. Loans have paid for landfill closure, excavator, and the library addition. Future debt may include a \$7 million dollar school improvements (over half paid by the state), and a new salt and sand storage shed. The 1994 sewer study may indicate a need for a new treatment plant. All of these items should be included in a capital investment plan in order to estimate the future fiscal capacity for the next ten years.

Fiscal Capacity

Table F-4 and the accompanying graph on the following page provides the Town's fiscal capacity (revenues minus expenditures) for the years 1986 to 1990.

Future Fiscal Capacity

Jay's current fiscal capacity is strong. The Town's future capacity depends on the improvement of the economy. The success of International Paper and Otis Speciality will greatly effect the Town's future fiscal capacity as these companies contribute a large percentage of the tax base. Table F-5 demonstrates the effect of International Paper and Otis Speciality on Jay's tax revenues (assuming that the majority of personal property tax is associated with the mills). Jay has one of the highest percentages of total valuation from personal property tax and receives over seven million in tax dollars annually from tax revenues.

Conclusions

- 1) Jay receives over three quarters of its tax revenue from personal property.
- 2) Jay lacks a capital investment plan to plan for future fiscal needs.

FISCAL CAPACITY

Table F-4

Revenues and Expenditures, Jay, 1988-1993

CATEGORY	YEARS ENDED						% Change 88-93	Average % Change Per Year
	1988	1989	1990	1991	1992	1993		
VALUATION								
Land	30,467,145	27,942,752	28,462,300	28,489,365	28,990,120	29,319,840	-3.8%	-1.0%
Buildings	127,180,395	129,449,188	129,797,425	133,727,365	131,898,895	140,758,540	11.0%	2.0%
Personal Property	441,191,575	460,585,430	456,830,300	467,465,290	481,816,715	516,411,910	17.0%	3.0%
TOTAL	598,839,115	617,977,370	615,090,025	629,682,020	642,705,730	686,490,290	14.0%	2.0%
REVENUES								
Property Taxes								
Mill Rate	0.011	0.0105	0.012	0.0135	0.015	0.0143	30.0%	5.0%
Projected	6,587,230	6,488,762	7,381,080	8,463,244	9,670,120	9,816,774	49.0%	8.0%
Excise Tax	335,573	349,170	353,084	332,729	342,241	375,136	12.0%	2.0%
Revenue Sharing	122,382	267,630	295,516	232,773	181,085	270,345	120.0%	20.0%
Other Revenues	5,156	726,838	833,424	1,446,136	882,210	542,450	?	?
TOTAL	7,050,342	7,832,401	8,863,105	9,624,464	11,075,658	11,004,707	58.0%	10.0%
EXPENDITURES								
Municipal Oper. & Mgt.	2,368,063	1,970,397	2,447,381	3,106,351	4,331,126	4,454,065	88.0%	15.0%
School Approp.	3,828,489	4,168,286	4,494,008	4,946,637	5,616,339	5,751,552	50.0%	8.0%
County Tax	567,823	610,954	556,881	561,168	600,432	599,952	6.0%	1.0%
Overlay	105,388	102,862	103,410	136,219	142,899	133,091	26.0%	4.0%
TOTAL	6,859,764	6,852,499	7,601,680	8,750,375	10,690,079	10,938,661	60.0%	100.0%

EXCESS (DEFICIT)	91,848	979,901	1,261,424	1,724,507	384,860	66,046	?	?
-------------------------	--------	---------	-----------	-----------	---------	--------	---	---

Table F-5

	Jay	Wilton	Rumford	Farmington	Livermore Falls
Assessment	\$9,816,811	\$2,511,706	\$11,036,481	\$3,484,318	\$2,393,524
Personal Property Valuation	\$516,411,910	\$9,114,004	\$378,605,179	\$11,893,600	\$57,475,571
Personal valuation of personal property	75.22	7.62	65.18	5.05	36.02
Revenue from personal property	\$7,384,690	\$191,394	\$7,193,498	\$176,025	\$862,134

LAND USE

Introduction

This Chapter of the Comprehensive Plan will provide information concerning the amount of land devoted to different types of land use activities, examine land use trends or the changes in land use patterns that have taken place over time, and define future land use patterns.

Jay has a land area of approximately 50 square miles or 32,000 acres. Of this total, approximately 500 acres is comprised of surface water including Parker Pond, the Androscoggin River, and Seven Mile Stream. As with most Maine communities, the majority of land is forested at various stages of maturity. Numerous scenic vistas are also afforded throughout the Town.

Jay includes numerous types of land uses within its borders. A Downtown/Village Area (Chisholm) located near the Jay/Livermore Town Line on Route 4/17 with the Androscoggin River forming the west side of the Village. Land Use in the Village is comprised of residential, commercial, and industrial. Industrial development is also present at the International Paper Company Mill in the Village of Riley, northwest of Chisholm. The Jay Hill area has both compact commercial and residential development. North Jay, the smallest traditional village area, has experienced considerable residential development in the past two decades.

The Town currently has no town-wide zoning which establishes development regulations. Ordinances presently include subdivision, shoreland zoning, and Environmental Control and Improvement. The subdivision ordinance requires a 20,000 square foot lot size if not served by public water or sewer and 14,400 square foot lot size for lots served by sewer and water. The Environmental Control and Improvement Ordinance was adopted in the spring of 1988. This ordinance, in addition to subdivision review standards, includes highly technical provisions relating to point source pollutant discharges to surface waters emissions of air contaminants into the ambient air of the Town of Jay and solid waste disposal facilities.

Land Use

In 1981, an assessment of land use category was accomplished by the Androscoggin Valley Council of Governments (AVCOG) in conjunction with the Environmental Protection Agency. The assessment was based on high altitude, aerial photography flown in 1977. Table I is a synopsis of the information developed for the Town of Jay in 1977 and estimated acres of land use for 1994.

Residential

Jay contains several residential development patterns which include: traditional compact residential; new compact residential; and scattered residential. Each of these residential development types reflect particular characteristics.

Traditional compact residential development is located in the Village of Chisholm. Here historic residential development is centered and developed around the early pulp and paper mills established in the late 1880s. This area which is approximately 100 acres in size contains traditional two and three story mill worker housing with a density of more than five dwelling units per acre. The availability of public water and sewer in Chisholm Village allows for such compact residential development. Chisholm is adjacent to the Livermore Falls compact residential area and together form a residential area of approximately 225 acres.

A second much smaller traditional compact residential area is found in North Jay. This area of approximately 25 acres is served by public water and sewer with individual lot sizes of less than 20,000 square feet.

The availability of public water and sewer and lot size requirements contained in the Town's subdivision ordinance has allowed the development of the second residential type, compact subdivision. These residential areas were developed over the last 30 years and have a density of two to three single family dwellings per acre. They are located in Jay Village, Jay Hill and North Jay and comprise more than 500 individual lots.

Scattered residential development adjacent to existing town roads has accounted for much of the recent residential development. This pattern of development is evident adjacent to the Davenport Hill Road, Old Jay Road, Warren Hill Road, Hyde Road and East Jay Road. While local ordinances set a minimum lot size of 20,000 square feet in areas not served by public water or sewer, the majority of the scattered residential lots exceeds the 20,000 square foot requirement. This development type has altered the rural areas of Jay and taken place away from the core of the community.

As can be seen from Table LU-1, residential development covers approximately five percent of Jay's land area.

Table LU-1

Land Use by General Category

	1977	1977	1994	1994
Land Use Category	Acreage	% of Total	Acreage	% of Total
Residential	941	3.0	1,500	4.7
Commercial/Services/Institutional/Mixed Urban	177	0.6	250	7.8
Industrial & Utilities	309	1.0	350	1.1
Agriculture	3,308	10.4	3,000	9.4
Undeveloped	26,611	83.3	24,000	75.3
Water	544	1.7	544	1.7
TOTAL	31,900	---	31,900	---

Source: AVCOG

Commercial

Historically, commercial and service land use activities were established within or adjacent to a community's major residential areas. This historic commercial land use pattern is evident in Chisholm where small retail and service business are located along the Main Street or Route 4. For the most part, on-street parking serves the business. Because of existing development patterns and natural constraints, limited potential exists for additional commercial development in Chisholm.

The North Jay Village also exhibits traditional commercial development although at a smaller scale of that in Chisholm.

Over the last 30 years, new commercial development has been drawn to the Route 4 corridor due to land availability, off-street parking and traffic volumes. The development of the Jay shopping center near the intersection of Routes 4 and 140 in the early 1980s has drawn additional commercial development to the Jay Village area. The majority of these businesses are accessed by Route 4. A second area of commercial growth has occurred from the North Jay Village to the Jay/Wilton town line adjacent to Route 4.

In addition to the commercial land use within the Route 4 corridor, other commercial uses are found adjacent to Routes 133 and 17. Home occupations are found through the Town.

Industrial

Jay contains the greatest amount of land devoted to industrial purposes of any community in Franklin County. The Otis Specialty Paper Mill in Chisholm and the International Paper Company Mill in Riley cover more than 300 acres of land area in total.

Public

The major land uses in Jay considered public are the school complex in Jay Village, the Spruce Mountain Ski Area, the former rail road bed, the Town Office, fire stations in Jay Village and North Jay, and the library.

Agricultural

There are approximately 3,000 acres of land devoted to agricultural land use in Jay. These areas are devoted to orchards, hayland and pastures. Over the past 20 years agricultural land use has decreased due to decline in the dairy industry, fields left idle and the conversion of farm land to residential uses. While there are fields found throughout Town, significant locations of agricultural land use exist in the Morse Hill Road, Cow Hill Road, Charles Farrington Road, Plaisted Road, and Routes 133 and 156 areas.

In 1988, Franklin County had 229 farms with the average farm size of 190 acres. The primary agricultural products in the county are dairy, beef, apples and vegetables. Jay currently has four apple orchards, three dairy operations and at least six farms whose primary product is hay.

Forest Land

As in the case with most Maine communities, forested land occupies the majority of the land in Jay. Approximately 70 percent or 23,000 acres is forested. Most sites are fairly well stocked with commercial size trees. Forests are generally characterized by a mixture of hardwood species on the better drained sites and softwood in more poorly drained sites.

These forest are owned by a variety of private land owners with a variety of objectives. Only a small amount, 2,800 acres, is registered under the Tree Growth Program. While many factors may contribute to the small amount of forest land registered, the Town's comparatively low property tax rate is a significant factor.

Land Use Trends

Over the past 20 years, development and land use trends in Jay have reached out of the three traditional village areas and expanded along the Route 4 corridor and into the more rural areas of the community. This is due in part to limited land for development in the Chisholm and North Jay areas. Residential development in the rural portions of Town, particularly adjacent to existing Town roads, has changed the character of these areas.

It is expected over the ten-year planning period that single lot residential development will continue along Town roads. A demand will continue for highway orientated commercial use adjacent to the major travel corridors.

Conclusions

- 1) Commercial development that has occurred adjacent to Route 4 conflicts with its role as major traffic arterial.
- 2) The Town lacks designated areas for manufacturing uses.
- 3) The intermixing of conflicting land uses has occurred.
- 4) Scattered residential development adjacent to existing Town roads is changing the character of rural areas.
- 5) Residential development on and adjacent to agricultural land may conflict or eliminate farming.

☆ This Comprehensive Plan is dedicated to
Clarence Fletcher, a hard working
Comprehensive Plan Committee member. ☆

**JAY COMPREHENSIVE PLAN
COMMITTEE MEMBERS**

- ☆ Parker Kinney, Chairman ☆
- ☆ Bernard Boivin ☆
- ☆ Larry Coffren ☆
- ☆ Rick Cormier ☆
- ☆ Clarence Fletcher ☆
- ☆ Mike Fournier ☆
- ☆ Jean Gilbert ☆
- ☆ Mike Houlihan ☆
- ☆ Al Landry ☆
- ☆ Kurt Libby ☆
- ☆ Gary McGrane ☆
- ☆ Dana Morse ☆
- ☆ Bert Plante ☆
- ☆ Don Quirrion ☆
- ☆ Maynard Veinotte ☆

TOWN OF JAY STUDENTS

- ☆ Melissa Allen ☆
- ☆ Ortencia Arellano ☆
- ☆ Mary Blais ☆
- ☆ Katie Couture ☆
- ☆ Abigail Densmore ☆
- ☆ Darleen DiGiuseppe ☆
- ☆ Terry Dube ☆
- ☆ Robin Farrar ☆
- ☆ Meghan Hamilton ☆
- ☆ Kurt Libby ☆
- ☆ Jessica Morin ☆
- ☆ Matthew Smith ☆
- ☆ Victor Fernandez II ☆
- ☆ Fred Blonder, Teacher ☆

☆ **Sixth Grade Students**
at
Jay Middle School ☆

JAY
COMPREHENSIVE
PLAN

June 1996

PREPARED BY THE
JAY COMPREHENSIVE PLAN COMMITTEE

ASSISTED BY
ANDROSCOGGIN VALLEY COUNCIL OF GOVERNMENTS

PUBLIC INVOLVEMENT IN THE COMPREHENSIVE PLAN

The Jay Comprehensive Plan Committee has involved all Jay citizens in their planning process. In May 1994, sixth graders at Jay Middle School drew pictures of their vision for Jay's future. These ideas have been discussed at Comprehensive Plan Committee meetings. In February 1996, AVCOG planner Theresa Oleksiw visited the sixth grade and discussed the comprehensive planning process and elements of the plan. Students worked on mock future land use plans then discussed the merits of planning and land use districts. The students chose a chapter of the comprehensive plan, and through their art work, created cover pages to introduce each plan element.

In the Spring of 1995, the Comprehensive Plan Committee held six public informational meetings. An average of 12 people attended each meeting. Persons gave valuable input into the Plan which committee members used to incorporate community values and opinions into the Plan.

In the Spring of 1996, a group of volunteer high school students, led by the Jay High School gifted and talented teacher, Fred Blonder, met bi-monthly to put together a summary of the comprehensive plan. Students reviewed the Comprehensive Plan then wrote articles which summarized sections of the plan. The students then worked with their art and graphics teachers to put together a newspaper of the Comprehensive Plan. The newspaper was distributed to all Jay residents in Spring 1996.

Informational meetings with special interest groups (such as Jay Firemen, Rotary Club, Teachers Organization, Historical Society, and the Jay Chamber of Commerce) will occur in the Spring 1996.