COMPREHENSIVE PLAN FOR WAYNE, MAINE

Draft submitted for State Review 3/10/16

Submitted by:

Town of Wayne
Selectboard and
Comprehensive Planning Committee

Draft 5/26/16

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VISION STATEMENT

In the future, Wayne will still be a small town that most people live in because of its natural and social environments, rather than for local employment. There may be an increase in the percentage of people who work from home, but the locations of job possibilities are not expected to change very much. There will be a stable tax base supported mostly by the homes and second homes of residents and visitors.

Municipal officials, staff, and individuals will support programs and policies that will continue to have a positive impact on the future of Wayne's water quality and therefore its economic base.

Demand from local, regional, and state-wide markets will continue to grow and support farming and jobs in Wayne. Similarly, increased management of timberlands for local consumption of wood and value-added wood products may create new opportunities and challenges for Wayne. Through thoughtful planning, the Town will accommodate growth while conserving the Town's natural assets, natural resource-based economies, and rural character.

The Town will profile the Village's historic assets and at the same time will explore appropriate development opportunities to enhance the community, in particular opportunities for senior housing, walkability and safety within the Village and around town restaurants, and bed and breakfast establishments.

There will continue to be a strong sense of community. This will be easier and more natural if the Wayne Elementary School remains open. Wayne people will continue to help their neighbors in times of need. There will be social networks for young and old and those in between. These networks will continue to help attract and retain families and bring the community closer together. These will still include good schools, library services, outdoor recreation, social organizations, and community gathering buildings for social interaction.

There will be undeveloped areas consisting of large tracts of open space that help maintain water quality, scenic views, wildlife habitats, and other related assets that residents enjoy.

Community and public buildings and facilities, including roads, bridges and dams, the Ladd Center, the Fire Departments buildings, the Town Office, the Library, Town historical buildings, the Church and the AYC will have been maintained to retain their function, and service life. There will be public access to water bodies for recreational use.

PUBLIC PARTICIPATION SUMMARY

The Board of Selectmen has tried to make this Comprehensive Plan process as inclusive as possible.

The Comprehensive Plan Committee was formed by the Board of Selectmen in March 2013. The Board of Selectmen appointed representatives from several local planning and land-use committees: (one) Planning Board, (one) Board of Appeals, (one) Conservation Commission, (one) Selectboard and (three) at large representatives.

The Committee met monthly throughout between March 2013 and December 2014. Early in the process, the Committee sought advice from the State Planning Office.

In June 2013, the Committee met with a number of representatives from the following agencies to discuss natural resources:

- Kennebec Land Trust (KLT)
- Androscoggin Lake Improvement Corporation (ALIC)
- 30-Mile River Watershed
- Friends of Cobbossee Watershed
- Cobbossee Watershed District (CWD)

In July 2013, the Committee met with the following agencies to discuss public services and facilities:

- Cary Memorial Library
- Ladd Recreation Center
- Fire Department
- Road Commissioner
- Town Manager
- Readfield Transfer Station Manager

In August 2013, the Committee met with representatives from the RSU #38 School District to discuss school enrollment and services.

In August 2014, the Committee held a public forum seeking comments from year around residents and summer residents on a set of draft Goals and Strategies.

In November 2014, the Committee held a public forum seeking comments on early draft of the Comprehensive Plan narrative.

The Comprehensive Planning Committee used a variety of forms of media to advertise meetings and public hearings. Early in the process, the Town created a Comprehensive Plan Committee website with a number of links to useful resources. We regularly posted notices around town at the Town Office, General Store, Post Office and North Wayne Building. Finally we kept the Selectboard informed of our progress on a regular basis and published occasional articles in the Wayne Messenger.

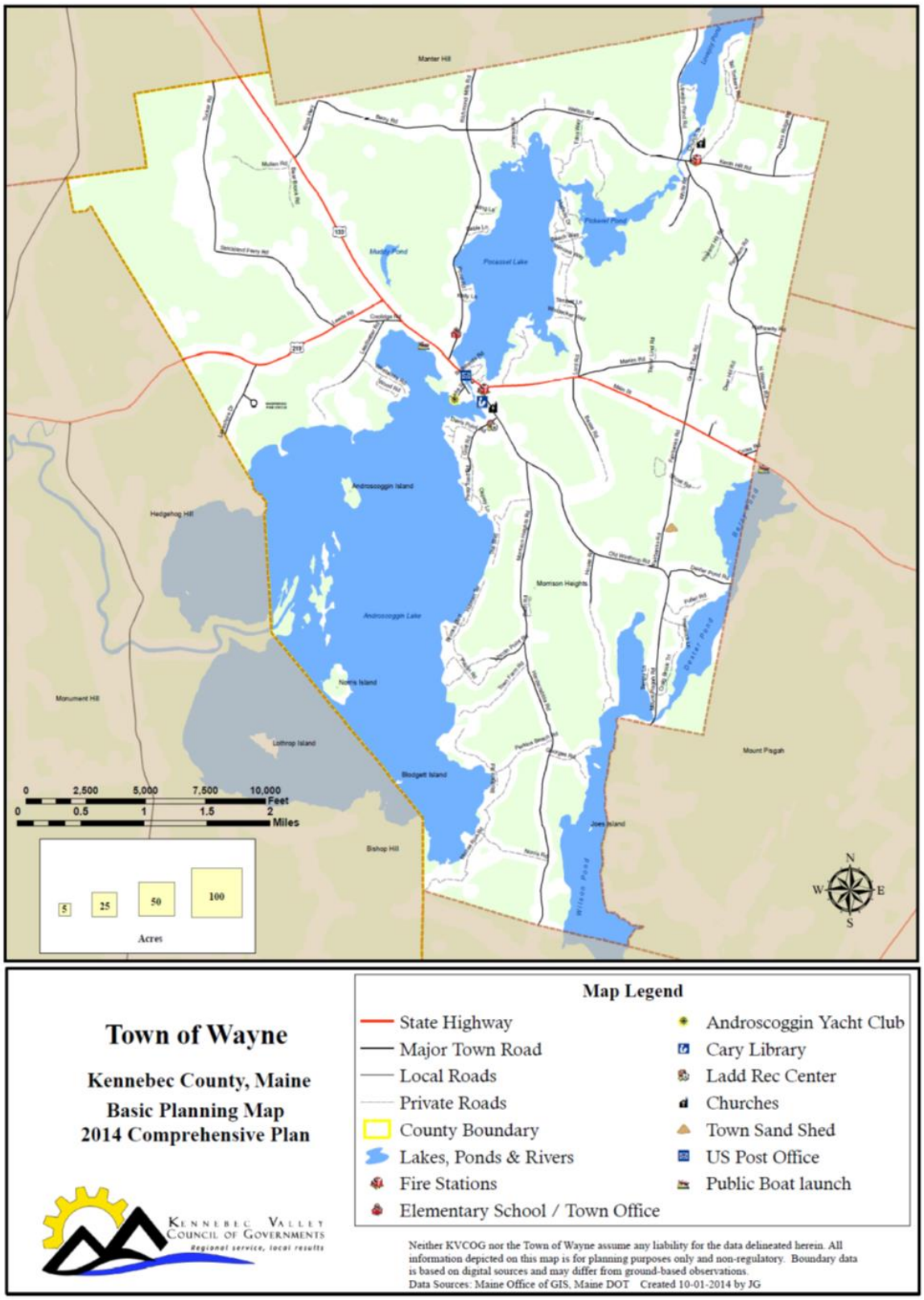
COMPREHENSIVE PLANNING COMMITTEE

1. Theresa Kerchner, Co-Chair
2. Lloyd Irland, Co-Chair
3. Teco Brown
4. Dave Petell
5. Anne Huntington
6. Steve Saunders
7. Steve McLaughlin
8. Bruce Mercier

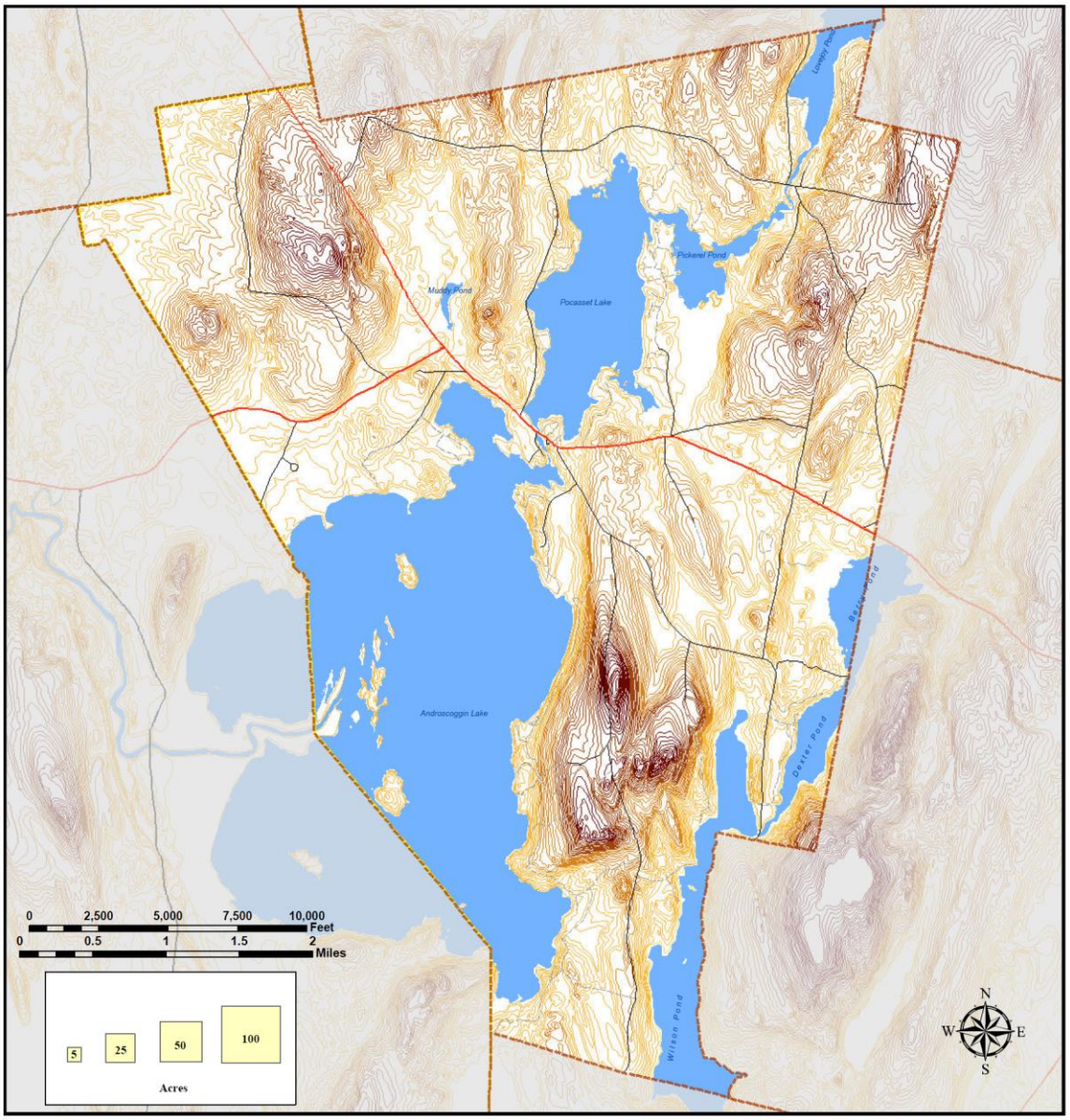
Committee Staff

1. Ken Pratt, Code Enforcement Officer
2. Aaron Chrostowsky, Town Manager

Map 0-1. Town of Wayne, Maine



Map 0-2. Wayne Topography



Town of Wayne

Kennebec County, Maine

Topograhic Map
2014 Comprehensive Plan

Kennebec Valley Council of Governments
Regional service, local results

Map Legend
- State Highway
- Major Town Road
- Local Roads
- Private Roads
- County Boundary
- Lakes, Ponds & Rivers

Neither KVCOG nor the Town of Wayne assume any liability for the data delineated herein. All information depicted on this map is for planning purposes only and non-regulatory. Boundary data is based on digital sources and may differ from ground-based observations.
Data Sources: Maine Office of GIS, Maine DOT Created 10-01-2014 by JG

1. INTRODUCTION

The Comprehensive Plan is a framework for identifying issues to be addressed. Periodic revisions are required under state law, and it is needed to qualify for various sorts of grants. This proposal revises an existing Plan in place since 2001. A Committee appointed by the Select Board has been at work on revisions for more than two years.

A detailed summary of the Proposed Plan is on the Town Website.

The Proposed Plan continues many policies already in place. It adds provisions for implementation, status reporting, and amendment to ensure that is an active guide to management and a useful provision for continuity as Town officials change. It also proposes a few new initiatives. The Plan is based on a generally shared assumption that growth in population and residential development in Wayne will be slow. Given this perception, and improved knowledge since the last Plan, it is clear that actions to protect water quality, public health, and ensure sound land use will need to focus more closely on existing subdivided lands and existing development, and grandfathered lots and activities, since most new development is well controlled. The Committee concluded that the Town's rules and policies are generally sound, and that compliance by property owners and enforcement need improvement.

Adopting the Plan itself cannot enact changes or additions to the Zoning Ordinance. Many of the important new ideas in the Plan require further work to specify details, and will require action by the Select Board and Town Meeting before taking effect. The Plan only initiates discussion, drafting, hearings, and action by the Town in the usual way.

The Plan proposes actions in five separate areas of Town government:

1. **Public Facilities**

   Maintain Wayne's public facilities and services, and make needed improvements where feasible.

2. **Municipal Finances**

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

3. **Local Economy**

   Promote, attract, retain, and support the growth and potentially incentivize small businesses that strengthen our existing niches or economic clusters in the Winthrop Lakes regional economy. Examples include agriculture (farms, orchards, vineyards, forestry), recreation (campgrounds, summer camps, golf courses, boating, sailing, kayaking, swimming, hiking) and creative economy (pottery, music, painting, photography, woodworking and antiques). Maximize economic potential while capitalizing on and maintaining the Town's unique rural, natural and historic character.

4. **Natural Resources**

   Protect wetlands and sensitive areas; improve "housekeeping" on existing sources of erosion; support working lands; continue to refine provisions for environmental aspects of land use; address public health concerns.

5. **Land Use**

   Provide for orderly growth and development in appropriate areas of the community.

   Protect the rural, small town character of Wayne.

   This will be addressed through continuing improvements and updates to the Town's effective Zoning Ordinance, setting a target for retention of 15% of the developable land area as open space; and by promoting working lands such as farming and forest management. In addition, improved policies regulating driveways on major roads and management of Town roads will be proposed.

What are the Important New Proposals?

The Vision and Goals summary list numerous provisions, most of which continue or elaborate on existing policy. A few specific items are noteworthy, compared to the existing Plan, and will be of interest to many residents:

- Advocacy for retaining the Elementary School.
- The upcoming need for a new firehouse capable of housing modern fire engines.
- A list of proposals designed to foster improvements to the Village area.
- Proposal for an environmental audit of the Village area.
- An emphasis on refining and enforcing rules in existence instead of adopting new ones.
- More active approaches to regulating driveways on major roads; for the maintenance of Town roads; and for landowner/private road association maintenance of private roads.
- Proposal to develop a septic system ordinance applicable to the Shoreland Zone.
- A proposed target for 15% of remaining developable land to be in conservation status (~1,000 acres)
- Proposal for an Open Space and Outdoor Recreation plan.
- Specific provisions for implementation and monitoring of actions proposed under the Plan.

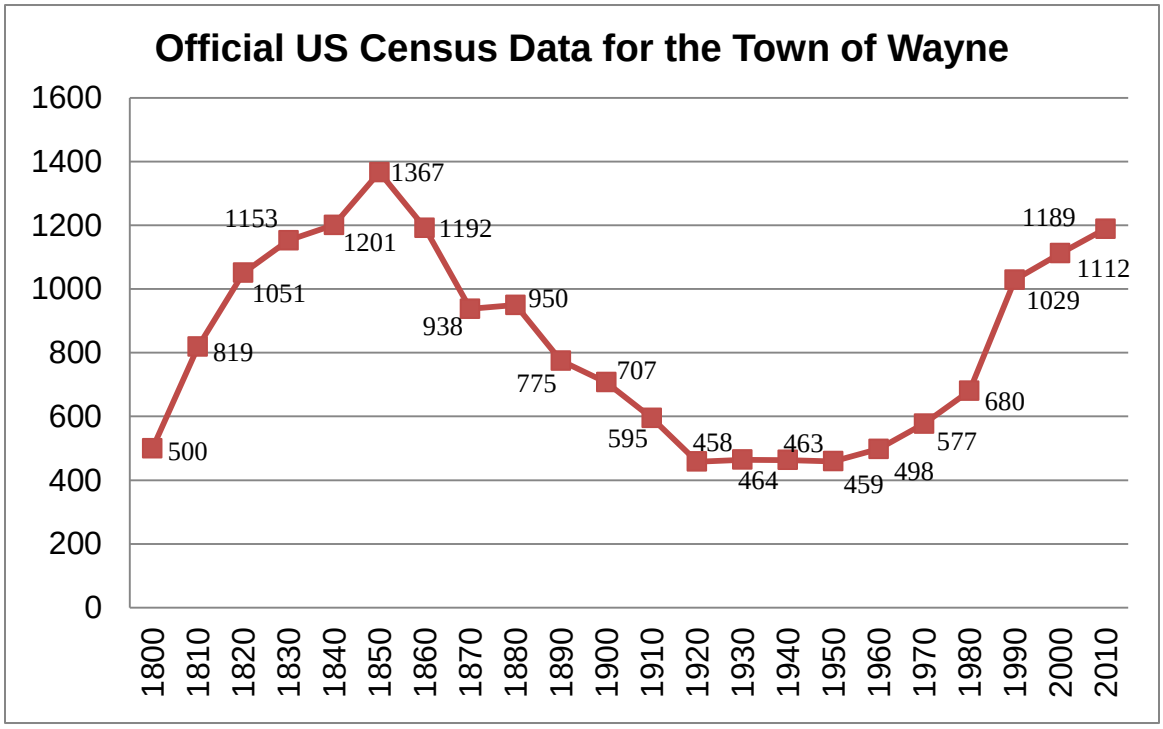
2. POPULATION AND HOUSING

One of the most fundamental aspects of this Comprehensive Plan is the Town's population, how that population has grown, and how it is projected to grow in the future.

Historical Trends

The Town of Wayne has experienced substantial growth rates from 1970 through 1990. However, growth rates seem to have slowed down between 2000 and 2010. Wayne has almost recovered from the decline in population from 1850 to 1920 (smallest population on record for Wayne: 458 in 1920).

Figure 2-1



For data, see appendix to this chapter.

Factors contributing to Wayne's growth between 1970 and 2010 include the national trend to migrate from urban to rural areas, the proximity of Wayne to Lewiston/ Auburn and Augusta, and the attractive lakes in Wayne.

State data from the Department of Human Services enable us to see more recent trends. Since 2010, Wayne's population has declined by 13 people.

Natural Increase vs. Migration

Wayne saw the largest increase in population growth during the 1990's. Most of Wayne's population growth during the 1990's can be attributed to in-migration. Between 1990 and 2000, the Town's year-round population grew by 349 people. According to vital statistics records on file with the State Department of Health and Human Services, there were 95 births and 86 deaths during this period, for a net natural increase of nine people. The natural increase accounted for only about three percent of the Town's growth. The rest (a gain of 340 people) was the result of net migration (152 more people moved in than moved out).

More recently however, the picture has shifted. According to the State's DHHS data, from 2000 to 2013, Wayne gained 69 people or 5 per year. This would be the equivalent of one large family each year. How much of this is due to the overall economy, and how much to factors specific to the community is difficult to judge.

Reflecting an aging population, births in Wayne fell from an average of 7.9 per year in 1993-2000, to 6.8 from 2001-2014. Deaths averaged 8.5 and 9.1 per year in the respective subperiods.

Comparative Population Change

Wayne grew at about the same rate as most of the surrounding towns during the last six decades (1960-2010), as shown in Table 2-1, but at a faster rate than Kennebec County and the State of Maine.

Table 2-1. Comparative Population Change, 1970 to 2000

	1960	**1970**	**1980**	**1990**	**2000**	**2010**	**Percent Change 1960-10**
Wayne	**498**	**577**	**680**	**1029**	**1,112**	**1,189**	**+139**
Fayette	328	447	812	855	1,040	1,140	+248
Leeds	807	1,031	1,463	1,669	2,001	2,326	+188
Livermore Falls	3,343	3,450	3,572	3,455	3,227	3,187	-5
Manchester	1,068	1,331	1,949	2,099	2,465	2,580	+142
Monmouth	1,884	2,062	2,888	3,353	3,785	4,104	+118
Mount Vernon	596	680	1,021	1,362	1,524	1,640	+175
Readfield	1,029	1,258	1,943	2,033	2,360	2,598	+152
Winthrop	3,537	4,335	5,889	5,968	6,232	6,092	+72
Kennebec Co.	89,150	95,247	109,889	115,904	117,114	122,151	+37
Maine	969,265	993,722	1,125,043	1,127,928	1,274,923	1,328,613	+37

Source: US Census, 1960 1970, 1980, 1990, 2000, 2010.

Age Distribution

Table 2-2 contains a summary of age distribution for Wayne, a number of adjacent communities, Kennebec County and the State for 2010. Wayne's age distribution seems to be similar to all the jurisdictions sampled, in that the largest age group is the "45-64" category. Wayne has the oldest median age of all jurisdictions sampled, six years older than the state average.

Table 2-2. Population by Age Category, by Percent, 2010

	Under 5	5 to 17	18-44	45-64	65 +	Median
Wayne	4	15	23	41	17	49.1
Fayette	4	14	26	41	15	48.0
Leeds	6	17	33	33	11	41.3
Livermore Falls	7	19	33	26	15	38.1
Manchester	5	18	26	35	16	46.2
Monmouth	5	18	31	34	12	42.0
Mount Vernon	5	15	29	36	15	45.7
Readfield	5	19	29	35	12	43.4
Winthrop	5	15	28	34	17	46.0
Kennebec County	5	16	32	31	16	42.8
Maine	5	15	33	31	16	42.7

Source: US Census.

Table 2-3 provides an overview of how the Town's population changed during the 2000-2010 decade. The changes are quite dramatic. There was a 63% increase in the "under 5" category, a 42 percent increase in the "45-64" category, and a 22% decrease in the "5-17" category. If these numbers are sound, we can expect increases in elementary school populations very soon. In fact, kindergarten enrollments at WES have increased significantly since 2008. See further discussion in Public Services section below.

Table 2-3. Wayne Population Growth by Age Category, 2000-2010

	Number			Percent		
	2000	**2010**	**Change 2000-2010**	**2000**	**2010**	**Change 2000-2010**
Under 5	30	49	+19	3%	4%	+63%
5-17	231	181	-50	21%	15%	-22%
18-44	327	277	-50	29%	23%	-15%
45-64	340	484	+144	31%	41%	+42%
65 and over	184	198	+14	16%	17%	+8%
Total	**1,112**	**1,189**	**+77**	**100%**	**100%**	**+7%**

Source: US Census, 2000, 2010.

The 2011, the American Community Survey estimated the following demographic indicators:

Males per 100 females	94.4
Old-age dependency ratio	36.1%
Child dependency ratio	22.2%

Household Size

The average household size in Wayne (2.31 in 2010) has been declining since 1990, as it has in Kennebec County, the State of Maine and nearby comparison communities (see Table 2-4). In general, as the town ages its children and young adults leave Wayne. In general, a higher number of persons per household reflects a higher percentage of school age children in the general population.

Table 2-4. Comparative Household Size, 1990-2010

	1990	2000	2010	1990-2010 Percent Change
Wayne	**2.61**	**2.39**	**2.31**	**-11.49**
Fayette	2.78	2.49	2.32	-16.55
Leeds	2.96	2.72	2.60	-12.16
Livermore Falls	2.52	2.39	2.41	-4.37
Manchester	2.61	2.52	2.47	-5.36
Monmouth	2.83	2.63	2.59	-8.48
Mount Vernon	2.72	2.52	2.37	-12.87
Readfield	2.82	2.72	2.56	-9.22
Winthrop	2.61	2.42	2.31	-11.49
Kennebec Co.	2.55	2.38	2.32	-9.02
Maine	2.56	2.39	2.32	-9.38

Source: US Census, 1990-2010.

Household Type

Table 2-5 contains a summary of households by type for Wayne and the State of Maine, as shown in the 2010 Census. Wayne has a higher percentage of family households (69.6%) than the State (62.9%), as well as married couple families (58.9% vs. 48.5%). Conversely, the Town has a lower percentage of female householders (6.8% vs. 10%), non-family households (30.4% vs. 37.1%) and householders 65 years and over living alone (9.9% vs. 11.3%). There are no persons in Wayne reported to be in group quarters.

Table 2-5. Household by Type 2010

	Wayne		Maine	
	Number	**Percent**	**Number**	**Percent**
All Households	514	100	557,219	100
Family Households	358	69.6	350,621	62.9
Married couple, families	303	58.9	270,088	48.5
Female householder, no male	35	6.8	55,448	10.0
Non-Family Households	156	30.4	206,598	37.1
Householder living alone	124	24.1	159,533	28.6
Householder 65+ living alone	51	9.9	62,937	11.3
Persons in Households	1189	100	1,292,816	97.3
Persons in Group Quarters	0	0	35,545	2.7
Institutionalized	0	0	12,409	0.9
Other	0	0	23,136	1.7

Source: US Census, 2010.

Housing Units

The 2010 Census counted 847 housing units (includes all occupied and unoccupied structures) in Wayne, of which 471 were occupied year-round. This suggests 2.2 people per occupied unit. Fully 52% of the occupied homes had 3 or more bedrooms. Ninety-one percent of the units are in single family dwellings. There were an additional 376 vacant units. These are likely the seasonal properties. The seasonal population on peak weekends could easily exceed 3,000 people, or three times the town's permanent population. This is roughly consistent with state data on taxable retail sales in town (see Municipal finances chapter). Interestingly, 106 of the occupied units are heated with wood. Only 51 of the units were renter-occupied in 2010.

Only 10% of the housing stock was built since 2000; 46% was built 1970-1999, 19% 1950-69, and 25% before 1949. The population appears fairly stable: 60% of the occupied units were moved into by 1999 or earlier.

In Wayne, the connection between population growth and construction is loose. Over the 2001-2013 years, 95 residential units were permitted, but the population only increased by 64 people. Changes in use of seasonal homes – conversions to and from year-round rentals or between owner occupancy year-round and seasonal use – may explain part of this difference. Changing sizes of households as young people move in or move away is also a factor.

Population Projections

The State Planning Office (SPO) routinely releases population projections for every community in the State. As shown in Table 2-6, SPO projects continued, but slow population growth, between 2010 and 2030 for Wayne. This growth would average less than one person per year.

Table 2-6. Population Projections

	2010	2015	2020	2025	2030	Change 2010-2030	
						Number	Percent
Wayne	**1,189**	**1,195**	**1,202**	**1,205**	**1,204**	**+15**	**+1.26**
Fayette	1,140	1,158	1,176	1,191	1,201	+61	+5.35
Leeds	2,326	2,500	2,676	2,850	3,019	+693	+29.79
Livermore Falls	3,187	3,178	3,159	3,128	3,087	-100	-3.14
Manchester	2,580	2,566	2,553	2,535	2,506	-74	-2.87
Monmouth	4,104	4,144	4,188	4,222	4,239	-135	+3.29
Mount Vernon	1,640	1,653	1,666	1,675	1,677	+37	+2.26
Readfield	2,598	2,648	2,698	2,740	2,772	+174	+6.70
Winthrop	6,092	6,088	5,990	5,880	5,749	-343	-5.63
Kennebec Co.	122,151	121,674	121,085	120,238	118,930	-3,221	-2.64
Maine	1,328,613	1,329,823	1,331,607	1,330,821	1,325,751	-2,862	-0.22

Source: Maine State Planning Office (now, Office of Policy and Management).

Notes: The projected increase for Leeds seems anomalous.

Analysis

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans.

1. **Rate of population change.** Based on SPO's population projections, the rate of population growth is expected to be very slow: roughly one person per year to 2030. Rapid growth could challenge the Town's ability to provide services, protect its natural resources and the natural beauty of the community, while keeping taxes at a reasonable level.

2. **Fastest growing demographic groups.** No projections are available, but further aging is likely.

3. **Likely demand for services.** The Town should have sufficient capacity to accommodate the modest growth in its school age population. There are few services for the elderly in the community. Many of the Town's elderly are perhaps more self-sufficient than the statewide elderly population. However, there will probably be an increasing need for services, especially affordable housing. Transportation to appointments, banks, grocery shopping or for other necessary errands may become increasingly important.

4. **Newcomers and their views.** The Town can continue to share information about Town resources and services through the Town's website, the Annual Town Report and the Comprehensive Plan. People who move into the community will not necessarily share the same views as those who are already here.

5. **Changing nature of seasonal population.** There is very little data on the composition of Wayne's seasonal population. Many seasonal properties are in multigenerational ownership; some are actually in family trusts or LLCs. Anecdotal evidence suggests many seasonal units are being used for longer seasons than in the past and are often rented.

6. **Significance and role of seasonal population.** Wayne derives significant tax revenues from seasonal properties and the local economy benefits from the seasonal population. Although shopping by seasonal residents is generally done in other communities, there is increased spending at farms, local shops and stores in the summer. Because they occupy much of the waterfront, tend to be of older construction, on below-standard dirt roads, and on small lots, seasonal properties are significant contributors to environmental concerns, as noted in the Natural Resources chapter.

7. **Senior Housing.** Affordable housing options for seniors are scarce in Wayne; efforts to address this situation in the past have been unsuccessful. Nonetheless, the issue should be revisited at a suitable time.

Appendix 2.1. Wayne Year-Round Population Estimates

Year	Wayne	Change	Percent Change
1800	500		
1810	819	+319	+63.8%
1820	1051	+232	+28.3%
1830	1153	+102	+9.71%
1840	1201	+48	+4.2%
1850	1367	+166	+13.8%
1860	1192	-175	-12.8%
1870	938	-254	-21.3%
1880	950	+12	+1.28%
1890	775	-175	-18.42%
1900	707	-68	-8.77%
1910	595	-112	-15.84%
1920	458	-137	-23.03%
1930	464	+6	+1.31%
1940	463	-1	-0.22%
1950	459	-4	-0.86%
1960	498	+39	+8.5%
1970	577	+79	+15.86%
1980	680	+103	+17.85%
1990	1029	+349	+51.32%
2000	1112	+83	+8.7%
2010	1189	+77	+6.92%
2012	*1176*	*-13*	*-1%*

Source: US Census and State of Maine, DHS.

3. ECONOMY

Introduction

Wayne is primarily a bedroom community with many small, home-based businesses. Route 133 provides easy road access to the commercial centers of Livermore Falls/Jay and Winthrop. The Maine Department of Transportation's access management rules regulate curb cuts "access" to the state highway along the Wayne portion of this corridor. Although there are many undeveloped acres in Wayne, many portions of town are not suitable for development due to the presence of wetlands and steep slopes. Due to the proximity of employment centers near Wayne, there has not been much demand for commercial development in the community.

The Augusta Micropolitan Area

Wayne is part of the Augusta Micropolitan Area, a region that includes Augusta, Gardiner, Winthrop and twenty other smaller surrounding communities. The economy of the region was once dominated by farms and mills, but the biggest employers now are government, utilities, education, healthcare, and professional services (Table 3-1).

Table 3-1. Industry Distribution for Augusta Micropolitan Area, 2012

Industry Group	Establishments	Employees
Public Administration (Fed., State & Local)	240	13,968
Trade, Transportation and Utilities	491	7,731
Education and Health Services	330	6,565
Professional and Business Services	514	3,619
Leisure and Hospitality	209	2,839
Construction	267	1,335
Other Services	268	1,289
Manufacturing	63	1,043
Financial Activities	176	986
Information	30	527
Natural Resources and Mining	28	181
Total	**2,616**	**40,083**

Source: Maine Department of Labor, 2013.

Local Businesses

While there are no major employers in Wayne, there are a large number of small businesses. A partial listing of these businesses is included in Appendix Table 3-1. Most of these are home-based businesses that are scattered throughout the community.

An important aspect of Wayne's economy does not emerge from either the industrial breakdown above or the list of businesses. This is the importance of seasonal camps and residences. A large part of the tax base, much of the shoreline development, consists of such property. Surely during the summer, the occupants of this property have an impact on the Town's economy, though there is no easy way to measure it. An informal estimate could be based upon the guess that the Town's population triples on a typical long summer weekend. Anecdotally, it appears that conversions to year-round uses or longer seasons are occurring but there is now way to measure this.

The town's water quality and sense of place enhance property values and the related economic activity. As has been seen time and again in other communities, these values can be degraded, lot by lot, piece by piece, in ways that only become noticeable after it is too late.

Employment Levels

The labor force in the Augusta Labor Market Area and in Wayne has grown steadily since the year 2000. The unemployment rate remained relatively low until the Great Recession in 2008. Wayne's unemployment rate has been comparable to that of the Augusta Labor Market area for most of the entire period (Tables 3.2 and 3.3). From 2000 to 2012, Wayne's labor force grew by 19%, while employment increased by only 3%. Note that employment is based on place of work and not on place of residence; that is, most of these jobs are not located within Wayne.

Table 3-2. Augusta Labor Market Area Employment Levels, 2000-2012

Year	Labor Force	Employed	Unemployed	Unemployment Rate
2000	41,858	40,467	1,391	3.3
2005	42,673	40,598	2,075	4.9
2010	44,020	40,830	3,190	7.2
2012	44,150	41,200	2,950	6.7

Source: Maine Department of Labor, 2012.

Table 3-3. Wayne Employment Levels, 2000-2012

Year	Labor Force	Employed	Unemployed	Unemployment Rate
2000	592	578	14	2.4
2005	621	595	26	4.2
2010	636	592	44	6.9
2012	642	598	44	6.9

Source: Maine Department of Labor, 2012.

Place of Work – Average Travel Time to Work

The economic vitality of Wayne tracks closely with the overall economic conditions in the region. Wayne is located just outside Winthrop where Route 202 connects both the Augusta and Lewiston-Auburn Market areas in the region. Census data suggests residents are traveling between 25 and 30 minutes to work. Augusta and Lewiston are home to a number of major employers and are about 25 and 30 minutes away from Wayne. Average travel times increased slightly from 1990 to 2010, to 28.5 minutes by that latter year.

Means of Commuting to Work

Wayne (78.8%) is consistent with the County (81.3%) and State (78.6%) with the largest share of residents driving alone to work by car, truck or van (Table 3-4).

Table 3-4. Commuting to Work

	Wayne		**Kennebec County**		**Maine**	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Workers 16 and over	514	100.00	58,044	100.00	641,796	100.00
Car, truck or van – drove alone	405	78.80	47,167	81.30	504,614	78.60
Car, truck or van - carpooled	51	9.90	5,329	9.18	64,708	10.08
Public trans, walk or other	24	4.60	2,937	4.90	31,037	5.60
Worked at home	34	6.60	2,611	4.49	32,537	5.06

Source: 2010 Census.

Employment by Occupation

The occupational breakdown for Wayne (Table 3-5) differs in several categories from that of the County and State, but the most significant difference is probably in the "Management, business, science and arts " category (50.6% for Wayne, 35.4% for Kennebec County, and 34.6% for Maine).

Table 3-5. Labor Force by Occupation, 2012

	Wayne		Kennebec County		Maine	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Management, business, science and arts	301	50.6	20,702	35.4	225,204	34.6
Service	74	12.4	10,560	18.0	118,168	18.1
Sales and office	88	14.9	14,293	24.4	159,268	24.5
Natural resources, construction, and maintenance	64	10.7	6,410	11.0	72,169	11.0
Production, transportation, and material moving	68	11.4	6,563	11.2	76,526	11.8
Total	**595**	**100.0**	**58,528**	**100.0**	**651,335**	**100.0**

Source: US Census: American Community Survey 5-year estimates.

Income Levels

The residents of Wayne are relatively well off compared with the population as a whole in Kennebec County. The higher incomes that residents enjoy may be due in part to the relatively high percentage of management and professional people who live in town but work elsewhere. Table 3-6 shows that Wayne had a much smaller percentage of households making less than $25,000 (17.8%) compared to Kennebec County (24.9%) and the State (29.8%). A little more than a third of Wayne households (34%) fall in the $50,000-$99,999 income range compared to 33.6% at the County level and 31.9% at the State level.

Table 3-6. Household Income in 2010

Household Income category	**Wayne**		**Kennebec County**		**Maine**	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Less than $10,000	10	2.2	3,878	7.6	38,765	10.3
$10,000 - $24,999	70	15.6	8,871	17.3	106,505	19.5
$25,000 - $49,000	111	24.7	14,721	28.8	146,944	27
$50,000 - $99,999	153	34	17,177	33.6	173,570	31.9
$100,000 - $199,999	85	18.9	5,429	10.6	68,723	12.6
$200,000 or more	21	4.7	1,149	2.2	10,910	2.0
Total	**450**	**100**	**51,225**	**100**	**545,417**	**100**
Median household income	$55,000	-	$44,964	-	$45,815	-
Percent below poverty		9		12.80		12.80

Source: 2010 Census.

Per Capita and Median Household Income

Based on the 2012 Census data, per capita income in Wayne ($33,285) was much higher than in Kennebec County ($25,652) and the State ($26,464). It was also somewhat higher than that of all comparison communities except Manchester ($35,073). Likewise, the Town's median household income ($56,397) was much higher than in Kennebec County ($47,424) and the State ($48,219). Wayne has the lowest percentage of families below poverty rate (2.4) in all jurisdictions shown in Table 3-7.

Table 3-7. Per Capita and Median Household Income - 2012

	Per Capita Income	Median Household Income	Percent of Families Below Poverty Rate
Wayne	**33,285**	**56,397**	**2.4**
Fayette	27,959	52,813	4.9
Leeds	24,243	56,116	6.2
Livermore Falls	19,265	36,006	22.3
Manchester	35,073	64,343	5.1
Monmouth	27,655	59,795	4.7
Mount Vernon	27,186	60,917	5.5
Readfield	28,479	69,375	2.4
Winthrop	27,755	60,801	3.7
Kennebec Co.	25,652	47,424	8.0
Maine	26,464	48,219	9.0

Source: US Census.

The high percentage of students eligible for free and reduced lunch at Wayne Elementary stands in stark contrast to the above numbers. The percentage has risen rapidly since 2010 and is now far above the District average. Convincing explanations for this situation are not available.

Income Sources

In 2010, 80.7% of the households in Wayne reported income from earnings, with mean earnings of $69,566 – above mean earnings of $60,006 at the County level and $60,775 at the State level (Table 3-8). About a third of Wayne's population (33.6%, compared to 31.6% at the County and 32.4% at the State level) reported income from social security. In Wayne, the mean social security income was $15,750 (higher than County or State figures) and the mean retirement income was $25,601 (significantly higher than the County figure of $16,973 and the State figure of $19,066). Not only that, but a higher proportion of the Wayne population had retirement income compared to Kennebec County and the state.

Table 3-8. Income Sources – Percent of Population

	Wayne		Kennebec County		Maine	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**
With earnings	363	80.7	38,228	74.6	410,716	75.3
Mean earnings (dollars)	$69,566	-	$60,006	-	$60,775	-
With social security Income	151	33.6	16,199	31.6	176,974	32.4
Mean social security Income	$15,750	-	$15,317	-	$15,456	-
With Supplemental Security Income	11	2.4	3,179	6.2	32,584	6.0
Mean Supplemental Security Income	$8,200	-	$8,347	-	$8,853	-
With public assistance income	13	2.9	2,895	5.7	28,213	5.2
Mean public assistance income	$354	-	$3,190	-	$3,297	-
With retirement income	119	26.4	4,010	18.3	104,096	19.1
Mean retirement income	$25,601	-	$16,973	-	$19,066	-

Source: 2010 Census.

Education Attainment

Wayne is a highly educated community – 38.7% of residents completed four years of college or more, compared to 24.1% at the County and 26.5% at the State level (Table 3-9). Note, however, that the percentage of Wayne's population with high school or equivalent is lower than the County and the State.

Table 3-9. Education Attainment

	Wayne		Kennebec County		Maine	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Less than 9th grade	7	0.09	3,119	3.67	35,336	3.80
9th to 12th grade	44	5.89	5,162	6.07	59,859	6.44
High School graduates or equivalent	229	30.6	31,724	37.35	326,777	35.16
Some college, no degree	114	15.26	16,308	19.20	178,022	19.15
Associate degree	64	8.56	8,174	9.62	82,580	8.88
Bachelor's Degree	187	25.03	12,919	15.21	159,601	17.17
Graduate or professional degree	102	13.65	7,528	8.86	87,126	9.37
% High School or higher		93.2		90.3		89.8
% Bachelor's or higher		38.7		24.1		26.5

Source: 2010 Census.

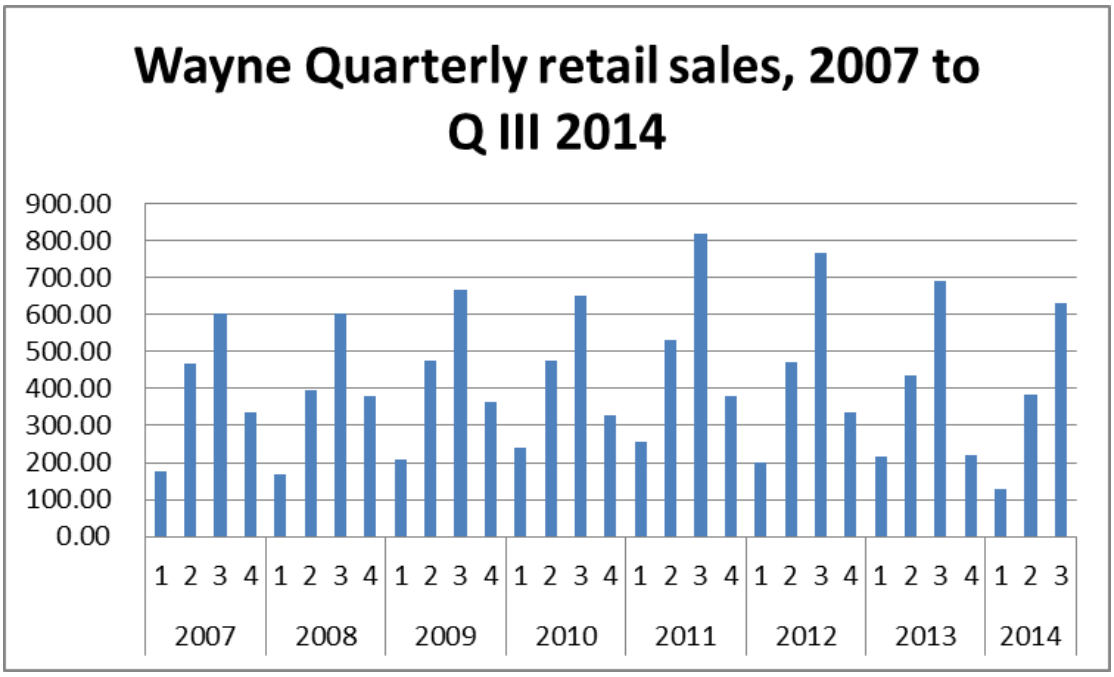
Construction Activity

Annual housing construction activity is summarized below in Chapter 8.

Regional and Local Sales Tax Data

Taxable sales are not an important part of Wayne's economy. But for a bump in 2011, sales were essentially unchanged from 2007 to 2013. Since consumer price inflation was 24% over that period, retail sales in Wayne actually fell significantly. Quarterly sales data illustrate the seasonality of activity in the Town—summer (third quarter) peaks are often 3 to 4 times the winter lows (Figure 3-1).

Figure 3-1



Outlook

No economic forecasts at the Town level are known for Maine. But talking with experts and based on our own judgment, we are expecting that economic growth, measured in jobs, retail sales, or construction activity, over this plan period can be expected to be limited. The Town's land use, planning, and service challenges will be in the nature of maintaining and upgrading existing facilities and environmental quality and not making major investments to accommodate growth. In fact, to the extent that seasonal conversions occur, Wayne's population could grow with no new construction at all. Conversely, to the extent that new homes are seasonally occupied, construction could occur at an increased pace without affecting year-round population at all.

Analysis

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans.

1. **Where the population works and how it fits into the economic region.** As shown in the previous tables, a majority of the local workforce is employed in either Augusta or Lewiston, although many travel to other locations as well.
2. **Major employers in the region.** The major employers in the region, shown in Table 3-1, include public administration (Federal, State and Local), health care (MaineGeneral, Central Maine Health System and St. Mary's Health System), education services (UMaine Augusta, Central Maine Community College and Bates College) and utilities (Central Maine Power).
3. **Data analysis.** The picture that emerges from the data is that the residents of Wayne depend heavily on income that does not result from employment within the town, but instead on jobs in nearby towns, on retirement income, and likely on investment income. To an unknown degree, the Town's economy is buoyed by seasonal visitors in summer. Wayne property values are heavily influenced by the high prices paid for seasonally used property, especially the lakefront properties.
4. **Economic changes.** The regional economy is growing, along with the population. The data in Tables 3.1 through 3.3 document the growing labor force both within the Augusta Micropolitan Area and in the Town. However, this employment growth does not directly affect Wayne's tax base because most of it is located in other parts of the region.
5. **Economic development priorities.** Wayne has very little in the way of commercial development and no industrial development. Economic enhancement of both Village areas, however, is important to the community.
6. **Natural resource based industries.** In terms of full time employment, there are several families in Wayne currently working as farmers and a number who generate income from post-glacial and marine sediments, forest, and farm-based businesses. This sector has been growing in recent years. These local natural resource based economies and their products are important to the community (pottery, sand, gravel, vegetables, fruit, firewood, lumber, maple syrup).
7. **Tourism.** Tourism as traditionally visualized in terms of resorts and hotels is not an important part of the local economy, but seasonal residents, renters, and visitors have a high impact on the economy and on property values.
8. **Home occupations.** Home occupations are an important part of the community.
9. **Industrial/commercial development.** Opportunities and plans appear to be limited.
10. **Public facilities for economic growth.** Broadband service is needed for some home occupations. The community has no central water or sewer systems. Parking in both villages is an issue: Wayne and North Wayne, and needs for informal recreation opportunities, including more publicly accessible open space, have been expressed.

Appendix 3-1. List of Known Wayne Businesses – 2010-2012

Business Name	Product/Service	Location Address
Androscoggin House Antiques	Antiques & Collectibles	655 Main Street
Bittersweet Antiques	Antiques & Collectibles	550 Main Street
Grey Goose Antiques	Antiques & Collectibles	536 Main Street
Mainely Sportscards	Antiques & Collectibles	
Porcelain Impressions	Antiques & Collectibles	36 Kings Highway
Pamela Hedden Design	Architect/ Designer	
Johnny's Auto	Automotive	58 Fairbanks Road
Franklin House	B&B	568 Main Street
Lincoln House	B&B	27 Memorial Park Lane
Androscoggin Wooden Boat Works	Boats	House Road
Beaver Brook Campground	Camps/ Campgrounds	61 Campground Road
Camp Androscoggin	Camps/ Campgrounds	126 Leadbetter Road
Camp Tekakwitha	Camps/ Campgrounds	
Pooh Bear Nursery School	Childcare	22 Old Winthrop Road
North Wayne Church (Baptist)	Church	10 Church Street
Wayne Community Church (Methodist)	Church	22 Old Winthrop Road
Androscoggin Builders	Construction	
Chase Morrill	Construction	359 North Wayne Road
Cornerstone Builders	Construction	34 Kents Hill Road
Diamond Builders	Construction	233 New Sandwich Road
Fred Duplisea Residential Contracting	Construction	22 Winona Way
Perry Ryerson Building Construction	Construction	106 Innes Ridge Road
Tripp Construction	Construction	99A North Wayne Road
Strong Electric	Electric	
Capozza, Inc.	Excavation	
C.H. Stevenson, Inc.	Excavation	8 Tdo's Way
Berry Christmas Tree Farm	Forest & Wood Products	Christmas Tree Lane
Goucher Forest & Excavation	Forest & Wood Products	99 Kents Hill Road
Dandelion Wood	Forest & Wood Products	34 Kents Hill Road
Cobbossee Flooring	Flooring	233 New Sandwich Road
Gingerbread Farm Perennials	Greenhouse	383 Old Winthrop Road
Corner Store	Groceries	336 Main Street
Julians Wayne General Store	Groceries	506 Main Street
At Your Services	Home Maintenance	536 Main Street
Joe's Painting & Jobs	Home Maintenance	78 Strickland Ferry Road
Tubby's Ice Cream	Ice Cream	512 Main Street
J.D. Maintenance	Landscape/	Whispering Pines Circle
Norton Lawn	Landscape/	
Ray's Landscaping	Landscape/	10 Lovejoy Pond Road
Stevenson Solutions	Landscaping	Walton Road
Cary Memorial Library	Library	17 Old Winthrop Road
Emery Farm	Local Produce	137 Besse Road
Stevenson Farm Stand	Local Produce	
Stevenson's Strawberries	Local Produce	69 Berry Road
M.K. Masonry	Masonry	
Dean Gyory Media Arts	Media Arts	
Blue Collar Painter	Painter, Artist	153 Pond Road

Wild Things	Painter, Artist	1 Christmas Tree Lane
A Lakeside Studio	Pottery	12 Cedar Point
Wayne Village Pottery	Pottery	540 Main Street
Beech Hill X-C Ski & Snowshoe Ctr.	Recreation	296 Tucker Road
Ladd Recreation Center	Recreation	26 Gott Road
Duck Inn	Rentals	
Pocasset Vacation Rentals	Rentals	22 Winona Way
BDM Self Storage	Self-storage	233 New Sandwich Road
Wayne Elementary School	School (RSU #38)	48 Pond Road
Town of Wayne	Town	48 Pond Road
Brad Coady	Wood & Metal Work	229 Old Winthrop Road
J&S Creative Metal	Wood & Metal Work	943 Main Street
McKee Cabinetmaker	Wood & Metal Work	201 Walton Road
Shoat Road Wood & Metal Works	Wood & Metal Work	16A Shoat Road
Wayne Custom Cabinets	Wood & Metal Work	
Androscoggin Yacht Club	Yacht Club	Lake Street
Panacea Yoga Studio	Yoga	
Susan Coady	Yoga	

4. NATURAL RESOURCES

Introduction

Wayne's economic, cultural, and environmental well-being is linked to the region's abundant natural resources particularly its forests, lakes and wetlands, and agricultural soils. Since the late 1800's generations of seasonal visitors have vacationed and built camps and year round residences on the Town's lakeshores. Seasonal residents are attracted to Wayne for its natural beauty, lake water quality, wildlife, and rural, small town character. Lakefront property accounts for 62% of the assessed value of land and buildings in Wayne.

The following natural resource information is not comprehensive, but intends to highlight the importance of evaluating impacts to natural resources in planning decisions. Map 4-1 provides an overall view. It is supplemented by more specific maps on each set of features. A separate Appendix is in preparation which presents more detailed data and a listing of informational sources.

Maps shown here can only provide a broad depiction; they cannot be used to identify features of any given lot or property. Unless otherwise noted, they were prepared for this Plan by the Kennebec Valley COG. In turn, the COG relied on existing information, some of which has not been ground-truthed.

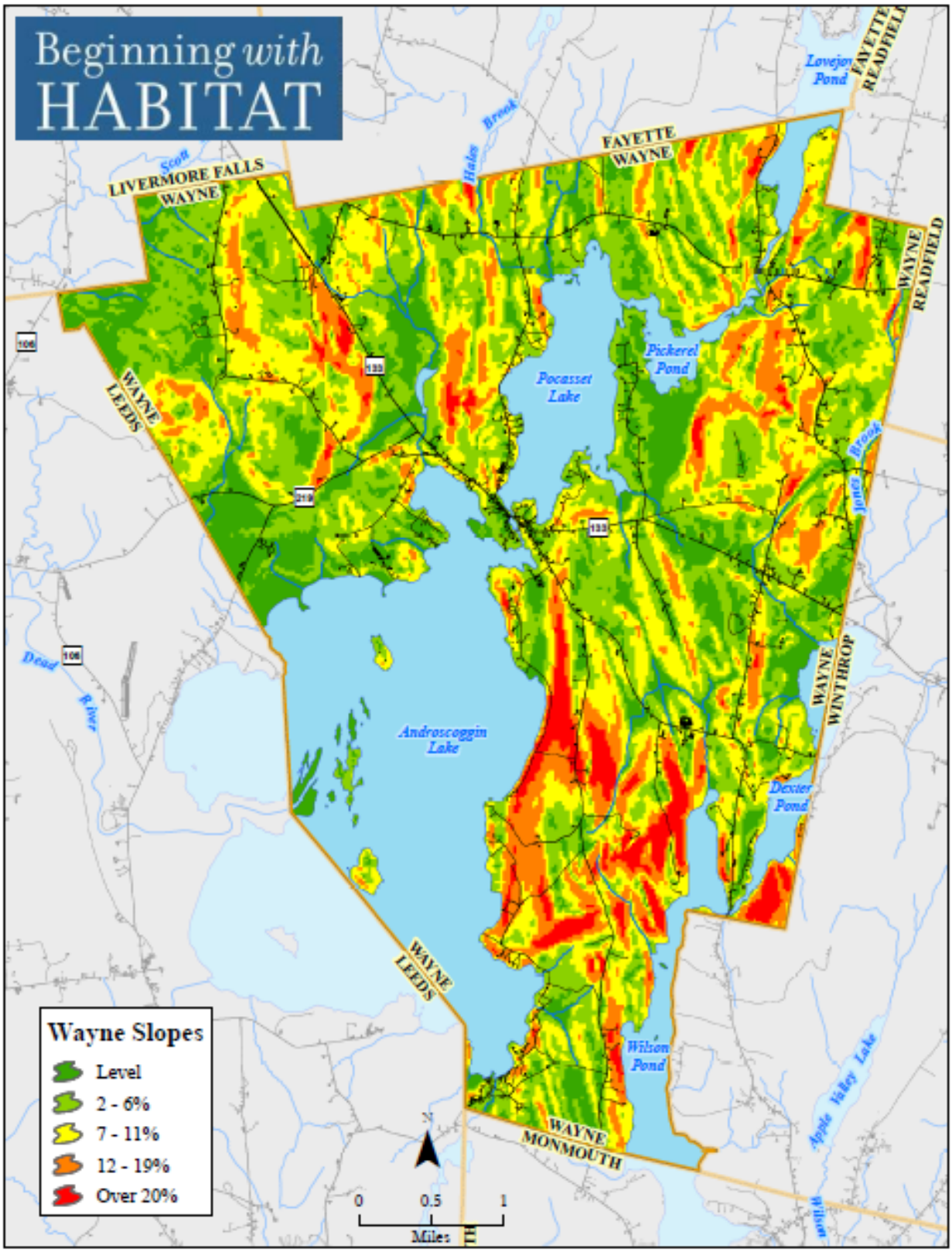
Wayne contains extensive wetlands, deer wintering areas, as well as specific locations that are habitat for rare or important species (Map 4-4). Within the framework supplied by state law, Wayne's land use regulations attempt to ensure that construction and development do not unduly disturb these resources.

Topography and Slope

Wayne straddles the divide between the Androscoggin and Kennebec watersheds and was the site of a Native American travel route connecting the watersheds. Elevations range from 242 feet above sea level at Wilson Pond to between 690 and 700 feet at the top of Morrison Heights. The steepest slopes in town, those greater than 20%, are found on both sides of Morrison Heights sloping toward both Androscoggin Lake and Wilson Pond. Other areas with steep slopes occur east of Beech Hill, east of Pickerel Pond, and east of Muddy Pond.

Wayne's large boulders glacial till, marine clay, sand and gravel eskers, and sand deposits are evidence of the most recent period of glaciation. The Town's aquifers are associated with sand deposits on either side of the Fairbanks Road and north end of the Mount Pisgah Road and the area north of Route 219 as it enters Leeds. These aquifers are identified on state wetland and geologic maps.

Map 4-1. Slope Classes in Wayne



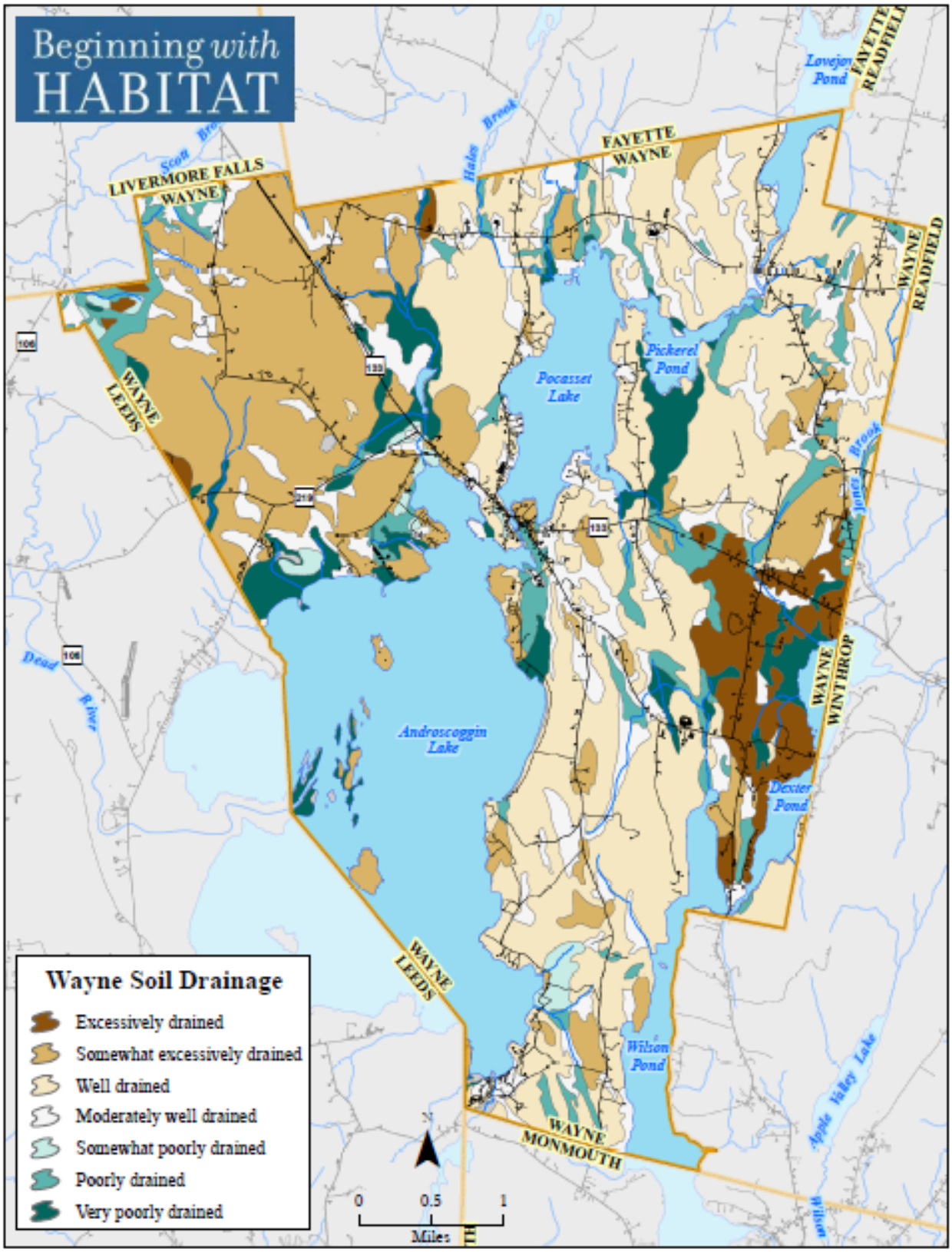
Soils

The soils in Wayne have been influenced by the most recent glaciation as well as past agricultural history, and in several instances, by water level changes due to dammed lakes and ponds. In Wayne, shallow soils, frequent occurrence of subsoil clay lenses, and the frequency of hydric soils limit suitability for development and waste disposal. Since soil conditions are variable on a very small scale, decisions about site-specific conditions need to be assessed on the ground. Soils with the greatest limitations for development would include those mapped as peat or muck on Map 4-2. Other areas of shallow soils or steep slopes are not shown.

Several factors limit the extent to which some parts of Wayne can support intensive construction or development, including: hilly terrain with steep slopes, small lot sizes, poor soils for subsurface sewage disposal and periodic shoreland flooding. Much of the development in Wayne, especially on lakefronts, predated our current understanding of how land uses affects water quality and would not be permitted under today's laws and regulations.

Wayne currently has a number of productive farms with prime or statewide significant soils. Future land use changes or development on these soils could affect the viability of commercial farming in Wayne.

Map 4-2. Soil Drainage Classes in Wayne



Watersheds

Wayne straddles the watershed boundary between the Androscoggin and Kennebec Rivers. The Thirty Mile River watershed flows into Wayne from the north linking Echo Lake in Fayette to Lovejoy Pond. Lovejoy Pond flows over the dam in North Wayne where the stream broadens into Pickerel Pond. Jennings Stream links Pickerel Pond and Pocasset Lake. Pocasset Lake enters the Mill Stream in the Village and is somewhat impounded by the Village Dam. The Mill Stream flows over the dam into Androscoggin Lake and from there through the Dead River Delta to the Dead River through Leeds to the Androscoggin River.

Androscoggin Lake has an unusual drainage characteristic. The gradient of the Dead River is so slight that during flood periods, the Androscoggin River flows back into Androscoggin Lake resulting in significant spring and fall flooding. The Dead River Delta was formed by sediment deposited from countless floods since the glacier retreated. Extending from the lakeshore in Leeds and terminating in Wayne, it is a significant wetland complex with many unique characteristics.

The Berry Pond, Dexter Pond, Wilson Pond chain in the Cobbossee Watershed, is not dammed in Wayne and originates in Gardner Brook in Winthrop. Wilson Pond is impounded by a dam in Monmouth and flows through the Cobbossee chain to the Kennebec River. Most of Wayne's sub-watersheds flow into one of these two systems.

Shoreland Areas

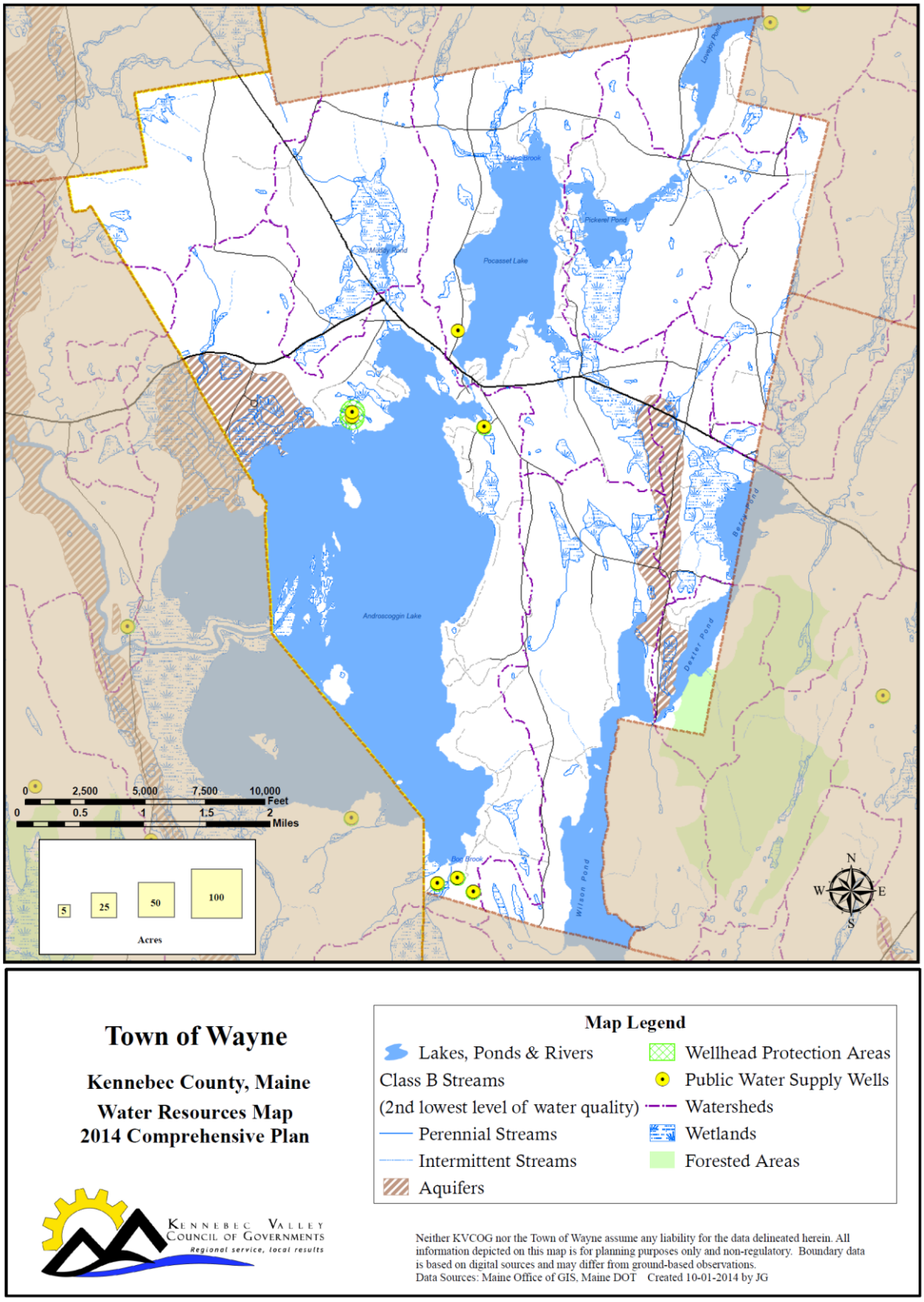
Within the Town's official boundaries, fully 25% of the area is surface water. The linear extent of shoreline is very large.

Table 4-1. Principal Lakes in Wayne

Lake	Lake Surface Area (Acres)	Watershed Area (Acres)	Flushing Rate (rounded)	Percent of watershed in Wayne
Androscoggin	3,993	4,087	1.6	35%
Lovejoy	348	435	11.4	15%
Pickerel	148	1,248	NA	100%
Pocasset	566	2,011	8.5	100%
Berry	168	1,913	5.6	40%
Dexter	104	242	9.5	40%
Wilson	551	1,287	1.8	30%
Total	**5,878**	**11,223**		**42%**

Sources: MDEP (n.d.); Wayne, Town of (2001).

Map 4-3. Watersheds, Wetlands, Waterways



Mandatory Shoreland Zoning extends local protection to lands adjacent to various waterbodies and wetlands. These rules, which are based on DEP Chapter 1000 Guidelines, protect water quality and other valuable resources by limiting runoff and erosion. In some cases Wayne has chosen rules that exceed state minimums. Maintaining or selectively increasing these protections is critical to protecting water quality and critical resources.

Wetland Resources

Freshwater wetlands are defined in Maine's Natural Resources Protection Act (NRPA) as 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 a prevalence of wetland vegetation typically adapted for life in saturated soils, and are not considered part of a great pond, coastal wetland, river stream or brook. These can include inland marshes, wet meadows (historically used for agriculture), peat lands (including bogs and fens), shrub swamps (trees < 20 feet), forested swamps (trees > 20 feet) forested floodplain wetlands, and vernal pools.

Although often seen as unbuildable or "wasteland", wetlands provide many valuable functions. Wayne's healthy wetlands:

- Act as filters by slowing water flow, absorbing nutrients, binding and degrading toxics and thus protecting and enhancing ground and surface water quality;
- Absorb excess water during high flows and reduce peak period flows, thus reducing the dangers of flooding; they may store and release water during periods of low flow and drought;
- Provide critical breeding, nesting and feeding areas for a wide range of fish and wildlife, as well as habitat for rare plants; and
- Provide important open space, education and recreation opportunities.

Wetlands are vulnerable to filling, dredging, draining, and other alterations including degradation from pollution and infestation by invasive terrestrial and aquatic plants or wildlife species. State and Federal governments require that there be no net loss of wetland functions. Prevention is seen as preferable to mitigation. Federal, State and local governments accomplish this goal through a complex and sometimes overlapping series of regulations governing permitting of activities allowed within or adjacent to wetlands. An important example is the Inland waterfowl and wading bird habitat as shown on Map 4-4.

The MDEP and Army Corps of Engineers (ACOE) jointly coordinate the Federal and State wetland permitting process which is based on the size of the proposed alteration. Generally, any wetland alteration impacting more than 4300 square feet (approx. 60' x 70' or 0.1 acre) requires a permit from MDEP. The size and scope of the alteration defines the type of permit and any mitigation, which may be required. This process applies to all wetlands and includes many, such as forested wetlands and wetlands less than 10 acres, which are not subject to local regulation under Mandatory Shoreland Zoning.

Local municipalities are required by Mandatory Shoreland Zoning to regulate activities within 250 feet of the edge of a fresh water wetland of 10 or more acres in size. Further protections are required if the wetland meets the criteria of the Resource Protection Zone. To give a sense of scale, a square of ten acres would be a parcel 658 feet on a side, (7.5 NFL football fields).

The Planning Board and the Code Enforcement Officer share responsibilities for administering the Local Zoning Ordinance. These determinations are complex, sometimes controversial and can change as the Legislature attempts to balance sometimes competing interests. Wayne's Zoning Ordinances meet or exceed minimum State requirements. One area where Wayne exceeds state standards is that in areas designated as Resource Protection adjacent to Great Ponds, timber harvesting is not permitted within the first 100 feet. Municipalities cannot have less stringent regulation than the State, they can provide additional protections for resources that are important to the community.
In some cases federal and state agencies require additional levels of protection for certain plant and animal habitat frequently found in wetlands. In Wayne these habitats include: Inland Waterfowl and Wading Bird Habitats (IWWHs); Deer Wintering Areas (DWAs); Significant Vernal Pools (SVPs); and rare plant and animal habitat and natural communities. The presence of any of these enhances the value of the wetland and can add complexity to permit applications.

Wayne should consider extending protections to wetlands smaller than 10 acres.

Wetland Mapping and Estimated Acreage

Town tax assessments list 960 acres in 89 separate ownership parcels as "Wasteland" (Wasteland is an assessment term that does not reflect the value of wetlands.) This is a historical distinction, which presumably suggests that these are lands too wet to build on. The tax maps were constructed from surveys and field observation. Actual area of wetlands probably exceeds this figure. An informal estimate provide by Beginning with Habitat suggests that wetlands in Wayne total 1,294 acres (Bill Hancock, pers. comm. May 2016). Delineation of wetlands for regulatory purposes, however, is a scientific and technical process that is based on wetland rules. For individual properties, delineations must be based on field inspection by a trained expert.

Local zoning decisions are based on a Shoreland Zoning map which delineates the Shoreland Zone including non-forested wetlands adjacent to other water bodies and non-forested wetlands that exceed 10 acres in size as well as the Resource Protection Zone.

Detailed and accurate maps of Wayne's wetlands have never been prepared. Partial maps based on existing information do exist but are not authoritative or comprehensive. Such a map needs to be prepared and should include all wetlands within Wayne as well as those shared with neighboring towns. This map should identify both forested and non-forested wetlands, flood zones, and approximate acreage of wetlands that are protected through shoreland zoning.

Streams

A number of streams and brooks flow through Wayne. Several are named portions of the 30 Mile River, such as Jennings Stream between Pickerel and Pocasset Lakes. Smaller streams, many unnamed, fed by springs, wetlands, or seasonal runoff, merge into larger streams which drain subwatersheds into lakes and ponds. Depending on land use practices, these smaller streams can be significant sources of nutrients or sediment into the lakes and ponds. The use of Best Management Practices (BMPs) for agriculture, forestry, road management, and waste disposal is critical to minimizing these effects. Several of these streams do not originate in Wayne and provide opportunity for regional collaboration to protect water quality. Examples include Gardner Brook, Cove Road Brook, Hales Brook, Bear Brook and Bog Brook. Many of the watercourses are in areas draining steep slopes. Threats to streams are similar to threats to lakes, discussed in that section.

Vernal Pools

Vernal Pools or "frog ponds" are shallow depressions that usually contain water for only part of the year; they are often associated with forested wetlands. The pools provide breeding habitat for salamanders, frogs, fairy shrimp, and many insects. The many species found in vernal pools provide an important food source for larger animals in the surrounding forest, including snakes, hawks, turkeys, and numerous other predators.

The Maine Department of Environmental Protection (DEP) has established criteria to identify significant vernal pools, in collaboration with the Department of Inland Fisheries and Wildlife, to identify those with the highest value to wildlife.

The forested uplands surrounding vernal pools are important for the survival of vernal pool amphibians. To maintain healthy populations of vernal pool wildlife, it is important to maintain relatively undisturbed forest adjacent to pools.

In a cooperative project with Readfield, Wayne Conservation Commission members and town volunteers mapped many vernal pools beginning in 2009. To date several significant pools east of Pickerel Pond have been identified but there are still many pools that need to be evaluated. When state agencies have completed their analysis of determining Significant Vernal Pools, maps will be made available. At present, maps of potential Vernal Pools can be viewed at the Town Office.

Floodplains

Recently, FEMA re-mapped flood prone areas with updated USGS data and estimated 100 year flood levels. These maps are on file in the Wayne Town office. Generally, the mapped floodplains are very narrow ribbons along watercourses except in areas of flat terrain. Many floodplains contain wetlands. In at least one instance, the Town has extended the 250 foot floodplain zone to account for spring flooding on Androscoggin Lake up to the 277 foot water level.

Financial institutions have attempted to bring any owners whose property contains flood prone areas into compliance with loan covenants requiring flood insurance (this would not affect properties without bank debt). Federal attempts to increase rates for flood insurance to more closely approximate risk, were unsuccessful. Therefore, we all share the costs of reconstruction in flood prone areas.

Most flood zones in Wayne are on private roads and impacts from flooding are not covered by public funds. When these roads flood there can be significant impacts on water quality due to inadequate ditching and erosion.

The Town has no program specifically aimed at floodplain management as such.

Map 4-4. Natural Resource Features

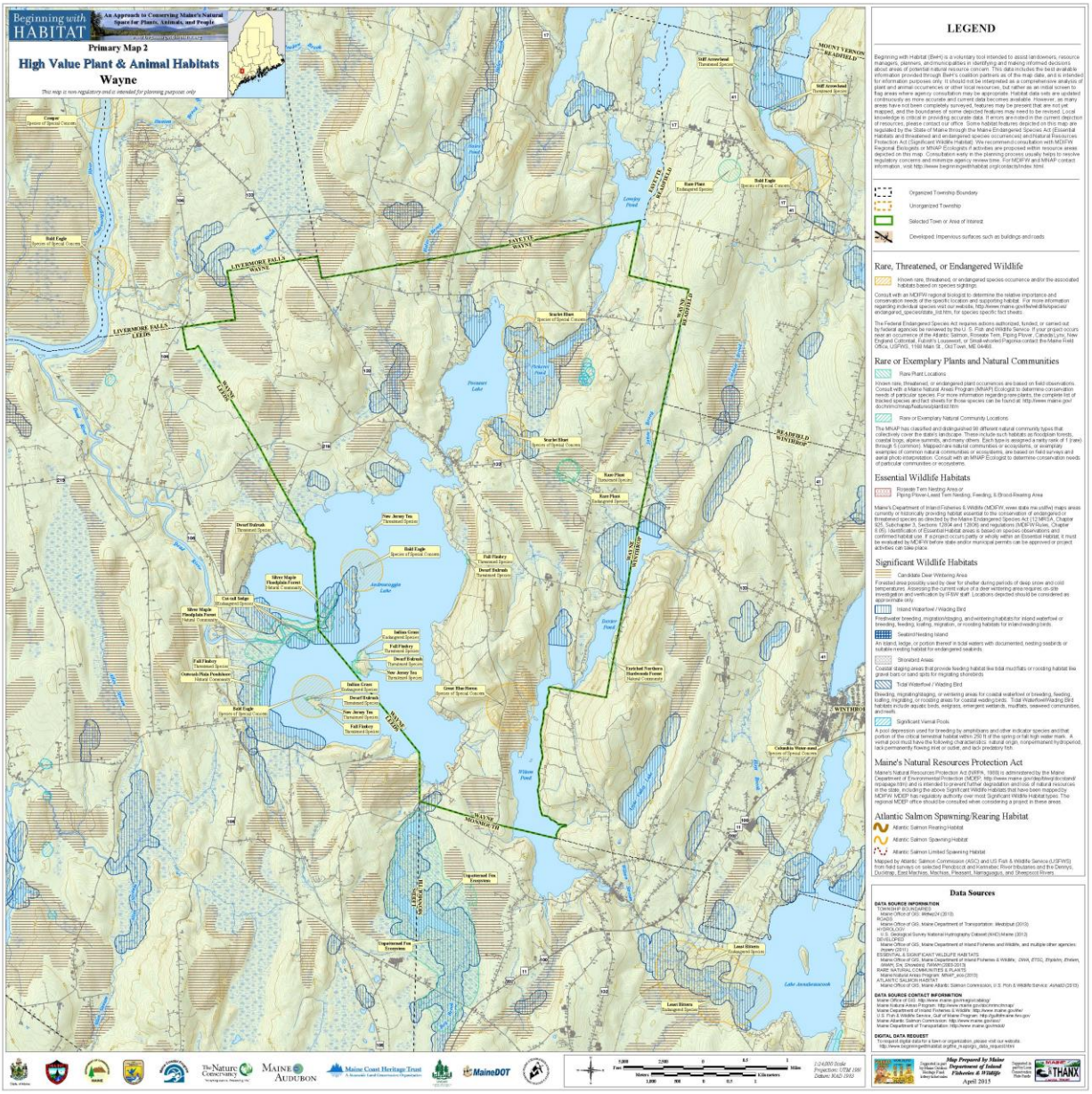


Table 4-2. Rare Plants and Natural Communities in Wayne

Scientific Name	Common Name	State Status	State Rank	Global Rank
Maple - basswood - ash forest	Enriched Northern Hardwoods Forest	N/A	S3	GNR
Silver maple floodplain forest	Silver Maple Floodplain Forest	N/A	S3	GNR
Carex typhina	Cattail Sedge	E	S1	G5
Ceonothus americanus	New Jersey Tea	T	S1S2	G5
Rare Plant	Rare Plant	E	S1	G3
Rare Plant	Rare Plant	SC	S3	G4
Fimbristylis autumnalis	Fall Fimbry	SC	S2S3	G5
Lipocarpha micrantha	Dwarf Bulrush	T	S1	G5
Sorghastrum nutans	Indian Grass	E	S1	G5

Groundwater, Aquifers, Drinking Water

(See Map 4-3 above)

Groundwater is subsurface water found in saturated soils and water-bearing bedrock cracks that is replenished by precipitation and infiltration. All Wayne residents depend on groundwater so it is critical that supplies are adequate and potable or potable with acceptable treatment. According to property tax records, there are 629 properties with drilled wells.

Bedrock wells in Maine generally have low yields. Their median yield is between three and six gallons per minute. Approximately 35% of bedrock wells drilled in Maine yield 10 or more gallons per minute. Depth of these wells varies by location.

Aquifers, sand, gravel or porous rock formations which contain recoverable volumes of water are considered significant for public water supply when a well in that deposit is capable of being pumped continuously at a rate of 10 gallons per minute (gpm) or more.

The Maine Geological Survey has identified two significant sand and gravel aquifers in Wayne. One extends along the Fairbanks road to the northernmost arm of Wilson Pond. It is roughly 200 acres in area. The second is north of Route 219 near the Leeds town line.

There are no significant sources of pollution near these aquifers although DEP has records of several documented minor issues concerning the Fairbanks Road area. The old town dump, which has been capped, is located near the southern end of this area and a small gravel pit is no longer in operation. An earlier town dump was on the Fairbanks Road near the end of the so-called Jones Road.

There are no public water supplies for residential uses in Wayne. There are six supplies for institutions (Elementary School and Ladd Center), Camp Androscoggin, and three for the Beaver Brook campgrounds. The latter four are used seasonally (Map 4-3 above).

A considerable number of lakefront units have in the past relied on lake water. In the 2001 Plan, tax cards were summarized for more than 600 residences:

	Percentages: Lake Water	Well
Year round (n=424)	11%	89%
Seasonal (n=209)	80	20

Source: Wayne, Town of (2001), p. 40.

Impacts on Lake Water Quality

Currently, water quality on Wayne's lakes is rated as generally good, as indicated by clarity measurements, a generally accepted proxy for overall water quality.[1] However, Wilson Pond was on a downward trend for some years: despite improvements in the last five years, water quality has still not improved to where it was in the early 1980s (Figure 4-1).

Wilson Pond is now on a 303(e) priority list by DEP for remediation efforts. Water quality trends on Androscoggin Lake are not clear at this time and should be closely monitored. Despite the improvement in clarity since 1999, DEP experts regard Androscoggin as in a fragile condition. It remains to be seen whether the improvement in Berry Pond will prove to be enduring, or whether Dexter will continue on its recent mild downtrend.

Town officials and lake and watershed associations should continue to closely monitor water quality in all of Wayne's lakes and ponds.

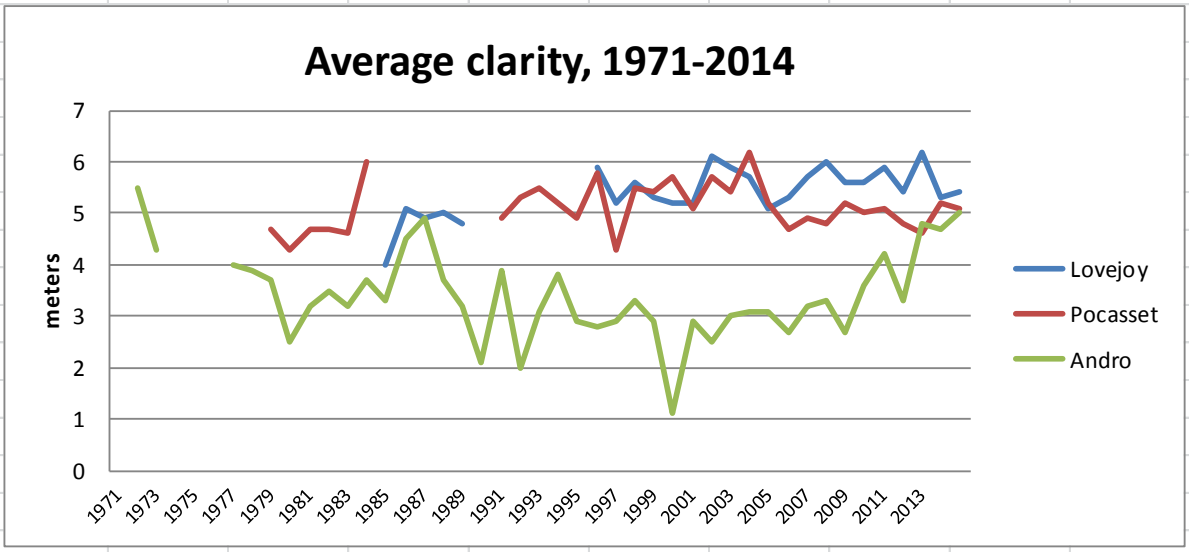
Nutrient budgets for principal lakes in Wayne are out of date. Producing updated budgets is costly and apparently not a priority. While the previous budgets need to be used with caution, they give us some general clues.

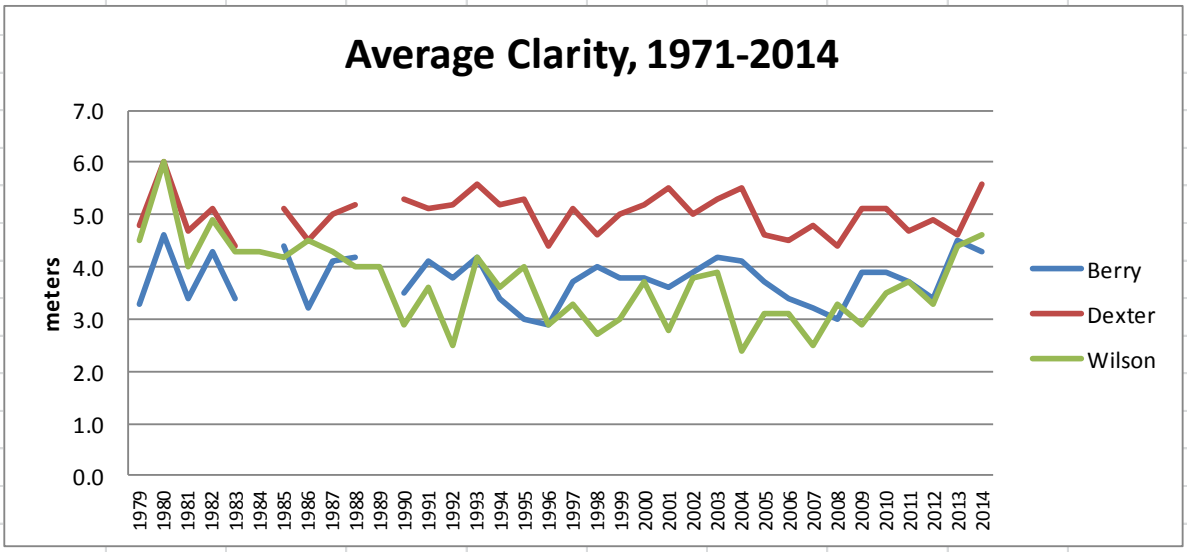
For example, in the early 2000's DEP's nutrient budget estimated that 45% of the nutrient input to Androscoggin Lake was from the Dead River, consisting of inputs from upstream in the watershed brought into the Lake by flood events that crest the Dam. A further 11% was "non-cultural", meaning natural content of the water derived from soils and bedrock. A further 7% came from the atmosphere in wet and dry deposition. All told just above 60% cannot be reduced by actions within the immediate Lake area. An additional 20% comes from Pocasset Lake with sources upstream in that watershed. About 17% came from shoreline lots, roadways, and farming. These numbers do not mean that nothing can be done, however.

[1] Numerous variables are involved in water quality that are left aside here; others are referred to in the full supplementary memorandum.

Figure 4-1. Clarity Trends, Wayne Lakes. Higher numbers mean better water quality

Have not been able to find "correct" data. 2015 just now available.





Androscoggin Lake: Water Levels and Environmental Impacts of Flooding

Periodic reverse flow from Androscoggin River through the Dead River is a significant source of contaminants and nutrients into Androscoggin Lake and the lake's extensive wetlands. Flooding on Androscoggin Lake is a concern for many property owners. It is as yet undetermined what percentage of phosphorus is coming with the spring inflows from the Androscoggin River and what amount is from runoff from the Dead River Watershed and points upstream.

The Dead Diver Dam, built in 1933 in response to the 1931 flood, is not meant to keep water in Androscoggin Lake, but rather to keep the Dead River's floodwaters out. If the dam gates are clear, the water level is very close to where it would be without the dam. Extensive repairs to Dead River Dam and flashboards in 2002 have turned back many smaller floods over the past thirteen years. During extreme floods, the water level rise can be compounded by heavy rain in the 30 Mile River watershed as that runoff is backed up by the high water in the Dead River.

The average high water mark for local zoning determinations, marked by a pin in a cement post at 277.7 feet at the Androscoggin Yacht Club, is used by the Planning Board and Code Enforcement Officer to determine suitability of new construction and existing construction. However, significantly higher water levels frequently occur. According to the Androscoggin Lake Improvement Corporation (ALIC) website, the flashboards on the Dead River Dam are at 278 feet. A flood of 280' on the Androscoggin River will overtop the boards by two feet. According to State and local officials, it is not feasible to make the flashboards any higher (M. Saunders, pers. comm.).

Flood zone levels on Androscoggin Lake are defined in the zoning ordinance at the 286.4 foot contour and on the Kennebec County as 286 feet. According to ALIC's website, the three 100 year floods we have had in the last 100 years (1936, 1951, and 1987) resulted in water levels of 289 to 291 feet which results in as much as 13 feet of water coming back into the lake over the dam.

These 100-year levels are at least 3-5 feet over the flood zone designation on the lake. Severe floods seem to occur roughly every 20 years. Between the years 2000 and 2013, flood peaks on the River at Auburn exceeded the 1929-2013 average 11 times.

In the past, the water level on the Dead River has been monitored through a link to a USGS gauge at Riverbend Campground. The height of the water at the Dead River railroad bridge in Leeds could be calculated by reading the gauge level and adding a base of 265 feet. Unfortunately, the gauge has been shut down for financial reasons.

Watershed Impacts

Sewage Disposal

Historically, practices for disposal of household wastewater and sewage were in many instances woefully inadequate. This is especially so where small lakefront lots on poor soils were developed for seasonal use. " Overboard discharges" were banned 50 years ago, and in most cases nearshore bacterial contamination is lower today than it was 50 years ago..

Today, in many cases, the number of people using seasonal dwellings is increasing, and seasons of use are increasing as well. Washing machines are increasingly common in seasonal units. This further stresses poorly designed septic systems.

Many of these units are certain to fail over the years and in some cases there will not be detectable evidence. In some cases these failed systems can contaminate drinking water as well as lake water quality. According to Town tax data, about half of the lakefront dwellings were built before 1973. Such informal systems can fail while leaving no noticeable traces of failure at the surface. A proposed shoreland zone septic system inspection ordinance would help remediate these water quality and public health issues. The inspections could determine malfunctioning systems that would need to be upgraded

to current standards. Any new ordinance would be developed with public input and would have to be approved by Wayne voters at a Town Meeting.

Non-Point Pollution

Pollutants such as soil, nutrients, bacteria, oils, and heavy metals that are carried through the watershed by runoff enter Wayne's brooks, streams, rivers, lakes and ponds. This non-point source pollution is so named because it may occur anywhere in the watershed, as opposed to coming from a single outfall or discharge point.

Existing land use activities are the primary sources of nonpoint source pollution. Developed areas, including roads, parking lots, buildings, camps, farming, and timber harvesting are all potential nonpoint sources.

Recently there has been an increased concern about non-point pollution impacts due to the higher frequency of extreme rainstorms. Androscoggin, Berry, Dexter and Wilson are considered of statewide importance and all are on the Maine Department of Environmental Protection Nonpoint Source Priority Watershed List. Lakes rated as most at risk from New Development are Berry, Dexter, and Wilson.

In general, there is increasing awareness of the storm water problem, and the Town is addressing it to an extent as public roads are reconstructed. Culverts are upgraded as needed when replaced and roadside ditches on Town Roads are appropriately riprapped as they are repaired. The local lake associations, ALIC, the 30 Mile River Association and the Cobbossee Watershed District are offering some assistance with private road upgrades, shoreline stabilization projects and encouraging use of native plants and trees for shoreline buffer areas. The Lake Smart program provides guidelines for managing individual lots to respect water quality and recognizes property owners who follow those guidelines.

This comprehensive plan recommends seeking potential opportunities to secure additional funding to assist local landowners in efforts to protect Wayne's water resources. Enforcement options exist and will need to be used. The Town does not have the resources to inspect all sites, or to see that there is compliance with BMPs. Wayne like other towns, must rely to a large extent on the "eyes and ears of the community." The Planning Board is currently considering ways to strengthen storm-water standards and will be updating the local shoreland zoning ordinances in the near future.

Invasive Aquatic Species

Lake ecosystems in the United States and Canada face threats from at least 11 "invasive aquatic species" of plants. To date, five of these eleven species have appeared in Maine lakes, totaling 23 infested systems and 47 unique waterbodies as of March 2014 http://www.maine.gov/dep/water/invasives/invasivesmap.pdf).

The five species are: Variable Water-milfoil (*Myriophyllum heterophyllum*), Eurasian Water-milfoil (*Myriophyllum spicatum*), Curly Leaf Pondweed (*Potamogeton crispus*), and Hydrilla (*Hydrilla verticillata*) and European naiad (*Najas minor*).

Invasive aquatic plants, alien to local lake ecosystems, can grow rapidly and spread from one lake to another by boaters carrying plant fragments on boats, trailers or fishing equipment. Infestations of

invasive aquatic plants can alter the native aquatic plant habitat, fishing and other forms of recreation, and result in decreased property values on waterfront properties.

Wayne has not yet been identified as a host of any invasive aquatic plants.

The 30 Mile River Association organizes courtesy boat inspectors at the public boat launching sites in Wayne. The Town regularly provides funding assistance to this program. Prevention through a robust boat inspection program is significantly less expensive than managing an established infestation. This effort is extremely important since infestation would be very difficult to control in Wayne's shallow lakes. A recent find of Variable Water-milfoil in Annabessacook Lake (Winthrop and Monmouth) illustrates the risk.

Forest Resources

Except for developed areas along roads, shorelines, agricultural fields, and emergent wetland areas, most of the town consists of woodland at various stages of maturity. The Maine Forest Service, based on the National Land Cover dataset, estimates forest acreage of Wayne (2004), as 10,782 acres, or 90% of the town's land area (G. Miller, MFS, pers. comm.).

The forested areas of Wayne provide numerous benefits, including:

- Economic benefits to landowners when timber is harvested or used as firewood;
- Carbon storage;
- Recreational benefits including hunting, hiking, snowmobiling, cross country skiing and other winter sports;
- Wildlife habitat including deer wintering habitat, vernal pools, and other habitat blocks for plants and wildlife, especially in and adjacent to "forested wetlands".
- Aesthetic enjoyment; and
- Protection of the Town's streams, lakes and wetlands (the canopy provided by trees and the understory aid in breaking the force of precipitation, thereby maximizing absorption, and decreasing runoff and erosion).

Much of the forest is second growth that regenerated naturally when former pastures and croplands were abandoned. A wide variety of species of trees and shrubs is present. Local populations of uncommon southern species are significant, including white oak, pitch pine, tupelo, and others.

Terrestrial Invasive Plant Species

The spread of invasive exotic plants as well as several introduced insect pests are of increasing concern for small landowners and forestland owners. The Wayne Select Board adopted the "Landscaping of Town Properties Policy" in 2008. Part 2 of the policy requested that the Wayne Conservation Commission "assess the presence of invasive plants on town properties and... propose plans for management and control of such plants." During the summer and fall of 2008, Conservation Commission members gathered data and created a report on the status on invasive plant species in Wayne.

The problem is multi-faceted and may require a variety of actions over time.

- Two properties with some lots owned by the Town of Wayne are of high natural value: Muddy Pond and the wetlands south of Pickerel Pond. These two areas are zoned Resource Protection.
- The town owns a small parcel near Muddy Pond with a few invasive plants that should be removed. The rest of the area around Muddy Pond is privately owned. The town could work with landowners to protect the resource. The town land south of Pickerel Pond (east of the Lord Road) appeared to be free of invasive plants in 2009. However, large numbers of invasive plants occur on the edges of the Lord Road and on private property in the area. These seed sources should be eliminated. The town could work with private landowners.
- If the town could include the elimination of invasive plants in town right-of-ways as part of ongoing road maintenance, seed sources could be reduced, not only on the Lord Road to protect the Pickerel Pond wetlands, but on other town roads. Morrison Heights and the Old Winthrop Road are especially thickly infested with invasive plants.

Large populations of invasive honeysuckle and bittersweet occur in forested areas adjacent to the Elementary School and Ladd Recreation Center.

Wildlife

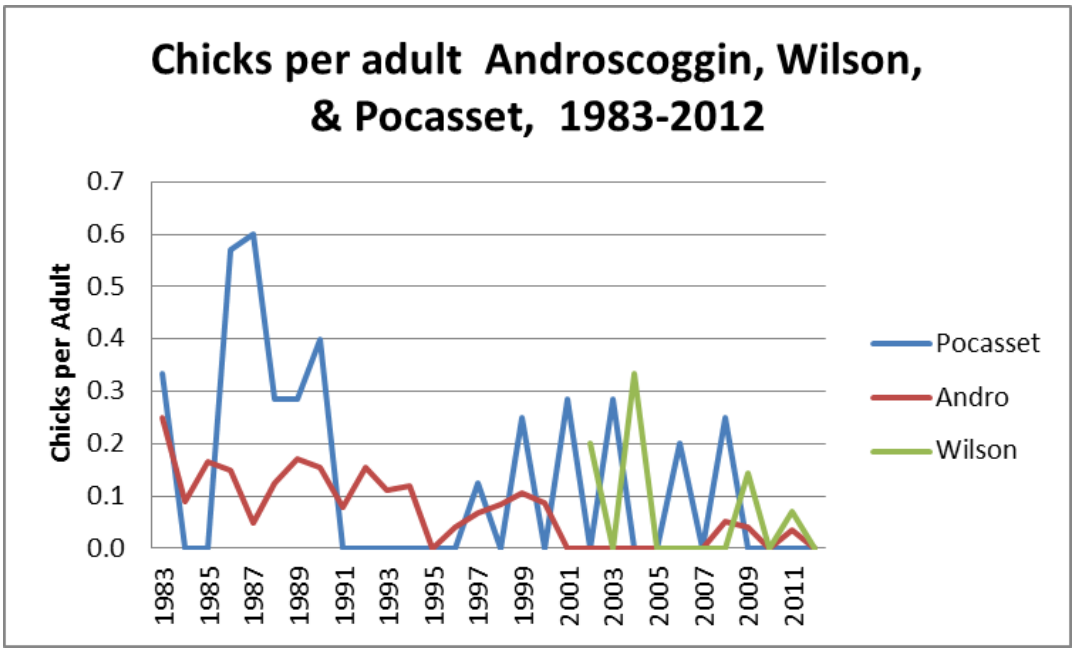
Wayne has an abundance of wildlife and a diverse range of habitats for plants and animals. This diversity is a function of the large areas of undeveloped land and the riparian and wetland habitats that link these larger undeveloped blocks. These large habitat blocks are especially important to species with extensive home ranges, such as bobcat and bears. Areas identified by IF&W as candidate deer wintering areas are shown on Map 4-4. Deer require mature conifer stands to survive moderate to severe winter conditions. Maturespruce, balsam fir and hemlock provide the best winter shelter for deer; however conifer coveris not the only condition that defines a deer wintering area. Landform (low elevation, aspect,and proximity to water) plays an important role in determining where deer attempt to winter ina given area. Because of the contribution of landform attributes, historical deer wintering areasmay support wintering deer in the future given appropriate forest cover. Landowners interested in managing for deer habitat can contact MDIFW Region B office.

New roads to support increased development in Wayne and surrounding towns fragment these large habitat blocks. Similarly, the links between such blocks, the riparian areas along streams, lakeshores, and associated wetlands, can be narrowed or interrupted and are then less able to function effectively as wildlife travel corridors.

Wayne’s extensive wetlands, bordering shallow lakes, provide abundant habitat for birds including eagles, ospreys, loons and great blue herons. Bald eagles have been delisted but still have protection under the Endangered Species Act. The long-time nest on Lothrop Island is still in use and another possible nesting site has recently been observed in the Village area. Multiple pairs of ospreys and loons nest on Wayne Lakes. There is a large upland heron rookery off the Hardscrabble Road.

As a species of great public interest, important to Wayne’s sense of place, and an indicator of environmental quality, common loon populations are of interest. Trends in the adult loon count are encouraging, but they mask a situation of weak reproductive performance over the recent decade (Figure 4-2). Androscoggin Lake's loons have historically suffered from low reproductive success – flooding, mercury levels, predators, and extensive boating use during the nesting seasons probably all contribute. Protecting key habitat will be an ongoing challenge in the future.

Figure 4-2. Common Loon Reproductive Success Data, from Audubon Society Loon Count



Nuisance Wildlife

All wildlife is not welcomed by all residents. Deer and porcupines can cause extensive damage to residential and agricultural plantings. Beavers can harvest trees in areas where property owners prefer that the trees remain and dams can cause flooding which interferes with roads. Resident Canada Geese can multiply quickly, leave unsightly manure and will at times protect nests in areas where they interfere with human land use. Some prefer that certain predators be eliminated. Generally, the town requires that residents remedy their own issues with nuisance wildlife unless there is a significant risk to public health and safety. It is important to remember that most wildlife occupies an important niche within the ecosystem and total elimination may not be beneficial. Federal and State agencies (IF&W and APHIS) can provide information about living with wildlife and advice about options in situations where problems are extreme.

Fisheries

Wayne's lakes and streams support a popular warm water fishery including large and smallmouth bass, white and yellow perch, pickerel, hornpout, eels, smelt, cusk and sunfish. Eagles, ospreys, loons and herons also celebrate the fishery. Androscoggin Lake was once known as an important cold-water fishery. Brown trout still spawn in the Mill Stream but do not reproduce successfully in Androscoggin Lake. The brown trout population is maintained through stocking programs.

MDIF&W has determined that native brook trout are present in Wayne. Cusk and American eels and perhaps even Wayne's rare brook trout are Species of Special Concern. MDIFW staff has indicated that Androscoggin and other Wayne lakes are not currently considered a high priority for monitoring and research, as other lakes have more significant problems, and more urgent needs for management.

Androscoggin Lake hosts several annual bass tournaments originating at the State boat launch or at the Riverbend Campground. These are very popular and can draw as many as 100 competitors. Fish are transported live to weighing stations and then released. Bass populations are doing well, according to fish biologists and anglers.

Northern pike have been introduced into both watersheds and would be expected to pose a threat to coldwater fisheries. Some anglers appreciate a pike fishery and there are reports of pike up to 20 pounds, however, the long-term impacts of this invasive introduction have not been evaluated.

There are no significant barriers to fish passage in the Berry, Dexter, Wilson chain, before the Wilson Pond Dam. The flood barrier on the Dead River impedes upstream fish passage except when it is overtopped during floods. The dams in Wayne and North Wayne block upstream passage. On tributary streams, however, there are at least five road crossings that appear to block fish passage according to the Maine Stream Habitat Viewer.

Scenic Areas

Identifying scenic views and areas presents the obvious problem that such an exercise is highly subjective. Many of Wayne's residents appreciate the landscape the town offers, from the lake views and classic charm of the farms to the picture-book beauty of Wayne Village. The Village alone, a collection of fine old homes nestled together on an isthmus of land, where the Mill Stream links Pocasset and Androscoggin Lakes, certainly qualifies the town as one of the prettiest inland communities in Maine. The most spectacular vista is at the top of the Morrison Heights Road where the entire expanse of the western and northwestern mountains as well as the Presidential mountain range in New Hampshire can be seen while overlooking Androscoggin Lake. The view westerly from Route 133 on top of Beech Hill is also impressive, particularly in the fall and winter. The dam in North Wayne provides a visual attraction easily viewed from the road when driving through North Wayne. The town owns both dams in town and considerable land around the dams and streams in both villages. A significant concern is the potential for loss of the Town’s identity as lot by lot sprawl, often with accompanying lights and signs, fills in the roadsides over the years. Creative improvements to the Town’s Zoning Ordinance will be needed to address this trend.

Opportunities for Open Space and Outdoor Recreation

The Comprehensive Planning Committee has been advised that one thing that could be done to improve the attractiveness of the town to homebuyers would be to develop more opportunities for outdoor recreation. For all ages, availability of convenient outdoor opportunities is becoming more important. Outdoor options remain important for the school and the programs of the Ladd Center and area youth camps as well as summer residents and visitors. Identifying and assessing opportunities for such improvements is a complex and difficult undertaking. A committee focused on just this task in a nearby town took two years to complete its work. Wayne should consider applying for funding for an Open Space and Outdoor Recreation Plan (OSP).

The Town’s existing conservation lands are a key resource for this purpose. Needs identified in an OSP would supply criteria for implementing the 15% open space goal.

Public Health

Along the lakes 130 homes were listed as using lake water in the 2013 tax assessment records; an additional 63 used dug wells, and 7 used springs.

Failing septic systems, due to age, absence of suitable locations for traditional treatment methods on many lots, poor design, improper installation, and neglect of maintenance can add unacceptable nitrate and other nutrient loads to waters. More importantly, these conditions create a latent hazard to public health from potential bacterial contamination. The passage of time is likely to intensify this challenge. The Town should support programs designed to make property owners aware of these risks and to assist financially in making needed repairs. But this is not enough. The Town needs to develop, explain to voters, and adopt, a suitable shoreland septic system inspection ordinance to enable it to play a more active role in addressing this issue.

Summary and Analysis

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans. The information summarized above shows us several things:

1. Existing water quality is in fair to good condition. Compared to half a century ago, bacterial water quality is markedly improved in many areas. Still, major lakes are considered at risk: Wilson Pond is on a DEP List for amelioration.

2. There remain concerns that Androscoggin Lake is vulnerable to continued nutrient and sediment runoff effects. Wilson Pond has displayed declining transparency for years. These conditions will not correct themselves.

3. New development has been somewhat limited in the past decade. Several approved subdivisions have many lots that have not been sold.

4. The principal impacts to the waters of Wayne come from existing development, much of which could not be approved under current rules.

5. Ameliorating sources of nutrients and sediment to the waters will require actions by individual owners and improvements in many areas by the Town. There is no one big project that can fix this. Any additional development within the village or shoreland zones should address impacts to water quality.

Water Resources

1. **Point sources of pollution.** The DEP oil and hazardous waste (#A-207-1993) site on the east side of the stream flowing into Pickerel Pond below the North Wayne dam should be monitored by the Town on a regular basis. Local businesses that could be impacting ground water should be encouraged to use best management practices for waste removal and storage.

   Catch basins on Route 133 and in the area surrounding the Mill Stream may periodically discharge into the Mill Stream during significant storm events.

2. **Non-point sources of pollution.** There are non-point sources of pollution, including road run-off, waterfront and watershed degradation. There are also instances (e.g. the State boat landing)

where roadside ditches discharge directly into water bodies with inadequate opportunity for contaminants to be contained. Both the 30 Mile River system and the Berry-Dexter-Wilson Pond drainage feature significant road crossings with, in some cases, inadequate protection from road drainage runoff. Efforts are being made at the town level and, in some cases, on private camp roads to address these issues.

Many road systems around Wayne's lakes consist of dirt camp roads. These are the major sources of soil sedimentation and phosphorous to the lakes. Significant development around the lakes, both waterfront and in the watershed areas, is also a contributing factor of non-point source pollution, particularly since Wayne is hilly, has a significant amount of watershed area, has many areas of poor soil and has many brooks, streams and intermittent streams.

3. **Threats to ground water supplies.** Wayne's most recent town "dump" was located on a significant aquifer recharge area but was closed and capped. The effect of recent sand and gravel mining along the Fairbanks Road is not known. To date ground water supply is sufficient, and with the exception of some wells which may be too close to septic systems, is of good quality. There has been no significant notice that well water supply is decreasing or that the water table has changed. There have been occasional instances of individual wells contaminated due to inadequate septic practices, and occasional disputes in property sales over such conditions.

4. **Regulatory measures to protect water resources.** The Wayne Planning Board, CEO, and Planning Board of Appeals, will review and update Wayne's Shoreland Zoning Ordinance and other ordinances as necessary, to ensure that they meet or exceed minimum State standards. Wayne will also explore options for increasing the time available for the CEO to work with landowners and, if necessary, pursue compliance actions should such an increase be needed.

5. **Road construction and maintenance practices and standards.** The Town is aware of the need to protect water quality. Comprehensive road standards appear in the Subdivision and Zoning Ordinances, but these apply only to new road construction. The standards do not apply to existing private roads and public road repair, which produce the bulk of the water quality problems. Recent public road repair, ditching and culvert work appears to have been appropriately stabilized and riprapped. There are ongoing efforts to encourage creation of Road Associations for the private camp roads and to encourage voluntary compliance with BMPs for private road maintenance. As in so many instances, the issues is individual compliance, and enforcement of existing rules such as the State Erosion and Sediment law.

6. **Floodplain identification and protection**. Further steps to address periodic severe flood effects need to be considered, especially on Androscoggin Lake and property owners need to be educated about flood risks.

Critical Natural Resources

1. **Sufficiency of existing regulations to protect critical natural resources in most instances**. Current State and laws and local regulations provide significant protections. In some cases local ordinances provide more protection than the mandatory State minimums. Such protections are of little effect on the already existing development which produces most of the water quality impacts. There are weaknesses in all regulations do not fully address sprawl and fragmentation.

2. **Consistency of shoreland zoning regulations**. Wayne complies with or exceeds state laws regarding shoreland setbacks. The Resource Protection Zone narrative in the Shoreland Zoning Ordinance gives wide latitude for defining protected areas. The Zoning Map needs to be updated to insure protection of these critical areas. Wayne will be updating shoreland zoning to stay consistent with State rules following completion of this Comprehensive Plan.

   Since Wayne relies on groundwater for drinking water and because of the significant flood risk on Androscoggin Lake, it is imperative that wetland functions and values not be compromised. Inconsistent definitions in the zoning ordinance should be reconciled and local protections for wetlands smaller than ten acres and forested wetlands, currently exempted, should be considered.

3. **Regional cooperation/planning.** There has been little in the way of regional cooperation and planning. Given that Wayne shares many lakes and wetlands with neighboring communities, these options for regional planning should be considered and fostered.

   Wayne should continue to partner with, and support, non-profits that work on a regional level including Androscoggin Lake Improvement Corporation (ALIC), Cobbossee Watershed District (CWD), Kennebec Land Trust (KLT), the 30 Mile River Watershed Association, Maine Lakes Society Lake Smart Program, and 30 Mile Snowmobile Club.

Other Long-term Concerns

1. Open Space and Recreation. There is a need to develop an open space and recreation plan to take advantage of opportunities, and to support water quality and protection of habitat blocks and wildlife corridors.

2. Steps can be taken to protect public health in view of the presence of informal methods or overused or old systems of residential waste disposal that are unsustainable. Continued education and outreach on the topic of proper wastewater disposal is important. A shoreland septic system inspection ordinance would find inadequate systems that contribute to public health and water quality concerns.

Appendix 4.1. Public Land and Conservation Areas in Wayne

February, 2008

Town of Wayne

- Ladd Recreation Center 32 acres,
- Town-owned Boat Launch on Lake Androscoggin, Lake Street
- Parks
  - Maurice Roderick Park (Mill Pond, Back Street, Wayne Dam)
  - Memorial Park on Pocasset Lake, Route 133
  - North Wayne Dam

Other Town Lands - including wetlands/uplands bordering Pickerel Pond, Muddy Pond; and small parcels in the Villages of Wayne and North Wayne,(see Appendix 4.2 below)

Cemeteries

- Beech Hill Cemetery, Strickland Ferry Road (Town)
- Evergreen Cemetery, Fairbanks Rd/Old Winthrop Rd. (Town)
- Gordon, Berry Road (Town)
- Lakeshore Cemetery, Cove Rd (Town)
- North Wayne, North Wayne Road (Town)
- Revolutionary War (Old Burying Ground), Berry Road (Town)
- Mt. Pleasant Cemetery, Gott Road (Privately owned)
- Wing Cemetery, Pond Road (Privately owned)

Snowmobile Trails. On private land by agreement with local snowmobile club (Thirty Mile River SC).

State of Maine

- Boat launch, Route 133, Androscoggin Lake

Other Public Ownership

- 110 acre Town of Readfield Town Forest, adjacent to KLT's 100 acre Macdonald Conservation Area; owned by Town of Readfield. ~ 30 acres in Wayne.

Other Non-Profits

- New England Wildflower Society Sanctuary
- Androscoggin Yacht Club

Kennebec Land Trust

- Mt. Pisgah Conservation Area, with land on Dexter Stream & Dexter Pond, mostly Winthrop, 70 acres
- Macdonald Conservation Area, partially in Wayne, mostly in Readfield, adjacent to Readfield Town Forest 17 acres in Wayne, 83 acres in Readfield.
- Perkins Woods, Androscoggin Lake, next to Camp Androscoggin (access is only by water) 14 acres
- Norris Island, Androscoggin Lake 27 acres
- Gott Pasture Preserve, west shore of Wilson Pond, Hardscrabble Road 75 acres
- Besse Historic Conservation Area, Old Winthrop Road 55 acres
- Pickerel Pond Marsh, 25 acres

Appendix 4.2. Wayne Conservation Commission 2008-2009 Survey of Town Owned and School Lands

Town Owned Property Location	Map	Lot	Values[1]
Eastside Lovejoy Stream	17	12	E, H
Walton Road Lot	17	1	E
Fire Station, N. Wayne	17	23	
N. Wayne School	17	22	E, H
N. Wayne Dam / Old Town Office	17	5	S, E, H
Pickerel Pond Wetland	5	94	N
Footbridge Lot	12	50	S, E, H
Mill Pond "Farmers Market" Park	12	45	S, E
Muddy Pond	7	3	N
Wetland – Muddy Pond	7	8	
Interior near Muddy Pond	7	11	
Memorial Park 133	12	18	S, H
Maurice Roderick Park	12	11	S, H
Ladd Center	13	25	E
Wayne Elementary Owned by "RSU #38"	9	93	E
Town House	9	76	H
Wayne Fire Station	12	63	
Old Dump Fairbanks	3	43	

[1] E = Educational
H = Historic
N = Natural
S = Scenic

Appendix 4.3: Map References

USGS:

Wayne Quadrangle 1:24,000 1966

Fayette 1:24,000

Turner Center (tiny bit of NW corner of Town)

See: http://store.usgs.gov/b2c_usgs/usgs/maplocator where you can download these as PDFs or order them in paper copies.

Map collection: Maine Department of Inland Fish and Wildlife's Beginning with Habitat. On file at the Town Hall and on its website.

Flood Zone maps by FEMA. At Town Hall and on its website.

Air photo print of Potential Vernal Pool map (2009) at Town Hall.

Shows excellent resolution of land features.

(In another year, when MDIFW has designated Significant VP's, will update or annotate this Map.)

KLT. Map of KLT's properties updated annually.

5. PUBLIC FACILITIES AND SERVICES

Introduction

A number of public facilities are maintained by the Town, and many services are available to the residents of Wayne. Most are provided by residents who donate many hours to the community with very little or no pay. Local taxes could be much higher were it not for the contributions of those who serve the community. If more seasonal homes are converted to year round use, the demand for some services and facilities (emergency, fire, environmental protection) will likely increase.

Table 5-1. Overview of Ownership of Public Facilities and Services in Wayne

Facility or Service	Ownership
Municipal Building	RSU #38
School (RSU #38)	RSU #38
Fire Station(s)	Town of Wayne
Roads and bridges	Wayne/State of Maine
Elementary School Playground	Joint Partnership w/ RSU #38
Cemeteries	Town of Wayne/Private
Conservation land /Parks	Town of Wayne/Private
Historic Properties	Town of Wayne/Private
Ladd Recreation Center	Joint Partnership w/ Ladd Family
Library	Private

Town Government

Wayne is governed by the Town Meeting/Selectmen/Town Manager form of government. An Annual Town Meeting is held in June, at which time the voters elect municipal officers, vote on ordinances, appropriate funds, and conduct other business as needed for the coming year.

Elected officers and officials and their terms of office are:

Select Board (5)	3 year terms (staggered terms)
Budget Committee (5)	5 year terms (staggered terms)
RSU #38 School Board of Directors (2)	3 year terms (staggered terms)
Local School Committee (3)	3 year terms (staggered terms)

Wayne has three full-time employees: the Town Manager, the Tax Collector, and the Town Clerk. Part-time employees include the Treasurer, Code Enforcement Officer and an Office Clerk. The Select Board members receive stipends for their services.

Appointed Positions include the following:

Individuals
- Animal Control Officer
- Assessor's Agent
- Cobbossee Watershed District Trustee
- Code Enforcement Officer
- Emergency Management Director
- E-911 Addressing Officer
- Fence Viewer
- Fire Chief (s)
- General Assistance Administrator
- Health Officer
- Local Plumbing Inspector
- Moderator
- Office Clerk
- Registrar of Voters
- Road Commissioner
- Tax Collector
- Town Clerk
- Town Manager
- Treasurer
- Village Damkeeper
- 30-Mile River Watershed Association

Boards and Committees
- Archival Board
- Board of Appeals
- Cemetery Committee
- Comprehensive Plan Committee
- Conservation Commission
- Facilities Committee
- Farmers' Market Committee
- Memorial Day Planning Committee
- North Wayne Schoolhouse Preservation Committee
- Planning Board
- Solid Waste Committee
- Village Center Development Advisory Committee

Wayne's form of government appears to work well for the community. The Town could consider a Town Charter (governing document outlining the roles and responsibilities of municipal officers), exercising its right to home rule.

Municipal Building

The Wayne Town Office rents a classroom from RSU#38 at Wayne Elementary School located on 48 Pond Road in Wayne Village. The Town Office moved from its former location on Lovejoy Pond in North Wayne Village in 2008 due to infestation of mice and mold. Both the former and current Town

Office are small. The Town Office lacks privacy, secure record storage, parking and meeting space. Facilities within the school are available for and are in fact used for town matters - e.g. multi-purpose room and library for large and small meetings, respectively.

Roads, Bridges and Rights of Way

(See Chapter 6. Transportation)

Ambulance Service

Wayne contracts with the Winthrop Ambulance Service for emergency medical assistance. Currently, the assessment is based on population. This arrangement is adequate to meet the needs of the town for the next ten years.

Animal Control

Wayne has an Animal Control Officer who is a resident and is generally available to respond to problem situations with animals. The greatest problems are dogs running at large and barking dogs causing a nuisance. The Animal Control Officer is guided by state law and a local ordinance. Wayne contracts with the Kennebec Valley Humane Society to take animals whose owners cannot be traced. The Animal Control function can be adequately handled this way for the foreseeable future.

Overall management of Maine's wildlife species is under the jurisdiction of the Maine Inland Fisheries and Wildlife (MDIFW). Nuisance wildlife, such as beavers and geese, have become noticeable in recent years.

Dispatch/PSAP

The Town contracts with Somerset County Communication Center in Skowhegan for Public Safety Answering Point (PSAP/ 911 Call Center). The PSAP/ 911 Call Center then transfers calls to the appropriate dispatch center depending on the nature of the emergency. Dispatch for the ambulance and fire department is done through the Winthrop Communications Center. Dispatch for the Law Enforcement Rural Patrol (Kennebec County Sheriff's Office and Maine State Police) is completed through the Central Maine Regional Communication Center in Augusta.

Fire Protection

Wayne is fortunate to have a volunteer fire department with an average of 12-15 well-trained firefighters, two fire stations (one in Wayne Village on Main Street and one in North Wayne on Kents Hill Road), four fire trucks, one antique fire truck (a parade piece), and one small fire-rescue boat. The department operates under the able leadership of three Chief Officers – one Fire Chief, one Deputy Chief, and one Assistant Chief.

The fire department meets regularly for organizational meetings, training and required truck and equipment checks. The fire department is now responding to an average of 103 calls a year including mutual aid calls to surrounding towns. This compares to an average of 83 calls between 2008 and 2011.

The fire department has mutual aid agreements with ten surrounding town fire departments (Lakes Region Mutual Aid). Assistance from other fire departments has become a necessity due to fewer volunteers, and the fact that current members are traveling further for employment and are not always able to return to town for emergency calls. Other towns are experiencing the same problems and require our assistance as well. A small stipend is given to the three Chief Officers' for their various administrative responsibilities and to all active firefighters.

The fire department is currently designing a replacement fire truck for the aging 1976 fire truck which has multiple problems including a worn water pump and a leaking water tank. The fire department would like to increase the capital reserve fire truck account yearly amount to the former figure of $30,000 per year to ensure adequate money for a ten-year truck replacement schedule.

Due to the shrinking number of volunteers and the advancements in fire trucks and equipment, there may come a time in the future when the same number of fire trucks may not be required to do the same job that is now being done. Instead, more specialized equipment could be needed to utilize the fewer members and support surrounding towns. A time may also come when some form of full time career fire department will be required to ensure that someone will respond to emergency calls. This may be shared by several towns to lessen the costs per town.

The size of new fire trucks has increased over the years and continues to grow. There will be a need in the future to replace the Wayne Village fire station to accommodate these larger trucks. Although one fire station would be easier and less expensive to maintain and operate, current fire insurance standards (ISO) require both stations to meet the requirements of homes being within five miles of a fire station. The response time for emergency calls is also faster with a fire station in both sides of town.

One challenge with current and future fire and emergency control is that emergency staff sometimes have difficulty reaching property on older, steep, eroded, or narrow private roads.

Police Protection

Since Wayne does not have a constable, the Town has always relied heavily on the State Police and the Kennebec County Sheriff's Office (KSO) for police protection. The town's greatest need for law enforcement is for traffic control and handling disturbances around town, mainly during summer months at the parks and recreation areas. State and County police rarely set speed traps in Wayne and patrol of our parks is sporadic at best. Wayne's population and law enforcement needs are too small to consider establishing a local police force. The Town's does contract with KSO for additional police protection. The Town could consider appointing a civil constable for ordinance enforcement and contracting more hours with KSO for additional police protection.

Water Supply

There is no public water system in Wayne. Almost all residents use wells, which underscores the importance of groundwater and aquifer protection. Some use lake water for non-drinking water needs.

Sewage Collection and Treatment

Wayne does not have a public wastewater collection and treatment system. The community is served by individual, subsurface wastewater disposal systems. The citizens of Wayne are responsible for

maintaining their systems, paying private contractors to pump their systems on a regular basis, and repairing and replacing their systems in accordance with Maine's Subsurface Wastewater Disposal Rules. Many individual subsurface wastewater disposal systems do not meet current state standards. The Town should consider implementing a shoreline septic system ordinance.

The Town should also consider a user-funded, community-owned wastewater collection and treatment system to assist local business along Main Street and protect water quality.

Solid Waste

Readfield and Wayne share operating costs of the Readfield/ Wayne Recycling Center & Solid Waste Facility located in Readfield. The Readfield/ Wayne Recycling Center encourages recycling through public education and ease of use (single sort recycling). The Town contracts with the Kennebec Valley Council of Governments for an annual household hazardous waste, prescription take-back, and electronic disposal day.

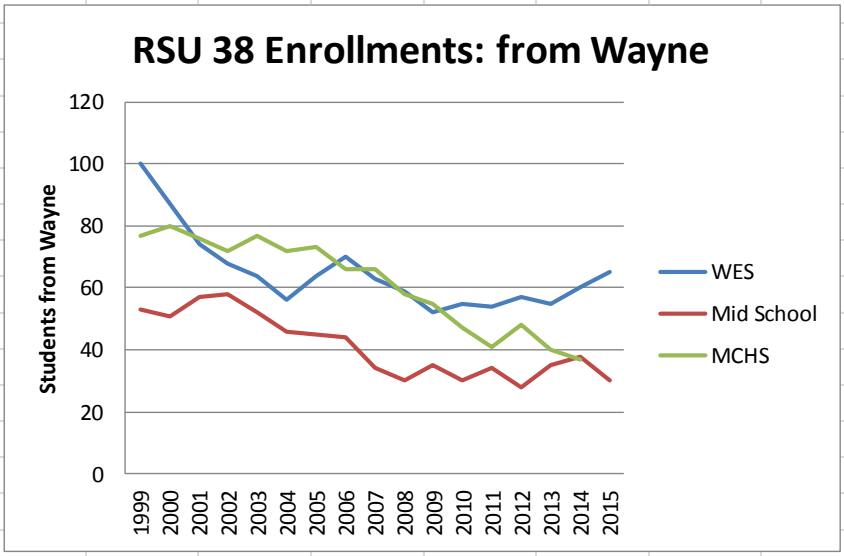
Public Education/Wayne School

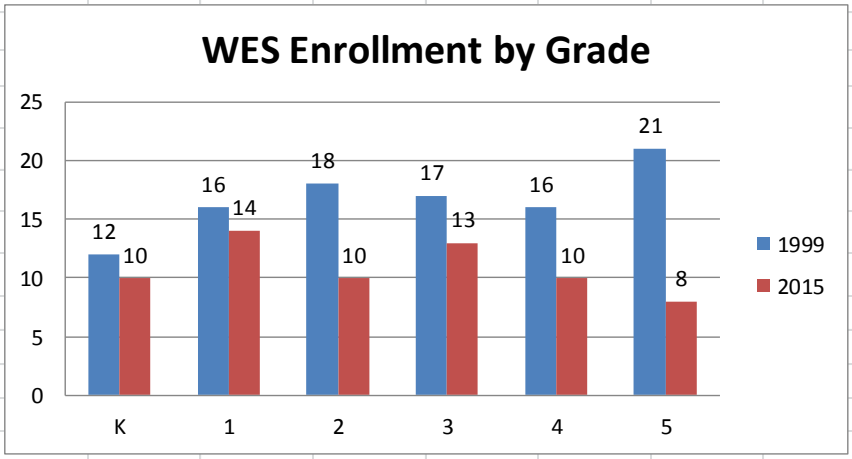
Since incorporation in 1798, Wayne operated its own Elementary school system until the Town School District merged with Readfield, Mount Vernon and Manchester to create a Consolidated School District which was recently changed to Regional School Unit #38. RSU#38 manages the Wayne Elementary School (K-5) in Wayne, and Maranacook Middle School (6-8) and Maranacook High School (9-12) in Readfield. The Town will continue to work with the RSU#38 to provide educational services for our children. Some parents elect to send their children to private schools.

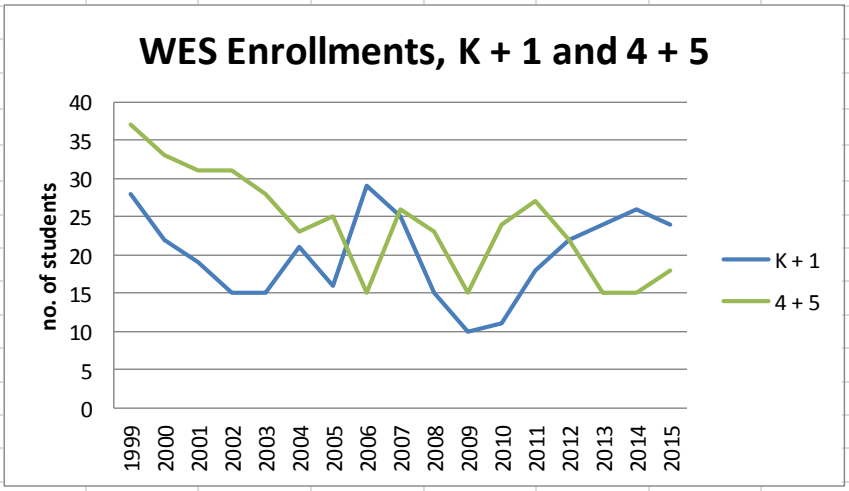
Due to the transfer of the 6th grade to Maranacook Community School in September, 2001, and to demographic changes, the number of students in public schools from Wayne has declined significantly (Figure 5-1). From 1999 to fall 2014, enrollments of Wayne students fell by 40% at the Elementary School, 28% at the Middle School, and 52% at the High School.

But the story is a bit more complex. As the lower charts in Figure 5-1 show, an age class of older students is moving through the school system, as reflected in the continuing decline in Wayne students at the High School. At the same time, K + 1 enrollments at WES have almost rebounded to their 2006 level, suggesting a new age class is forming which will boost enrollments in the upper grades in the future.

Figure 5-1.


RSU 38 Enrollments: from Wayne
Students from Wayne
120
100
80
60
40
20
0
1999
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
WES
Mid School
MCHS


WES Enrollment by Grade
25
20
15
10
5
0
12
10
16
14
18
10
17
13
16
10
21
8
K
1
2
3
4
5
1999
2015


WES Enrollments, K + 1 and 4 + 5
no. of students
40
35
30
25
20
15
10
5
0
1999
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
K + 1
4 + 5

Health Care

Health care services located in Winthrop and Livermore Falls are readily available for Wayne residents. Hospitals located in Augusta, Farmington and Lewiston are conveniently accessible.

Power/Communication Facilities

Electrical service is provided by Central Maine Power. The electric grid is susceptible to widespread power outages – the Town needs to look into automatic standby generators at several public facilities (school, Ladd Recreation Center, and Wayne Village Fire Station). Land-line phone service is provided by Fairpoint Communication. Cable service is available to many residents by Time Warner Cable. High speed internet service is provided only in some areas of town by Time Warner Cable and Fairpoint Communication and by satellite. The Town could consider renegotiating a franchise agreement with Time Warner Cable to install more high speed internet in the rural areas.

Recreation Facilities

Recreation facilities in Wayne include:

Androscoggin Yacht Club has a private beach and moorings for members only. Swimming and boating lessons are taught at the yacht club for an additional cost for members. Children attending the Ladd Recreation Center summer day camp program may use the beach for recreation and swim lessons.

Boat Launch. Two boat launches are located on the Wayne side of Androscoggin Lake. The State maintains a boat launch on Rte. 133 with adequate parking. The Town maintains a boat launch on Lake Street with limited parking.

Cary Memorial Library is located in the Wayne Village on the Old Winthrop Road. Built in 1938 and remodeled in 2013, the library is named in honor of Annie Louise Cary, world-renowned opera singer of the late 19th century who was born and lived in Wayne. The structure is a one-story brick building with a full, well-lighted basement with elevator access. Both floors are usable space and the general condition is very good. Staffed by a librarian and a part-time assistant librarian, the Library is open 27 hours a week in winter and 33 hours a week in summer.

The library is governed by the Wayne Library Association with a nine-member Board of Trustees. There are 995 households registered as library users. The annual operating budget is approximately $60,000 which comes from membership fees, special sales such as the annual used book sale, augmented by income from an endowment. Books and periodicals combined amount to about 16,368 items, with circulation in 2012 reported as 7,998.

The library recently acquired the Williams House property across the street. The Williams House is used for special programs – used book sales, offices, and storage. The library maintains a very active schedule with special reading programs for children, exhibits, and other events such as the annual "Meet the Author" program. Musical programs are being scheduled in the basement.

Ladd Recreation Center was a gift of Helen and George Ladd, whose goal was to provide a safe and nurturing environment where Wayne residents could participate in and enjoy a variety of high-quality indoor and outside activities throughout the year. This Center is owned by the Town; however, it is

managed by a private board and privately financed with funds from several sources, including the Ladd family.

The Center has a multi-purpose room and kitchen for programming space and other private events and a number of outside facilities including a gazebo, soccer fields, baseball/softball fields, basketball court, tennis courts, and a playground. The Center manages an after-school program and summer programs. The Town assists with the overall maintenance and operation of the facility. The Town should consider resurfacing the Tennis Courts, paving the road to the tennis courts, making a better walking path to baseball field dugouts, and repaving the parking lot. Safer walking from the Village Center to the Center has been mentioned as an issue.

Kennebec Land Trust has a number of properties located in Wayne. The Kennebec Land Trust provides many educational programs for residents, visitors and its membership. They also provide access to hiking trails on conserved properties. Properties are listed in Appendix 4-2.

Mill Pond Recreation Area. The Town owns several parcels of land around the Mill Pond. These parks are mostly used for passive recreation, ceremonial purposes, and a the Town of Wayne Farmers' Market. Residents use this area to swim.

North Wayne Dam Recreation Area. The Town owns several parcels of land around the North Wayne Dam. These parks are mostly used for passive recreation. Residents use this area to swim. There is limited parking and limited carry-in boat access.

Wayne Athletic League provides sports activities throughout the year to the residents of Wayne. The operating budget is funded by the participating towns as well as sponsorships and contributions from individuals and businesses. Programs include:

- Baseball
- Softball
- Soccer

Wayne Elementary School (gymnasium, baseball/softball field, soccer field, playground). These facilities will continue to be available to residents. The community raised funds, constructed, renovated, and maintains the school playground for use of school children and visiting children.

Analysis

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans.

Recreation

1. **Adequacy of recreation facilities**. In general, recreation facilities appear to be adequate.
2. **Recreationally used municipal open space.** The most important parcels used for outdoor recreation are Wayne Elementary School and the Ladd Recreation Center. Both are publicly owned.
3. **Mechanisms to acquire open space.** Wayne should consider a municipally funded mechanism, such as an open space fund, to acquire important open spaces and access sites, either outright or through conservation easements. These lands should be identified through an outdoor recreation and open space plan, with a goal of 15% conserved developable land.
4. **Public access to significant water bodies.** The public has limited access to Wayne's significant water bodies. Most of the shorefront land around Wayne's ponds is privately held. Improved access to water has been mentioned as a significant way to improve interest by families with young children in living in Wayne.
5. **Recreation trails.** There is a system of snowmobile trails in the community, but the local snowmobile club needs help maintaining them.
6. **Traditional access to private land.** As is the case in many other communities, public access to privately owned land seems to be increasingly restricted, especially for hunting. There are no statistics on the extent to which this is happening**.**

Public Facilities

1. **Adequacy of municipal services.** Municipal services appear to be adequate for the present time and the foreseeable future. There does not appear to be any demand for the expansion of existing services or the establishment of new ones. There is no public water or sewer system. Individuals are responsible for their own wells and septic systems. There is no local police force. Elderly services are available only in surrounding communities.
2. **Partnering with other communities to share services.** Wayne has partnered to share a number of services including office space, fire protection, the school, and solid waste services. The Wayne Fire Department has mutual aid agreements with a large number of jurisdictions.
3. **Availability of public water and sewer system**. There is no public water and sewer system in Wayne.
4. **Lack of public water and sewer – impediment to growth?** The lack of public water and sewer does not appear to be an impediment to growth on developable land, except for in the Village Areas. Managing and upgrading outdated septic systems, especially on shorelands, is a major challenge and should be addressed due to water quality and public health concerns.

5. **Stormwater management.** Wayne is not served by a public stormwater drainage system. Roadside ditches are used to convey stormwater from public and private roads. Stormwater runoff into the Town's great ponds may be contributing to the degradation of water quality of our lakes. There is a need to address stormwater management, particularly for existing camp road development.
6. **Septic tank waste.** The residents of Wayne are responsible for maintaining their own septic systems. Dye tests are available to residents concerned about detecting failing septic systems on the Town's great ponds. The Town does not have the resources to ensure that all septic systems are properly maintained at this time. The Town should develop and implement a septic ordinance and increase the hours if needed of the CEO/ LPI for inspection of septic systems.
7. **Schools.** Town officials need to stay in regular communication with the RSU, ensure that the Elementary School remains open, and that residents have an active role on both the RSU and Local school boards.
8. **Emergency response system.** Wayne's emergency response system appears to be adequate. The Village Fire Station has deteriorated and needs replacement. Several fire trucks will need replacement in the next ten years. The Town has been good about planning, but has slightly underfunded the plan. The biggest challenge facing the Wayne Fire Department is finding enough volunteers to do the work.
9. **Solid waste.** The current system appears to be working well.
10. **Economic development.** There seems to be a need for cable and telephone lines to be upgraded in the more rural parts of town to provide more high-speed internet access. The Town should work to encourage potential opportunities for the development of working farms and sustainable timber harvesting.
11. **Public health officer.** Wayne has a public health officer. Public health issues include aging or non-functioning septic systems that impact groundwater, lake water quality, or abutters; and illegal dumping.
12. **Capacity of other facilities.** Wayne appears to have adequate capacity to serve the modest growth that can be expected over the next 20 years. However, there may be a need to expand the Town Office or build a new one.
13. **Community priorities in capital investment plan.** Wayne's community priorities include road upgrades (currently being funded as set forth in the road improvement -plan) and maintaining adequate fire protection capability. Money is currently being set aside in a reserve fund for a number of future municipal investments. Funding for services, and the need to keep taxes at a reasonable level, seem to be ongoing issues.

6. TRANSPORTATION

Understanding the extent of the transportation network, trends in its use and how changing development patterns may affect this network is crucial to planning for the community's future. Transportation in Wayne is almost entirely limited to vehicular travel on the network of public and private roads. The maintenance responsibility for public roads depends on the principal use of the roadway and falls either on the Maine Department of Transportation (MaineDOT) or the Town.

Summary of Existing Road Network

Public Roads. Based on data obtained from MaineDOT and the Town, there are three types of public roads within the boundaries of Wayne:

1. **Arterials** – Arterial roads are comprised of a system of connected highways throughout the State that serve a high volume of through traffic. This is generally defined as 10,000 to 30,000 annual average daily traffic (AADT) trips. The State is responsible for the maintenance of principal arterials.

2. **Collectors** – Collectors serve as feeder routes that connect local service roads to the larger arterial roads, and are generally defined as those roads that carry between 2,000 to 8,000 AADT trips. Collectors include numbered State highways and roads. According to MaineDOT, Route 133 and Route 219 are major collectors. The State is responsible for the maintenance of major collectors.

3. **Public Town Roads (Town Ways)** – Public Town roads are all other public roads within the geographic boundaries of Wayne not otherwise classified as arterials or collectors. There are 37 public roads in Wayne (Table 6-1).

Private Roads. There are a number of other private roads in Wayne. Maintenance and improvement of these roads is the responsibility of the private owner(s).

Table 6-1. Wayne Public Road Inventory

Highway Name	Description	Type	Miles
Berry Road	Kings Highway to Pond Road	Paved	1.24
Besse Road	Main Street to End	Both	0.51
Bridge Street	Main Street to Main Street	Paved	0.08
Christmas Tree Lane	Main Street to End	Gravel	0.08
Church Street	Kents Hill Road to End	Paved	0.11
Coolidge Road	Main Street to End	Both	0.33
Cross Road	Main Street to Winthrop T.L.	Paved	0.12
Dexter Pond Road	Mount Pisgah Road to Winthrop T.L.	Gravel	0.58
Fairbanks Road	Main Street to Old Winthrop Road	Paved	1.18
Farnham Road	North Wayne Road to End	Gravel	0.12
Gott Road	Old Winthrop Road to End	Paved	0.53
Green True Road	Main Street to End	Paved	0.64
Hardscrabble Road	Morrison Heights Road to Monmouth T.L.	Paved	2.38
Hathaway Road	North Wayne Road to Winthrop T.L.	Paved	0.21
House Road	Old Winthrop Road to End	Gravel	0.40
Innes Ridge Road	Kents Hill Road to Readfield T.L.	Paved	0.53
Kents Hill Road	North Wayne Road to End	Paved	0.86
Kings Highway	Main Street to Berry Road	Paved	0.51
Lake Shore Road	Leeds Road to Leeds T.L.	Paved	0.62
Lake Street	Memorial Pak Lane to End	Paved	0.09
Leadbetter Road	Coolidge Road to End	Paved	0.60
Lincoln Point Road	Hardscrabble Road to Private Road	Both	0.23
Lord Road	Main Street to End	Both	0.69
Lovejoy Pond Road	Walton Road to Fayette T.L.	Paved	1.08
Maxim Road	Lord Road to Green True Road	Gravel	0.95
Memorial Park Lane	Main Street to End	Paved	0.15
Morrison Heights Road	Old Winthrop Road to Hardscrabble Road	Paved	1.45
Mount Pisgah Road	Old Winthrop Road to Winthrop T.L.	Paved	1.31
North Wayne Road	Kents Hill Road to Winthrop T.L.	Paved	2.26
Old Winthrop Road	Main Street to Fairbanks Road	Paved	2.96
Pond Road	Main Street to Walton Road	Paved	1.91
Richmond Mills Road	Walton Road to Fayette T.L.	Paved	0.49
Strickland Ferry Road	Leeds Road to Tucker Road	Gravel	1.23
Tucker Road	Strickland Ferry Road to Livermore Falls T.L.	Gravel	1.38
Walton Road	Pond Road to North Wayne Road	Paved	1.90
Whispering Pines Circle	Lake Shore Road to End	Gravel	0.23
White Road	North Wayne Road to End	Gravel	0.50
Total			**30.44**

MaineDOT Work Plan

MaineDOT's completed highway preservation paving and vegetation removal on Route 133 from Charles Street in Winthrop to Old Winthrop Road in Wayne for 2015.

It should be noted that federal funding cutbacks have resulted in the deferral of many projects in the Work Plan. MaineDOT will continue to rebuild existing roads as funds are available. However, its top priority will continue to be its pavement preventive maintenance (PPM) program. The condition of a well-paved road tends to be stable for the first 5-10 years. Then, as cracks form and water gets into pavement and base, the rate of deterioration quickens. The PPM program focuses on applying lighter, less expensive pavement treatments earlier and more frequently in a pavement's life, thereby avoiding the point at which the pavement quickly deteriorates and the cost of repair accelerates.

Local Road Maintenance and Capital Improvements

The Town of Wayne has a Town-appointed Road Commissioner, but does not have its own public works department. The Town contracts with a private firm for snow plowing services and road improvement work. At the time of writing this plan, the Town is writing a 5-year Road Financial Plan for maintaining and upgrading its roads. In general, the Town is appropriating the necessary funds and following the recommendations of the Plan. Deviations from the Plan are made to deal with changing circumstances such as road damage caused by a major storm.

Private roads are maintained by private individuals or associations; it is possible that one or more could be proposed for public acceptance in the future. In Wayne, the decision to change the status of a private road to a public road must be accomplished by a majority vote of registered voters in attendance at an Annual Town Meeting.

Traffic Volumes and Patterns of Use

MaineDOT counts traffic volume on a rotating schedule. The most recent counts in Wayne were in 2012. As indicated in Table 6-2, in 2011 the highest Average Annual Daily Traffic (AADT) was on Route 133, the principal highway in the community. Traffic counts were relatively consistent, and they haven't changed much during 2011-2012. These averages don't reflect peak conditions, however, as experienced during peak summer weekends.

Table 6-2. MaineDOT Traffic Counts in Wayne

Road	Description	AADT 2011	AADT 2012	AADT 2013
Route 133	East of Old Winthrop Road	3990		
Route 133	Southeast of Route 219	3570	3390	
Route 133	Northwest of Route 219	1850	1580	
Route 133	Southeast of Memorial Park	4340		
Route 133	Southeast of Green True Road	4020		
Route 133	Northwest of Green True Road	3880		
Old Winthrop Road	Southeast of Route 133	800		
Fairbanks Road	South of Route 133	440		
Route 219	West of Route 133	2030	2020	

Source: Maine Department of Transportation.

High Crash Locations

MaineDOT identifies high crash locations. All accidents that result in more than $1,000 in property damage and/or an injury/death are analyzed on a rolling three-year period. Based on information provided by MaineDOT for the period January 1, 2013 through December 31, 2013, there were no high crash locations located in Wayne.

Occasional deer accidents occur, mostly in predictable locations. Signage to warn of these locations has been suggested.

Access Management

MaineDOT has adopted an Access Management Rule that controls the development of driveways and entrances on all state and state-aid roads. A driveway is an access that serves up to five dwelling units or other uses that generate less than 50 vehicle trips per day while an entrance includes anything that exceeds these driveway thresholds. MaineDOT's access management rules apply to Routes 133 and 219.

Any person proposing a driveway or entrance on Route 133 and 219 must apply for a permit from MaineDOT. This requirement is in addition to any local permits. All such accesses must meet minimum standards for sight distance, minimum distance to intersections, maximum width, drainage controls, and backing up onto the highway, among others.

Because the Access Management Rule is primarily intended to ensure safe use of and access to roadways, towns are encouraged by MaineDOT to adopt similar standards for development on municipal roads. Minimum sight distance requirements, drainage improvements, and width standards, are just as important for the safe use of local roads as for State highways. A minimum sight distance standard for all new driveways would go far in improving safety on town roads in the future.

Bridges

Table 6-3 lists bridges in Wayne. Each bridge has a sufficiency rating, which reflects functionality (width and weight capacity) and structural condition, among other criteria. All State and Town-owned bridges in Wayne have been inspected within the past five years.

Table 6-3. Town of Wayne Bridge Assessment

Name	Location	Water Body	Year Built	Owner	Structure Condition[1]	Sufficiency Rating[2]
Job Fuller	Old Winthrop Rd	Manter Brook	1970	Town	6.33	99
Hales Brook	Pond Rd	Hales Brook	1954	Town	6.33	99.6
Main Street	Route 133	Mill Stream	1966	State	7.6	94.4
North Wayne	Walton Road	Lovejoy Pond Stream	1931	State	5.8	68.6
Hales Brook#2	Berry Road	Hales Brook	2001	Town	7.33	100
Tempy	Mt. Pisgah Rd.	Wilson/ Dexter Ponds	1984	Town	6.33	89

Source: Maine Department of Transportation.

Data reported by MaineDOT Bridge Maintenance Division July 17, 2013.

[1] Structure condition ratings range from 0-9 with 9 representing the best condition.

[2] Sufficiency Rating reflects functionality, structural condition, water analysis; the higher the number, the better the condition.

Parking Facilities

There are parking lots at the Wayne Elementary School, Ladd Recreation Center, the North Wayne Building "old town office," and the fire stations.

The Wayne Elementary School seems to have adequate parking for the faculty, staff and visitors.

The Ladd Recreation Center has adequate parking for daily traffic. For major events, cares can safely park along one side of the Gott Road which is not a through street. Land is available around the center for expansion.

The Cary Memorial Library is along the densely populated section of Old Winthrop Road, near the intersection of Route 133. The library recently purchased the Williams House across the street for a special events center, offices, storage and parking. They created a new parking lot for library patrons to help with the on street parking.

The Fire Stations have adequate parking for volunteer firefighters.

The current Town Office located at Wayne Elementary School has adequate parking for staff and visitors. However, major events must be carefully coordinated to avoid interfering with the school schedule.

The North Wayne Building "old Town Office" located on Lovejoy Pond Road has limited parking. This building is no longer used for a Town Office but for storage of Town records and supplies. This parking lot is used during the summer for visitors wishing to use the North Wayne Dam swimming area. The Town should consider improving the North Wayne Dam Fire access road to allow for parking for visitors wishing to use the park for swimming.

The Town House is located on Route 133 on a very small parcel of land. Parking occurs along the sides of the road as the shoulders of Route 133 are wide enough to allow vehicles to get well off the travel portion of the road. The Town House is used only occasionally for special events, so the parking is adequate.

The North Wayne Schoolhouse is located on Kents Hill Road on a very small parcel of land. Parking occurs along the sides of the road as the shoulders of Kents Hill Road are wide enough to allow vehicles to get well off the travel portion of the road. The North Wayne Schoolhouse is used only occasionally for special events, however, parking sometimes poses a problem for the North Wayne Fire Station across the street. Both the Fire Department and the Schoolhouse Preservation Committee should work together to resolve the problem.

However, in the village, parking is a problem for many of the local businesses. There is a need for more off-street parking for businesses in the village.

Pedestrian Facilities

There is a small set of sidewalks in the village on Route 133 from the Bridge Street to Memorial Park Lane. However, the Town is currently studying the feasibility of connecting existing sidewalks to the Wayne Elementary School and the Ladd Recreation Center. There are miles of logging roads and walking paths privately maintained that many people use for recreational purposes. A number of residents have expressed interest in working with private landowners to develop a trail network on these roads and paths. If the speed limit in the Village were reduced walkability would be greatly enhanced.

Public Transportation

No fixed route public bus system serves Wayne. Public transportation is provided to Wayne residents on a limited basis by the Kennebec Valley Community Action Program (KVCAP). KVCAP's primary mission is to provide non-emergency services to the low income, elderly, disabled and general population of its service area which includes Kennebec Counties. KVCAP provides door-to-door public and social service transportation in agency vehicles. Medicaid-covered and some social service transportation are also offered in private vehicles with volunteer driver services and are available by appointment only.

Air Transportation

Maine's aviation system consists of 36 publicly owned airports, six of which are served by regularly scheduled passenger service. The Portland International Jetport serves the

majority of domestic flights. Bangor International Airport specializes in international flights, but also provides service to major cities throughout the US. There are no general aviation airports in Wayne. The Augusta State Airport in Augusta provides scheduled passenger service throughout the northeast as well as general aviation services for private individuals and cargo.

Rail

There are currently no railroad facilities located in Wayne.

Analysis

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans.

Roads, Bridges, Sidewalks and Bicycle Routes

1. **Concerns for transportation system safety and efficiency**. Wayne is a small community, so safety and efficiency are seldom issues. Wayne is developing a five year road maintenance plan for its roads that addresses safety issues. Standards in the Subdivision Ordinance also address safety and efficiency. These standards only apply for development in subdivisions. The Town should review driveway culvert/ ROW access management ordinance. Sidewalk improvements and speed limit reductions would improve safety.
2. **Impacts of state and regional transportation plans**. None Applicable
3. **Relationship of local land use regulations to MaineDOT requirements.** Wayne's ordinances do not contain standards similar to MaineDOT's access management standards. However, applicants for various approvals and permits are required to meet State requirements. Shortcomings in this area have been noted.
4. **Municipal schedule for road maintenance and improvement.** Wayne is developing a 5-year road maintenance plan for its roads that addresses safety issues.
5. **Standards for public and private roads and bridges.** Wayne residents have not voted to accept or change the status of a private road to a public, Town-maintained road in approximately 20 years, although subdivision standards have to be met.

Parking

1. **Parking issues.** Parking has been an issue in some locations. The Town has enacted a parking ordinance.

2. **Parking standards and growth.** The Town's parking ordinance does not appear to have any impact on directing growth from growth areas to rural areas.
3. **Safety considerations for parking lot layout.** This does not apply to Wayne.
4. **Needed community investments for parking.** Wayne plans to study parking for village center businesses.

Other Modes of Transportation

1. **Available transit services**. See discussion on public transportation.
2. **Major transportation terminal**. This does not apply to Wayne.
3. **Public airports**. This does not apply to Wayne.

Environmental and Cultural Considerations

1. **Degradation caused by private, state or local transportation facilities**. There is concern that stormwater runoff, particularly along private camp roads (many of which are not paved) may be negatively impacting Wayne's 8 lakes and ponds through soil erosion/sedimentation and phosphorous loading. Winter road maintenance, as well as road and ditch work, may also be contributing to the problem. The State boat launch needs some work.
2. **Protection of scenic, historic, cultural facilities adjacent to transportation facilities.** As of this writing, the Town is strongly supportive of its rural, scenic character, and its lakes.
3. **Transportation-related noise concerns.** This does not apply to Wayne, although noise may be a concern for some individuals along the Route 133 corridor.
4. **Possible community steps to minimize transportation-related environmental impacts.** Wayne has standards in its Subdivision Ordinance to minimize environmental impacts. The Town could also develop or support a parking area in the village for park and ride sharing to Augusta, Lewiston and Livermore Falls. Local officials and contractors could attend educational workshops and informational forums on issues such as non-point source pollution (NEMO Training), road maintenance "best management practices" training and stormwater management.

Land Use

1. **How proposed major transportation facilities complement the community's vision.** This does not apply to Wayne.

2. **How local land use decisions affect the transportation system.** The community needs to be sensitive to the fact that unplanned lot by lot (often grandfathered) development along Route 133 and 219 can affect the traffic carrying capacity of that arterial. The Town has already included road standards in its ordinances, and is preparing a 5-year capital plan for road maintenance and improvement. Continued lot by lot strip sprawl, often on grandfathered lots, will slowly degrade mobility and in the future will require lower speed limits over wider areas. Travel times will increase.

3. **Relationship between development and passenger transportation systems.** This does not apply to Wayne.

4. **Need for access management standards.** MaineDOT's standards already apply to Routes 133 and 219. There are no other arterials in the community. The Planning Board should consider whether these standards are suited to Wayne's land use and safety objectives, and if not, suggest improvements.

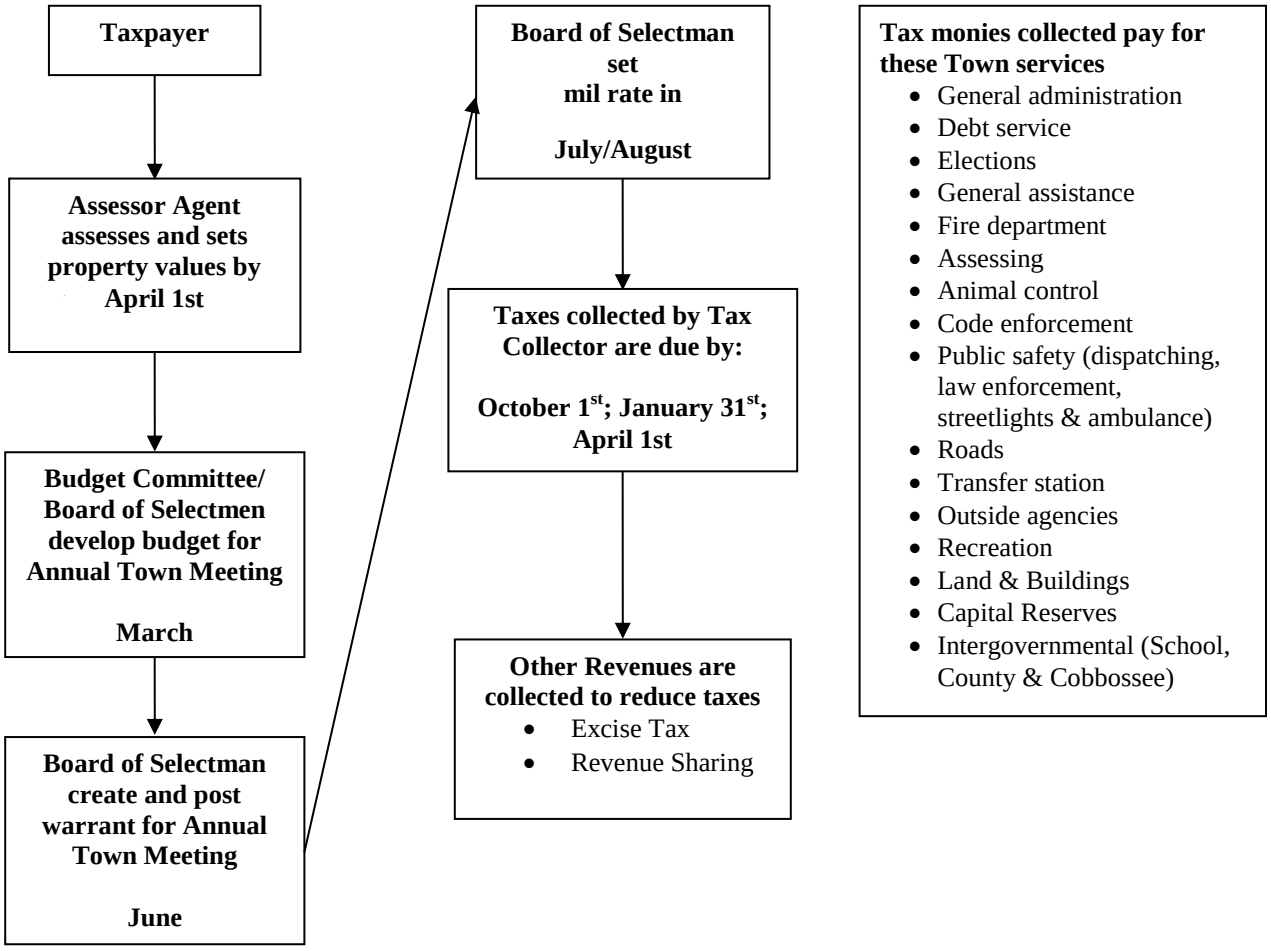
5. **Local road design standards and growth.** There is some concern that, given the topography of the community, some of the standards for slopes and maximum grades may be too strict. There may be a need to allow construction on steeper slopes, provided that there are provisions for maintaining water quality. Construction on steep topography creates health and safety issues, as well as the need for "best management practices" for road, ditch, stormwater and drainage maintenance issues. Soil/sediment erosion and phosphorous loading is an ongoing concern for the Town's 8 lakes and ponds.

7. MUNICIPAL FINANCES

Tax Revenue and Valuation Process

Town revenues come from several sources, principally the local property tax. The process by which those valuations are determined and taxes levied is summarized in Figure 7-1.

Figure 7-1. Wayne Municipal Finances Flow Chart



Historical Valuations and Taxes

During the period 2007 through 2013, Wayne's municipal valuation rose from $171.3 million to $179.9 million, or 5%. This relatively slow rate of increase reflects conditions in the real estate markets following the collapse of the housing and mortgage markets in the 2005-2009 period. This increase in valuation was in fact below the rate of inflation. Table 7-1 provides a summary of Wayne's State valuation, municipal valuation, the tax

assessment and tax rate for the years 2007 through 2013, as reflected in municipal valuations prepared by the State Bureau of Taxation and in municipal valuation returns.

Both the Town of Wayne and the State of Maine compute valuations for the Town ("valuation" in this context represents the sum total of the value of all properties in Town). The State compiles and adjusts its figures to reflect actual property transactions, and hence market values. Wayne's valuations will reflect market value only in those years in which the Town conducts a revaluation and adjusts values to reflect market conditions. State valuation figures for any given year are two years old, and thus do not reflect recent changes in overall property values. State law requires that when a municipality's valuation drops below 70% of the State valuation, a revaluation must be undertaken.

A high valuation does not necessarily mean that taxes are high. A community with a high valuation can raise a given sum of money with a relatively low tax rate, whereas a community with a low valuation can raise the same amount of money only with a higher tax rate. Over this period, Wayne's property tax rate increased slightly because the tax assessment rose somewhat faster than the valuation.

Table 7-1. Historical Valuation and Tax Assessments

	State Valuation	Municipal Valuation	Wayne Tax Assessment	Tax Rate
2007	$177,800,000	$171,370,300	$2,685,934.61	.01325
2008	$195,950,000	$173,393,400	$2,746,283.25	.01350
2009	$203,850,000	$175,075,060	$2,684,966.17	.01355
2010	$206,600,000	$177,908,800	$2,798,403.71	.01405
2011	$203,900,000	$178,124,340	$2,806,405.89	.01405
2012	$200,850,000	$178,798,400	$2,821,414.51	.01405
2013	$193,850,000	$179,984,500	$2,892,501.62	.01420

Source: Municipal Valuation Returns Statistical Summary, 2006-2013, State Bureau of Taxation.

Valuation Comparisons

State valuation comparisons and full value per capita valuations are two measures of a community's wealth relative to other communities (Table 7-2). Wayne's 2012 State valuation ($200.9 million) is about average for the comparison jurisdictions. However, the Town has a higher per capita valuation ($168,781) than all of the jurisdictions shown in the table. Wayne's relatively high per capita valuation reflects the large number of lakefront and other seasonal homes in the community and the fact that seasonal residents are not included in the population data.

In terms of property taxes levied on a per capita basis, the figure for Wayne ($2,021) is the highest of any jurisdiction shown. This figure is misleading in Wayne's case because taxes aren't limited to year-round residents; the seasonal population also pays taxes, but

are not included in the calculation. Virtually all of Wayne's valuation comes from its residential tax base.

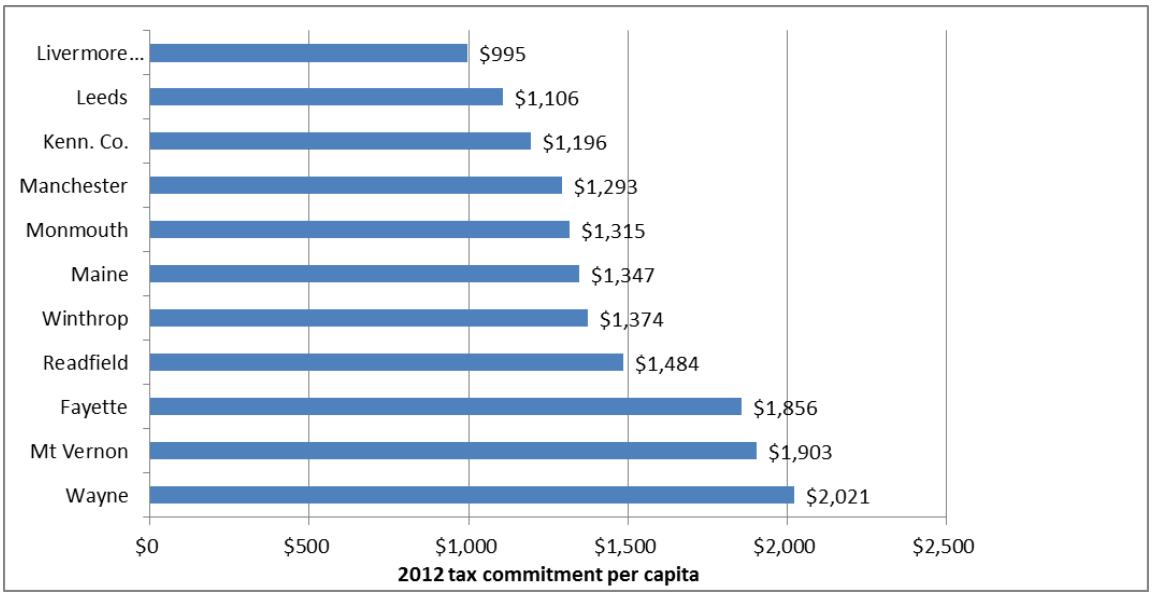
Table 7-2. Comparative Valuation Figures

	2012 Population Estimate	2012 State Valuation	Full Value Per Capita	2012 Commitment	Local Taxes/ Capita
Wayne	**1,190**	**$200,850,000**	**$168,781**	**$2,405,264**	**$2,021**
Fayette	1,146	$162,050,000	$141,404	$2,127,051	$1,856
Leeds	2,324	$174,100,000	$74,913	$2,571,303	$1,106
Livermore Falls	3,167	$157,650,000	$49,778	$3,152,263	$995
Manchester	2,574	$301,900,000	$117,288	$4,095,352	$1,293
Monmouth	4,138	$393,400,000	$95,070	$5,443,875	$1,315
Mount Vernon	1,655	$248,550,000	$150,181	$3,150,588	$1,903
Readfield	2,593	$266,100,000	$102,622	$3,849,049	$1,484
Winthrop	6,120	$606,250,000	$99,060	$8,413,895	$1,374
Kennebec Co.	121,853	$10,100,400,000	$82,890	$145,834,554	$1,196
Maine	1,329,192	$163,424,200,000	$122,950	$1,791,109,664	$1,347

Source: Municipal Valuation Returns Statistical Summary, 2012, State Bureau of Taxation and US Census, 2012 Population Estimates.

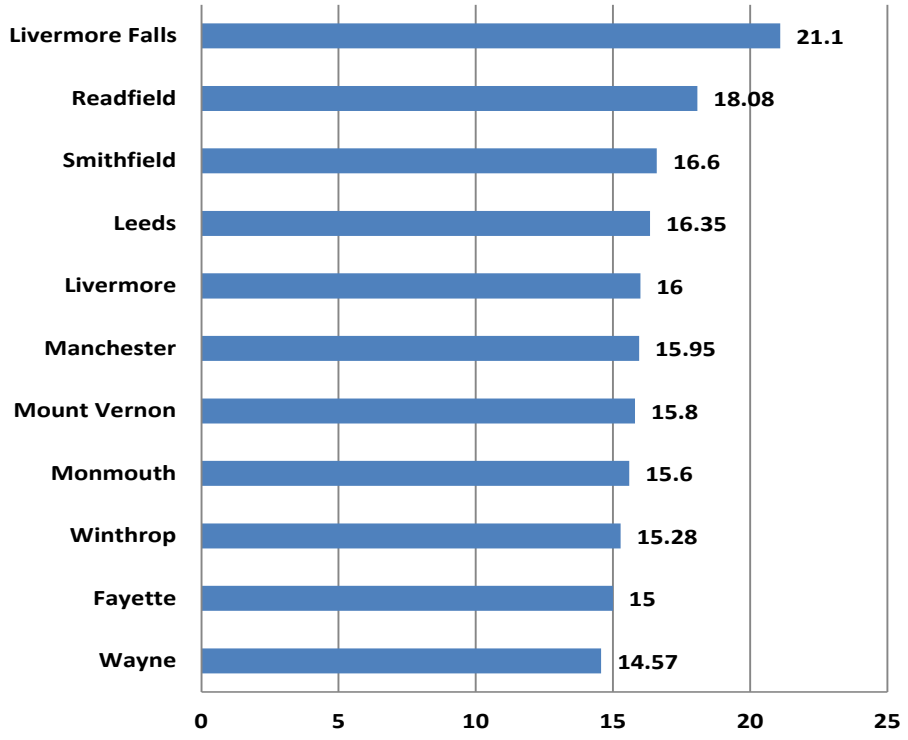
Further perspective is supplied in Figure 7.2. The towns that are most comparable to Wayne in population are Mount Vernon and Fayette, and they all share in having the highest tax commitment per capita. At the same time, they also have the highest full valuation per capita.

Figure 7-2. Tax Commitments Per Capita, 2012



In this grouping of nearby towns (Figure 7-3), Wayne has the lowest tax rate. This reflects its relatively high valuation per capita.

Figure 7-3. Current Mill Rates, Wayne Compared to Nearby Towns



Personal Property, Industrial Valuation

Most of Wayne's valuation comes from residential property, as evidenced by a relatively low personal property valuation and no industrial valuation. Table 7-3 shows that the total value of personal property in Wayne is $622,900. To place these numbers in context, Wayne has the lowest PP/IND Valuation of the jurisdictions noted, except for Fayette. The Kennebec County average is almost 500 times as high as Wayne's, and the state average is almost 3 times higher than the Kennebec County average.

Table 7-3. Comparative Personal and Industrial Valuations, 2012

	Total Personal Property	Total Industrial Valuation	Total, PP/IND Valuation
Wayne	**$622,900**	**$0**	**$622,900**
Fayette	$243,800	$0	$243,800
Leeds	$1,651,930	$2,639,900	$4,291,830
Livermore Falls	$21,099,200	$1,970,700	$23,069,900
Manchester	$4,922,100	$0	$4,922,100
Monmouth	$2,933,688	$5,163,340	$8,097,028
Mount Vernon	$1,473,023	$0	$1,473,023
Readfield	$2,589,200	$0	$2,589,200
Winthrop	$11,366,690	$4,338,130	$15,704,820
Kennebec Co.	$297,862,188	$195,751,355	$493,613,543
Maine	$7,314,307,486	$7,602,545,709	$14,916,853,195

Source: Municipal Valuation Returns Statistical Summary, 2012, State Bureau of Taxation; Census.

Exempt Property

Wayne has comparatively little exempt property. Table 7-4 compares total valuation of exempt property and exempt tax (the value of taxes not collected) for Wayne, and a number of nearby communities, Kennebec County and the State. Table 7-5 shows the tax exemptions by category. Approximately 56% of the exemptions in Wayne are for municipal property.

Table 7-4. Comparative Tax Exemptions, 2012

	Total Municipal Valuation	Total Exemptions	Percent of Valuation
Wayne	**$179,798,840**	**3,887,700**	**2%**
Fayette	$156,978,000	4,412,200	3%
Leeds	$151,699,330	7,181,500	5%
Livermore Falls	$151,551,100	25,465,600	17%
Manchester	$296,764,700	10,364,400	4%
Monmouth	$409,283,400	25,287,900	6%
Mount Vernon	$231,660,923	8,744,100	4%
Readfield	$237,595,654	19,894,500	8%
Winthrop	$607,063,190	65,666,800	11%
Kennebec County	$9,768,208,760	3,076,264,890	31%
Maine	$153,370,592,844	18,714,223,647	12%

Source: Municipal Valuation Returns Statistical Summary, State Bureau of Taxation, 2012.

Table 7-5. Summary of Wayne Exemptions, 2012

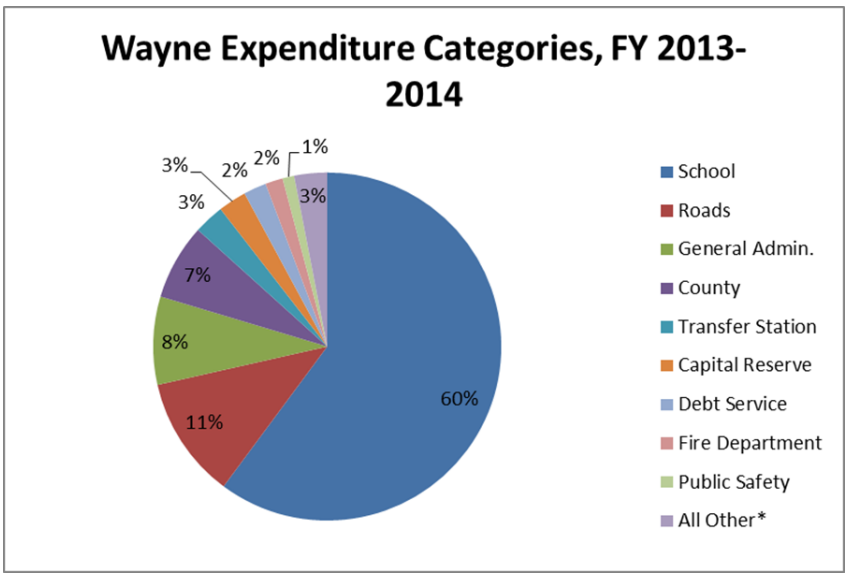
Exemption	Amount
US Government	$0
State of Maine	$148,400
Municipal	$2,160,900
Quasi-municipal orgs.	$0
Churches	$612,300
Veterans	$0
Literary & Scientific	$424,900
Benevolent & Charitable	$249,200
Blind	$16,000
Veteran	$276,000
Total	**$3,887,700**

Source: Municipal Valuation Returns Statistical Summary, State Bureau of Taxation, 2012.

Town Revenues and Expenditures

There has been gradual growth in most revenue and expenditure categories (Table 7-6). The information contained in these tables is taken from the Town's annual audits. Property taxes are the largest single source of municipal revenues, amounting to 87% of all revenues in FY 2012/2013. Education is by far the largest expenditure category, amounting to 59% of all expenditures in FY 2012/2013 (Figure 7-4).

Figure 7-4.



* All of these were individually below 1% each.

The top 4 expenditure categories in 2013/14 were Schools, Roads, General administration, and County levies (Figure 7.1 above). Of these, arguably only roads is significantly under the Town's control. The share of the top 4 expenditures was 87% in 2011/12, 83% in 12/13, and 87% again in 13/14.

Table 7-6. Municipal Revenues and Expenses, 2011/12 to 2013/14, Year Ending June 30

	Actual 2011/2012	**Actual 2012/2013**	**Actual 2013/2014**	**Percent Change 11/12-13/14**
Revenues				
Property taxes	2,558,017	2,505,817	2,491,484	-2.6%
Intergovernmental	136,730	136,444	102,136	-25.3
Excise Taxes	189,135	202,670	209,867	+11.0
Other Revenues	31,697	39,061	41,915	+32.2
Total Revenues	**2,763,755**	**2,823,986**	**2,845,402**	**+3.0**
Expenditures				
General Admin.	259,584	219,192	232,579	-10.4%
Debt Service	85,592	82,666	60,000	-29.9
Elections	4,022	3,291	1,649	-59.0
General Assistance	5,338	2,966	424	-92.1
Fire Department	45,997	47,993	46,457	+1.0
Assessing	18,800	19,373	19,200	2.1
Animal Control	4,531	5,071	4,647	2.6
Code Enforcement	12,813	11,726	12,919	0.8
Public Safety	19,822	23,512	30,581	54.3
Roads	418,499	384,033	321,305	-23.2
Transfer Station	99,277	94,752	79,953	-19.5
Outside Agencies	26,410	26,302	26,734	**1.2**
Recreation	13,943	15,588	17,718	**27.1**
Land & Buildings	35	10	1,359	**3,782.9**
Special Revenue	15,000	3,654	0	**-100**
Capital Reserve	1,500	125,895	74,500	**4,866.7**
School	1,532,433	1,546,688	1,708,722	**11.5**
County	197,865	202,311	200,133	**1.1**
Cobbossee	2,294	2,363	2,127	**-7.3**
Total Expenditures	**2,763,755**	**2,823,986**	**2,845,402**	**3.0**

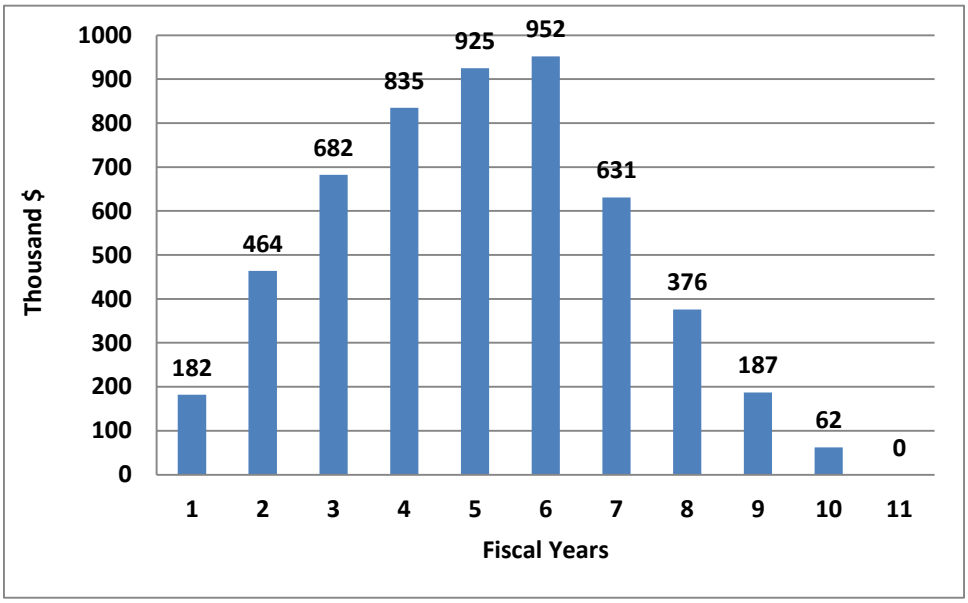
Table 7-7. Town of Wayne, FY 2014-2015 Town Meeting Approved Expense Budgets

Item	Wayne Budget
Expenditures	
General Admin.	234,144
Debt Service	99,000
Elections	3,938
General Assistance	5,000
Fire Department	53,995
Assessing	19,700
Animal Control	5,130
Code Enforcement	13,514
Public Safety	31,362
Roads	318,853
Transfer Station	110,959
Outside Agencies	20,320
Recreation	23,000
Land & Buildings	1,500
Capital Reserve	138,500
School	1,774,654
County	203,946
Cobbossee	2,233
Total Expenditures	**3,059,748**

Debt and Debt Service

In 2015, the Town of Wayne adopted a borrowing plan to fund the road improvement plan. It will all be paid off by FY 2025, paying off principal in equal installments (Figure 7-5).

Figure 7-5. Wayne's Bonded Debt, 2013-2025 (includes funds voted in 2015 for roads)



Conservation Tax Programs

Maine has use-value tax programs designed to help retain land in farm, open space, and forestry uses. In 2013, Wayne has almost 1500 acres classified under the principal programs, as detailed below. As a share of land area, this is below the average for the County and the state, and at among the low values for neighboring towns in the area. While the provisions for landowners to withdraw lands from these tax provisions are complex and can be burdensome, it is recognized that these are not permanent conservation land.

Tree Growth Tax Law

The Maine Legislature passed the Tree Growth Tax Law in 1972 to help Maine landowners maintain their property as productive woodland. Under the provisions of the law, forestland is assessed on the basis of its current use, not its "highest and best" use. This preferential tax treatment to owners of timber and woodland is given in order to provide an adequate incentive to manage the land on a sustained yield basis and not to strip and sell the land for development. As shown in Table 7-8, Wayne has a substantial number of acres classified as tree growth (1,009), but fewer than any comparison town and with a lower total value than any of the comparison towns.

Table 7-8. Tree Growth Tax Law, 2012

	Number of Parcels	Acreage	Total Value
Wayne	28	1,009	$259,414
Fayette	105	5,404	1,262,395
Leeds	17	1,034	357,169
Livermore Falls	45	2,042	786,026
Manchester	9	1,070	273,601
Monmouth	26	1,249	302,096
Mount Vernon	114	5,031	1,195,439
Readfield	69	3,150	765,825
Winthrop	38	1,457	352,351
Kennebec County	1,374	70,949	$17,145,532
Maine	**24,122**	**3,691,633**	**$573,394,078**

Source: Municipal Valuation Returns Statistical Summary, 2012, State Bureau of Taxation.

Since the potential for retaining more open space is a key theme of this proposed Plan, some further detail on comparisons is in order. Wayne percent of forestland in use value tax programs is well below the County and State average.

Table 7-9. Total Forest Area in Use Value Tax Programs, 2013

	Woodland in Farmland Tax Acres	Open Space Acres *	Total TGT, F&OS Acres	Total Forest in 2004	Percent in TGT, F&OS
Wayne	**147**	**93**	**1,248**	**10,782**	**12%**
Fayette	227	230	5,861	16,405	33%
Leeds	2,077	422	3,580	20,155	5%
Livermore Falls	333	0	2,377	9,547	21%
Manchester	9	206	1,285	10,941	10%
Monmouth	949	64	2,304	15,709	8%
Mount Vernon	939	630	6,651	21,472	24%
Readfield	722	0	4,072	14,985	22%
Winthrop	651	672	2,864	15,682	10%
Kennebec County	18,687	5,459	95,896	416,985	17%
Maine	155,506	166,751	4,019,414	17,542,896	21%

* Vegetation unknown.

Forest area per Greg Miller, Maine Forest Service, December 5, 2014, pers. comm.

Excel data in author possession, based on 2004 NLCD.

Farm and Open Space Tax Law

Maine's Farm and Open Space Tax Law was enacted in the early 1970s to prevent property taxes from forcing productive farms, woodlands, and open spaces into tax delinquency or conversion to development. It is a widely used program in other parts of Maine. In Wayne, only nine parcels in the Farm and Open Space program, with a combined total of 452 acres of land have been enrolled in this program. Of this, only 212 acres is in cropland.

Table 7-10. Land Under Farm and Open Space Tax Law 2012

	Farmland Parcels					Open Space Parcels		
	# of Parcels	Cropland Acres	Wood-land Acres	Cropland Value	Wood-Land Value	# of Parcels	Open Space Acres	Open Space Value
Wayne	**6**	**212**	**147**	**$80,215**	**$37,388**	**3**	**93**	**$378,100**
Fayette	6	74	227	$17,475	$57,408	6	230	$111,839
Leeds	42	702	2,077	$231,138	$709,646	3	422	$17,170
Livermore Falls	18	566	333	$317,653	$104,567	0	0	$0
Manchester	1	15	9	$6,150	$2,532	4	206	$89,200
Monmouth	55	1,146	949	$403,500	$233,868	2	64	$25,800
Mount Vernon	25	491	939	$155,459	$234,225	7	630	$693,755
Readfield	24	476	722	$81,888	$196,534	0	0	$0
Winthrop	14	241	651	$67,900	$148,500	18	672	$138,100
Kennebec Co.	684	18,196	18,687	$6,449,252	$4,782,196	157	5,459	$3,706,590
Maine	**4,870**	**182,310**	**155,506**	**$46,823,116**	**$32,559,711**	**2,173**	**166,751**	**$144,355,540**

Source: 2012 Municipal Valuation Return Statistical Summary, Maine Revenue Services.

Capital Plan

A key element of any plan for the future of Wayne is the balancing of the Town's needs and wishes with the ability to pay for them. A capital investment plan develops projected capital expenditures for improvements to roads, buildings, equipment and other Town infrastructure that will be needed to support Town services in the next few years, and indicates the timing and funding sources which can be used for them. It also provides a basis for residents and town officials to discuss major issues and the options available for dealing with them, including priorities of needs, timing of projects, and ability and willingness to pay for them.

Obviously, Wayne can simply borrow for needed improvements, but there are alternatives. The principal possibilities are:

- Level funding, which is spending only that amount available from the annual appropriation;
- Reserve funds, which is the use of funds previously set aside for specific purposes;
- Grant monies, if the Town is fortunate enough to qualify; and
- Municipal assessments through special assessment taxes or impact fees could be employed in the future, by action of the Town.

Wayne is a small community, with very few capital investment needs. The Town does not have a public water or sewer system, nor does it have its own police force or public works department. Other than capital investments in its road network, Wayne is facing two potential capital investments over the 10-year time frame covered by this Comprehensive Plan:

- **Multi-use municipal building**. Officials from Wayne are currently evaluating options for replacing the Wayne Town Office and the Wayne Village Fire Station. The current thinking is that both buildings could be replaced by a single, multi-use municipal building. As of this writing, the facility is in the concept stage. The Town has not established any timelines for the location, design or construction of this facility, and there are no cost estimates. The Town has a small reserve fund which can be tapped to help pay for this facility.
- **Fire trucks**. The Town has one outdated fire truck (1976) which will have to be replaced within 5 years. In addition, the Town may also have to replace the 1987 fire truck. As of this writing, the Town has purchased a new 2014 Class A Pumper to replace a 1979 Class A Pumper. The Town has a capital reserve fund allocated for these expenses, although, we need to rebuild this account for the purchase of our next fire truck or considering municipal leasing.

Wayne has a number of Capital Reserve Accounts which it uses to address capital needs. The Town's Reserve Accounts, and the amounts in them as of June 30, 2014, are shown in Table 7-11 below.

Table 7-11. Wayne's Reserve Accounts as of June 30, 2014

Special and Capital Reserve	
Fire Truck	$284,686
Transfer Station	$73,572
Paving	$51,855
Lord Road Paving	$30,411
Lovejoy Pond Dam	$18,184
Future Municipal Building	$15,000
Ladd Recreation Savings	$13,239
Cemetery Stone Cleaning	$7,400
Land & Building	$6,836
Voting Machine	$6,500
Hardscrabble Road	$5,000
Besse Road Chip Seal	$4,800
Footbridge	$3,767
Sand/Salt Shed	$2,918
Road	$2,515
Fire Ponds	$1,633
Fire Station Addition	$1,592
ADA Compliance	$1,450
N. W. Schoolhouse	$1,246
Androscoggin Lake Improvement	$876
Building Maintenance	$152
Town House	$0
Total	**$533,719**

Reserve accounts save money for taxpayers in the long run because the municipality does not have to borrow as much money for major capital expenditures. They also retain debt capacity so that it is available for unexpected needs.

Analysis

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans.

1. **Sufficiency of tax revenues from new development.** Tax revenues appear to be sufficient, in large part because new development has not created a need for additional services or capital improvements. In addition, most of the development has been "high end", often seasonal development.

2. **Capital investment and budgeting priorities.** At this time, no public capital investment responsibilities are anticipated from future development. However, several large capital purchases are needed due to years of deferred maintenance.

3. **Anticipated tax base changes.** Wayne does not anticipate any changes in its tax base, other than a gradual increase in the residential valuation. There are very few tax-exempt properties. Most of the exemptions are owned by the Town.

4. **How capital investments are funded**. The Town of Wayne funds its investments through savings (capital reserve funds) and, in the case of roads, by general obligation bonds.

5. **Borrowing capacity**. Wayne has no long-term debt other than the bonds for road improvements. The Town has sufficient borrowing capacity to meet its capital needs for the foreseeable future.

6. **How county and school assessments affect capital spending**. School costs account for about 59% of the Town's expenditure, so these will definitely affect the amount available for capital investments. County taxes, on the other hand, make up only about 7% of the Town's expenditures.

7. **Impact of LD 1 on local spending.** The limits imposed by LD 1 (Public Law 2005, Chapter 2) did not affect the Town's capital investments during the past year.

8. **Sharing capital investments.** The Town has not explored, or participated in, sharing capital investments with neighboring communities in large part because capital investments (mainly in roads) do not lend themselves to sharing arrangements.

8. CURRENT AND FUTURE LAND USE

Introduction

Wayne is a rural community composed primarily of residences, small farms, seasonal and vacation homes, and limited retail and commercial services. Wayne also possesses a small town atmosphere with its two developed village centers of Wayne and North Wayne. These were the location of mill businesses and commercial services in Wayne's early history. As one proceeds away from the compact development of the village areas, developed lot sizes and road frontages become increasingly larger with undeveloped parcels becoming more numerous.

Wayne encompasses approximately 16,400 acres with about 4,400 acres of water (25%) and 12,000 acres of land (75%) Most of the Town is forested (90% of the land) except for areas adjacent to roads, lakes, ponds and wetlands. The primary land uses in Wayne are residential development, both year round and seasonal, with secondary land uses of working agricultural and forestland (Table 8-1).

Wayne Land and Water Area		
	Acres	*Sq. miles*
Land	12,301	19.22
Water	4,090	6.39
Total	16,390	25.61

Table 8-1. Wayne Land Area Data by Tax Assessment Data, 2013

		Acres						
Classified farm woodland		130			**Summary:**			
							Acres	**Pct of Land Area**
Classif TGT	(29 tracts)	1,093				Total area of Town	16,384	
Classified farmland		253				Land area	12,301	
Classified Open Space		96				Undeveloped	8,004	65%
Waste*	(wetlands)	977				Parcels above 100 A	1,773	14% 13 parcels
Total land on tax rolls		11,534						
Municipal Owned**		32		(Ladd Ctr)				
						Land area discrepancy	767	(diff. betw est. above
Conservation/NGO**		283		(KLT)				and tax data)
						Muni & NGO probably 250 A of this.		
Undeveloped		8,004						
Ratios:	All Use value Tax Programs	**1,572**						
	Pct of land on tax rolls	**14%**						
	As % of undeveloped	**20%**						
	TGT % of undeveloped	**14%**						
	* Wetlands undoubtedly larger than this, no firm data available.							
	** small parcels in town, cemeteries, etc not included.							

The Town's extensive shorelines, have, for the most part, been fully developed. A significant amount of this development predates modern shoreland zoning and septic regulations, and would not be permitted if proposed today. Access to shorelands is generally through residential areas or by an extensive network of narrow, often steep private roads that usually traverse large, wooded tracts.

There are still thirteen parcels larger than 100 acres in size.

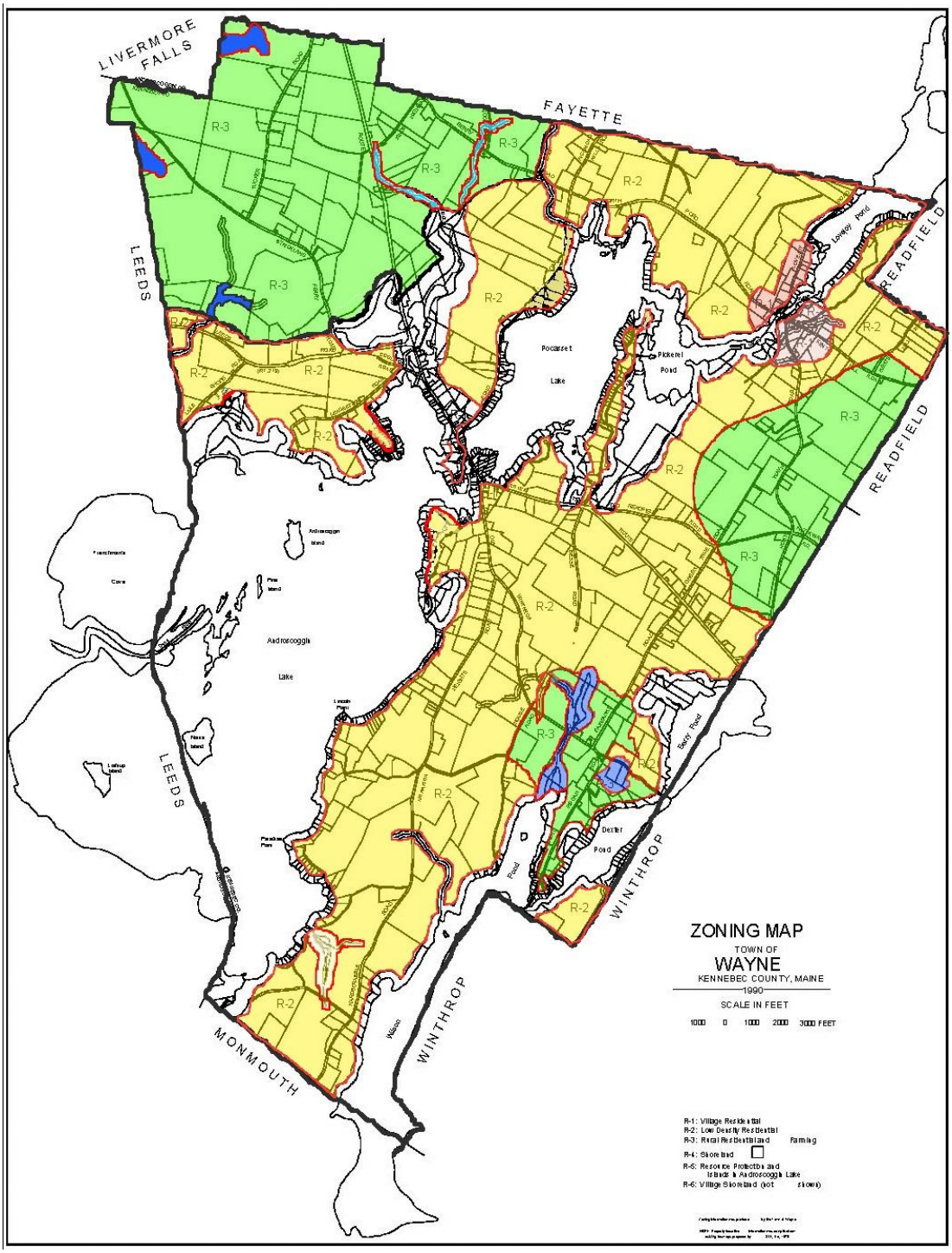
Wayne's lakefront properties require protection of the rural environment and high water quality of lakes to retain their economic value to their owners and to the Town. Generally, seasonal residents require fewer municipal services (e.g. schools, winter road maintenance) compared to those needed by year-round residents. Access to fire and emergency services can be a challenge on substandard camp roads.

Existing Land Use Zones

The Zoning Ordinance establishes land use regulations by presenting an overall picture of where, how and in what manner the town will grow and develop. The official Zoning Map shows mapped land use zones indicating specific types and density of land use appropriate for each area of Wayne based upon existing land use and the land's environmental and physical capacity to accommodate growth. The Town's official Map is currently undergoing updating.

Further detail on definitions of the Districts and permitted uses is given in the appendix to this Plan. Readers needing details for decision-making should refer to the Town's most up to date Zoning Ordinance and Subdivision Ordinance. Maps given here are not the official zoning map; they are provide a generalized depiction only.

Map 8-1. Existing Land Uses- Current Zoning Map as of 2015



This map is not the official zoning map. This is a generalized and partial depiction and cannot be used to assess individual properties. The Town is preparing a new official zoning map at full size that will include Resource Protection Zones. This will be available electronically so users can zoom in if needed. Readers should always consult the current version of this map and accompanying text in the Ordinances.

1. **Village Residential Zone R-1**

   The Village Residential Zone covers areas comprised primarily of homes in the relatively compact setting in and around existing Village areas. The relatively densely developed areas of Wayne Village and North Wayne Village will remain generally as they are to preserve their primarily residential nature.

2. **Low Density Residential Zone R-2**

   The Low Density Residential Zone primarily extends outward from the village areas. This zone provides transitional areas from the highly developed character of the two villages to the rural nature of the Rural Residential and Farming Zone. Its predominant characteristic is residential with lot sizes generally larger than those in the village areas. Some parcels remain undeveloped, particularly backland away from roads.

3. **Rural Residential and Farming Zone R-3**

   The Rural Residential and Farming Zone seeks to promote a traditional rural settlement pattern of individual buildings and clusters of buildings separated by large open spaces capable of supporting agricultural operations and extensive wooded areas capable of supporting forestry activities. It also maintains varied natural resources and functions, such as wildlife habitat, ground water recharge and watershed protection.

4. **Shoreland Zone R-4**

   The Shoreland Zone currently covers all shoreland areas along Wayne's many lakes and ponds, within 250 feet of the normal high water mark of designated lakes, ponds, bogs, or streams and any associated and identified wetlands and within 100 feet (in Wayne Zoning Ordinance) of tributary streams (75’ in Chapter 1000). The zone strives to provide areas that can accommodate additional residential development while also protecting water quality, fish and wildlife habitat, scenic and natural beauty, and public health and safety.

5. **Resource Protection Zone R-5 (Map to be completed)**

   The Resource Protection Zone seeks to protect the areas of Wayne least able to sustain development due to natural resource characteristics. These areas have been defined by virtue of their sensitive, and objectively established, role in preserving lake or watershed quality or ground water quality; preserving aquatic, animal, bird or plant habitats; or their value as established archaeological or historical sites. The town's Zoning Ordinance currently incorporates a Resource Protection Zone that occurs primarily within 250 feet of particular surface water bodies as originally required by the State's mandatory Shoreland Zoning Act in the 1970's, amended through the 1990's and the 2000’s, again as required by the state. Such areas must be identified and controlled through the use of objective criteria using the best scientific data available.

   The R-5 zone needs to be accurately shown on Wayne’s zoning map based on language in Wayne's zoning ordinance and current information from state resource maps. Maps for reference are the Beginning with Habitat maps and those by DEP and Inland Fisheries and Wildlife. As those maps are updated and improved it is expected that the official maps for Wayne will be updated accordingly.

6. **Village Shoreland Zone R-6**

   Certain lots within the historical villages also fall within shoreland areas, within 250 feet of the normal high water mark of a lake, pond, or stream. The Village Shoreland Zone recognizes the existing village core areas within shoreland areas which are densely developed and include a mixture of business and residential uses. The business uses are relatively small-scale and primarily serve the local community.

Residential Land Use

Shoreland development. Much of the community's residential development has occurred on or near Wayne's lakes and roads. Of the 553 shoreland lots in Wayne, 131 or 24% are undeveloped. Since many of these small lots were created prior to January 1, 1970, they are exempt from lot size requirements, but would still need local approval and some State waivers prior to the installation of a subsurface wastewater disposal system. A number of the remaining undeveloped lots may not be developable due to poor soils, steep slopes, or being within areas constrained by Resource Protection or floodplain constraints.

Recent residential development. Much of the residential development in recent years in Wayne has consisted of single lot development in scattered locations, either on individual lots along the Town's road network, or as a replacement structure or year round conversion of a seasonal dwelling in a shoreland location. Construction activity was depressed by the Recession, with only one unit in years 2011 and 2013. The average for 2001-2013 was 7 units (Table 8-2).

Table 8-2. Residential Building Permits: 2001-2013

Year	Mobile Home	Single Family Home	Total
2001	3	9	12
2002	0	13	13
2003	1	14	15
2004	3	9	12
2005	2	10	12
2006	1	6	7
2007	1	8	9
2008	2	2	4
2009	2	2	4
2010	0	2	2
2011	0	1	1
2012	0	3	3
2013	0	1	1
Total			**95**

Source: Annual Town Reports.

Conversions. Seasonal units are occasionally converted to year round use, and vice versa. The Town has no information on how many units are involved each year or cumulatively. This information needs to be compiled and oversight of conversions needs to be strengthened.

Since completion of the last Comprehensive Plan in 2001, several subdivisions have been approved; few of the lots in these subdivisions have yet to be developed:

- The Hollow, a 7 lot subdivision on Rt. 133 and Besse Road, 48 acres;
- Wilson Pond Estates, a 5 lot subdivision located on Monmouth and Wayne town line, on Kaylans Way, 14 acres
- Olena Estates, a 13 lot subdivision on Jennings Stream, 110 acres total, 45 acres common area with 19 acres retained by owner for future development;
- Three lot subdivision, 16 acres on Tucker Road.

Commercial Land Use

Commercial development pressure has been secondary to the growth in residential development, due in part to economics, in part to location, and in part to zoning. Wayne is still somewhat off the beaten path and lacks public water and sewer facilities to make it attractive to intensive commercial operations. Wayne is located adjacent to the town of Winthrop as well as being within commuting distance of several other economic service centers such as Augusta, Farmington, Jay, Livermore Falls, and Lewiston, all of which have existing retail and services as well as the public infrastructure to support development. Much of Wayne's environmentally sensitive resources are protected from development through zoning. Most commercial development is excluded from the shoreland and resource protection zones, which are extensive given Wayne's surface water resources. Elsewhere in town, commercial development requires zoning review by the Planning Board through a special exception application process.

About forty-fifty businesses currently exist in town. About one-quarter of them are non-intensive home occupations, ranging from daycare providers to snow plowing services. Commercial uses are scattered all over town, with a slight concentration along Route 133 through Wayne Village. There are a couple of stores, several antique shops, auto repair businesses, over ten builders, an electrical business, three heavy construction operations, and several lawn, garden and landscaping businesses, tree services, and lumbering/firewood operations. Few of these businesses have significant land use footprints or generate traffic. Most are listed in the town brochure which is updated periodically and available at the town office. See the section on Economy for a list of businesses.

The approach to commercial development in Wayne has been to allow commercial uses in many locations and to control impacts through performance standards in the zoning ordinance in order to avoid conflicts with other uses, protect sensitive natural resources, and maintain the town's character. The 2001 Comprehensive Plan stated that one potential threat to farm and forestlands is low density suburban sprawl. It

also stated that strip development along Route 133 was to be avoided. These continue to be valid concerns in 2015 and for the future.

The recent recession has slowed residential and commercial development in Wayne and across the nation. However, as the economy rebounds, Wayne will likely feel additional development pressure. As the town population grows and a base of support for retail, service, and food and lodging establishments develops, the need to plan and develop controls also grows. Given the extensive natural resources which need protection in Wayne, the issue of what type of commercial development should be permitted arises along with where that development should be located, and what standards should be in place to protect the Town's rural character.

It has been said by many that Wayne village is one of the prettiest villages in Maine. Yet, every village has to be not only attractive in looks, but attractive to various uses, including commercial and retail uses. That is what differentiates a village from a residential subdivision. A vibrant village has various businesses, which bring people to shop there, which helps all the businesses to prosper. Further, homeowners need to be able to make reasonable improvements to property to maintain its usefulness and values.

To allow the opportunity for businesses to grow in and near both Wayne village and North Wayne village, consideration needs to be given to making some changes in the zoning ordinance. This could include smaller setbacks to allow expansion of buildings and uses, added parking somewhere in the villages, and expansion of the R1 and R6 zone out from the Wayne village center, possibly to the Elementary School, out Route 133 to the intersection of Rt. 219 and east on Rt. 133 toward Winthrop for some distance. This could also allow for minor improvements to residences that are currently prohibited but have minimal effect on abutters or on the overall land use goals for the villages. More flexible zoning may allow housing for the elderly, or disabled, allowances for small flocks of laying hens, or a restaurant to be established in a converted home. These zoning amendments should be considered after conducting an environmental audit of the Wayne Village

An environmental audit would consist of an on the ground assessment by a qualified and independent expert. It would assess soil conditions and identify any existing shortcomings in maintenance of waste disposal facilities, roads, parking areas, and structures, or other opportunities to minimize any existing water quality impacts. It would give guidance on any conditions that should be considered before amending any existing zoning restrictions. It would also identify opportunities for innovations such as porous paving that could mitigate effects of additional small structures or impervious area in the Village areas.

A sidewalk would make the villages safer and more pedestrian friendly. The Wayne Village sidewalk could link the Elementary School, Village, Library and Church, and the Ladd Center. This improvement would be a welcome enhancement for visitors as well as existing village homeowners and businesses.

Future development in both of the villages would require new septic systems meeting or exceeding current standards and careful design of stormwater management practices. A number of lots in the Village centers are extremely small, and are in the shoreland zone. In order to accommodate future Village development, the town could consider purchasing lots with appropriate soils for future subsurface septic systems for future development or for

replacement for failed existing systems. This would not be a town-owned system and would need to be designed, constructed and maintained by the users. The lot or lots would likely need to be one to two acres and could be offered to developers or a group of existing users in need of wastewater disposal.

Agriculture

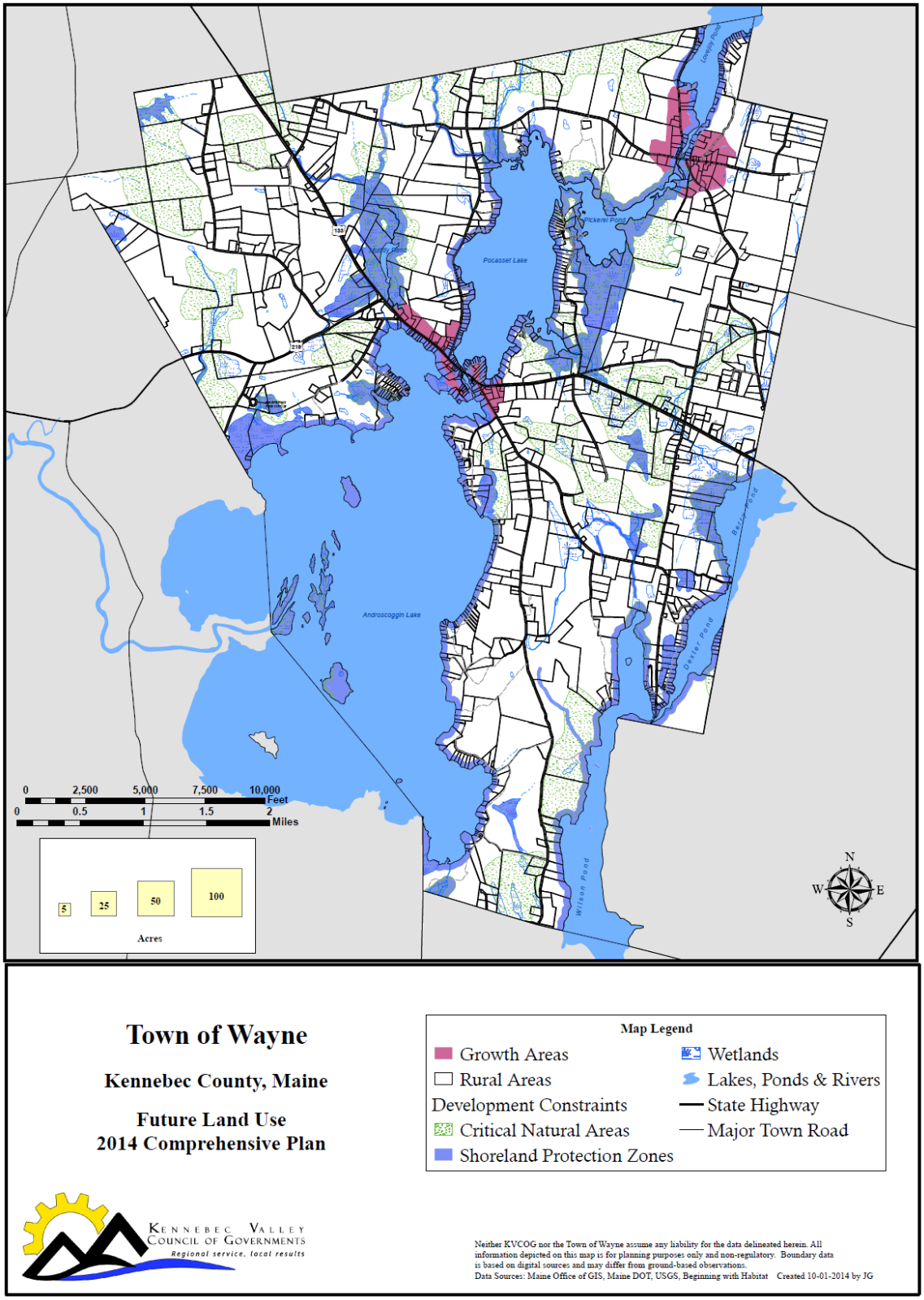
Currently, there are three commercial agricultural operations in Wayne, Emery Farm, Stevenson's Strawberries, and Stevenson's Farm. Wayne's last commercial dairy farm, the Davenport Farm, was registered under the Farm and Open Space program, but was sold and is no longer a dairy. There are currently two Christmas tree farms (owned by the Galouch and Spencer Families), and one commercial greenhouse, Gingerbread Perennials, operated by the Black Family.

In 2013, 253 acres were classified as farmland, registered in the farmland tax program,. Since 2009, there has been a popular Town-sanctioned farmers' market in the Village during the summer. Wayne's farms and the Market contribute to the rural character and the quality of life in Wayne.

Future Land Use

Future land use will be in accordance with existing or amended zoning, as indicated in Map 8-2, which also denotes expected Growth Areas.

Map 8-2. Future Land Uses, Indicating Growth Areas



Public Open Space

Support for additional open space has been voiced throughout the Plan Revision process and in previous public meetings. This Revised Plan endorses a proposed increase of public open space to retain 15% of the remaining developable land (approximately 1000 acres). This would be accomplished through a variety of means and over a period of years. It would be guided to the extent possible by an Open Space and Outdoor Recreation Plan.

The town does not have any significant holdings of open and conservation land as many other municipalities do. There is currently no mechanism for town funding of the purchase of land or conservation easements to protect forest or agricultural land or lands that have important conservation values. A list of permanently conserved lands is included in the appendix to Chapter 4.

In 1987, the town voted to accept an amendment to the zoning ordinance which took a significant step toward further promoting open space, rural character, protection of natural resources, and efficient use of land. "Section K" of the zoning ordinance provides for division of certain lands and planned residential development allowing flexibility of design while preserving open space. Within certain limits, lot layout, dimensions and area requirements can be altered. This provision of the ordinance is mandatory for subdivision of agricultural land and other parcels over ten acres in size, and is optional for other divisions.

The question naturally arises as to the effect of conservation land on the Town's tax base. This has several elements. First and foremost, the most valuable property is the shorefront. Little of this is likely to find its way into conservation uses. Instead, the tracts most likely to be valued for conservation – and to become available for acquisition – would be those that include bogs and wetlands, and the protected fringes around them where development is already limited by state and Town regulations. Those lands are often taxed at very low values or shown on the books as "waste" which accounts for more than 900 acres today.

Further, an objective in many conservation acquisitions would be to retain land in working farms and forests using conservation easements. That land would continue to contribute to the economy and remain on the tax rolls, though at reduced valuations. Some of the tracts acquired for open space would be ones already in some form of use value taxation.

Meeting the proposed open space goal would leave many thousands of acres of land available for development. Well planned open space would not constrain growth in population or housing.

Abundant research on the effects of development on local tax revenues and expenditures shows that typical single family development will cost a town more than it brings in additional taxes. As information elsewhere in this Plan shows, one reason Wayne's capital needs are modest is that its growth has been slow. If Wayne wishes to bring down its mill rate, a significant increase in housing construction would not be the way to do it.

Finally, experience and research show that open space and opportunities for public day use recreation improve a town's desirability for young families and improve its property values.

In sum, there is no reason to suppose that the proposed open space goal for Wayne, or protections for wetlands and sensitive habitats, would harm its tax base or its cost-revenue position. The opposite is more likely to be true.

Historic and Archaeological Resources

(see Map 8-3)

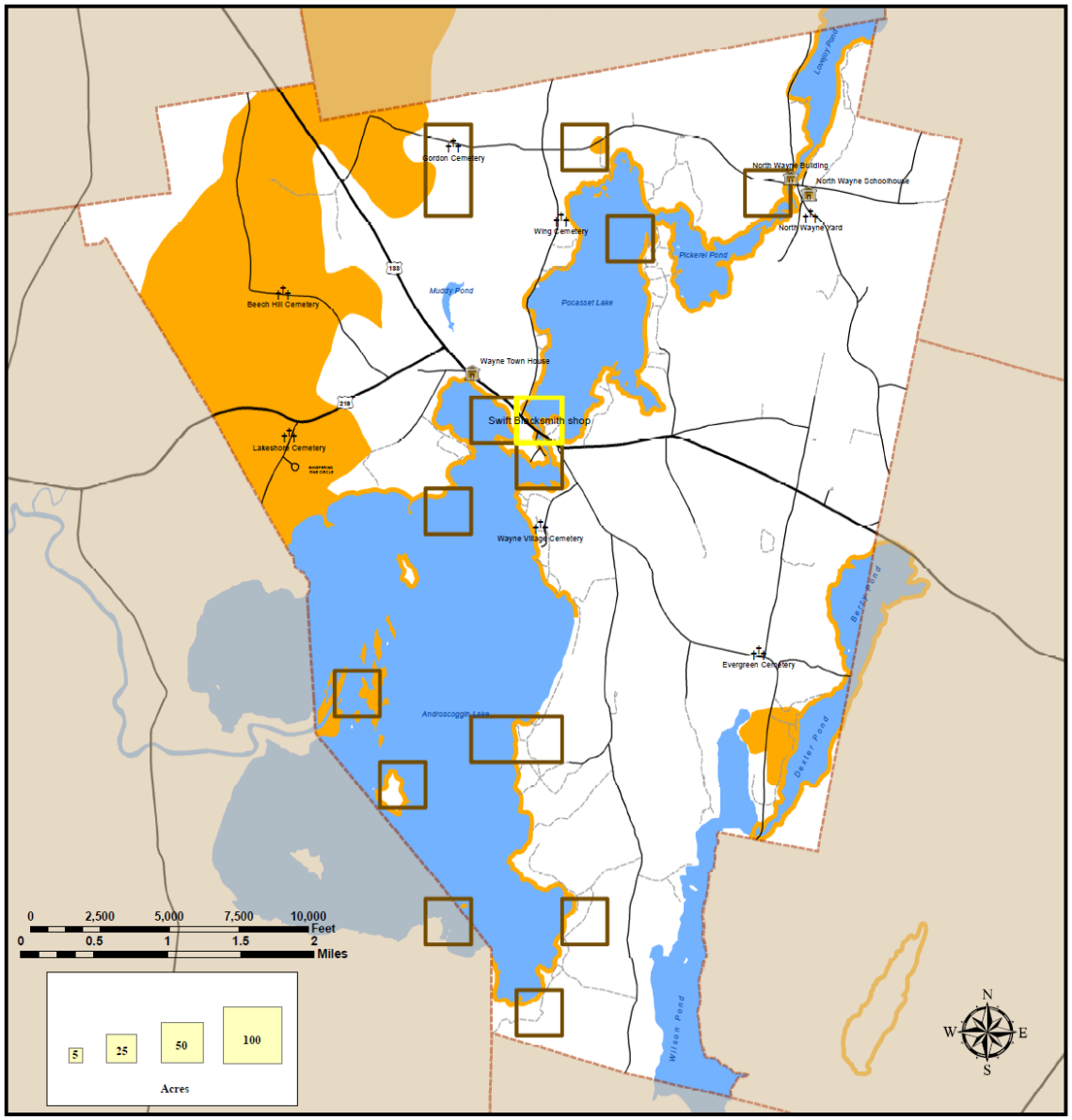
The following is a summary of historical and archaeological sites in Wayne, based on information obtained from the Maine Historic Preservation Commission (MHPC)

National Register of Historic Places. There are three places listed in the National Register, the Androscoggin Yacht Club, the Wayne Town House, and the Wing Cemetery. To date, one 19th-20th century historic archaeological site has been documented for the town, the Swift Blacksmith Shop (site ME 463-001).

Prehistoric Archaeological Resources. Sixteen prehistoric sites are known in Wayne, mostly on the shorelines of Androscoggin Lake and Pocasset Lake. Most of these sites were found by amateur archaeologists. The Maine Historic Preservation Commission maintains up to date reports and maps of these sites. See maps in appendix.

Wayne's Zoning Ordinance allows the Town to place historic and archaeological resources in Resource Protection but this has not been done.

Map 8-3. Historic Resources



Town of Wayne

Kennebec County, Maine

Historic and Archeological Resources
2014 Comprehensive Plan

Map Legend

- Known Prehistoric Archaeological Sites
- Known Historic Archaeological Sites
- Areas sensitive for prehistoric archaeology
- Lakes, Ponds & Rivers
- Cemeteries
- Historic Buildings

Kennebec Valley Council of Governments
Regional service, local results

Neither KVCOG nor the Town of Wayne assume any liability for the data delineated herein. All information depicted on this map is for planning purposes only and non-regulatory. Boundary data is based on digital sources and may differ from ground-based observations.
Data Sources: Maine Office of GIS, Maine DOT Created 10-01-2014 by JG

Analysis and Key Issues

The following analysis responds to requirements in the State rules relating to the preparation of comprehensive plans.

Land Use

1. **How has recent development occurred; lot-by-lot, in subdivisions, or in planned developments? How is recent development consistent with the community's vision?** Development has included single-lot development along Wayne's road network, in shoreland areas, and in subdivisions. The Planning Board has reviewed a number of subdivisions in recent years, ranging in size from 3 lots to 13 lots. To date, development has been generally consistent with the rural nature of the community. None of the most recently approved subdivisions have been fully developed.

2. **If the community considers itself rural, urban, or suburban, what are the characteristics that contribute to that sense? How does it fit in the regional context?** Wayne is a rural community. There is a very little protected open space. The community is characterized by low-density development along roads and lakeshores with large tracts of forested land surrounding the lakes. Regionally, Wayne is a commuter community for Augusta, Lewiston-Auburn and Farmington. One characteristic that contributes to that sense is the remaining area of open land along the major roads through the Town. This undeveloped land is changing one parcel at a time, especially along Route 133.

3. **Is recent development occurring predominantly within or adjacent to traditional settlements or expanding into rural areas?** Some new businesses have been established in Wayne Village, but recent residential development has occurred in rural areas and shoreland. Seasonal camps continue to be converted to year round uses.

4. **How effective are current land use regulations and other non-regulatory measures in directing growth to appropriate areas and protecting critical resources? How might they be improved?** The approach to commercial development in Wayne has been to allow commercial uses in many locations and to control impacts through performance standards in the zoning ordinance in order to avoid conflicts with other uses, protect sensitive natural resources, and maintain the town's character. To date, the amount of commercial development has not been great, and the impacts have generally not been negative. But as the town population grows, the need to plan and develop controls also grows. Given the extensive natural resources which need protection in Wayne, the issue of what type of commercial development should be permitted arises along with where that development should be allowed to locate. In particular strip-sprawl development is only weakly controlled. Wetlands below 10 acres are not regulated by the Town of Wayne. The Town should consider filling this regulatory gap. There are questions as to the practical effect of the R-5

District on permitted activities on lands identified as aquifers; these questions need to be addressed.

5. **How do current regulations promote or inhibit development in keeping with the community's traditional village or neighborhood character?** Commercial development in the Village Residential R-1 is limited to home occupations, professional offices, retail businesses and bed and breakfast operations. Village Shoreland R-6 has exceptions to allow multi-unit housing, professional occupations, and changes of use from existing to new commercial uses if they are no more intensive. More flexibility in these zones should be considered to allow more varied uses to promote a more vibrant village. Rules for permitting chickens or other animals within the village zones should be considered. Flexibility mechanisms should be considered following completion of a thorough environmental audit of the village area. An environmental audit would give a status report on conditions, as outlined in text above. This information would guide preparation of any amendments to restrictions in the Village Zone.

6. **Given current regulations, development trends, and population projections, how many new residential units and how much commercial, institutional and/or industrial development will occur in the planning period? Where will this development go?** Wayne should not expect much in the way of commercial/industrial development. New residential growth will depend, in large part, on market conditions. From 1990 to 2000, Wayne's population increased by 83, or 8.1%. From 2000 to 2010 the population increased by 26, or 2.3%. If one picks something in the middle, say 40, at 2.4 people per household, an additional 17 homes would be needed in the coming decade. State forecasts are lower than this, see discussion in ch. 2 above. Based on the subdivision lots already approved but not yet sold, the town has enough available lots right now to accommodate population increase for the next 10 years. However, new homes are often not in subdivisions. This does not count conversions of seasonal to year round residences, which will surely occur. Arguably the Town's population could grow without any new units being built.

7. **What is the community's administrative capacity to manage its land use regulation program, including planning board and code enforcement officer?** Administrative capacity includes a volunteer Planning Board and a part time Code Enforcement. There will be a need in the future for more hours for the Code Enforcement Officer. Despite modest growth prospects, the issues for environmental quality and public health and safety lie in the areas of landowner behavior and enforcement of existing rules.

8. **Are environmentally suitable areas within in or adjacent to the growth area(s) identified for the location of mobile home parks?** Mobile home parks are governed by the Town's mobile home park ordinance. Mobile home parks are permitted in the R-3 zone, Rural Residential and Farming.

9. **As noted above, the official Zoning District and Resource Protection maps need to be updated to current legal standards.**

Agriculture and Forestry Resources

1. **How important is agriculture and/or forestry to the community and region? Are these activities growing, stable or declining? Are the farms or woodlots in the community important for non-economic reasons, such as scenic landscapes, wildlife habitat, outdoor recreation, or historic significance?** The landscape, including its farms and managed forests, is essential to Wayne's sense of place. Agriculture is important for the local economy. There are several commercial farms including two operated by the Stevenson Family and the Emery Farm. Individual landowners periodically harvest timber. These lands, as well as other forested areas, including existing conservation land, are important for many reasons in addition to income from timber, including aesthetics, hunting, snowmobiling, wildlife habitat and hiking.

2. **How are land use patterns and land values contributing to the loss of farm or forestland?** This does not appear to be the case at this time. However, in Wayne as is the case elsewhere, development pressure or taxes often makes it more lucrative for landowners to sell and develop rather than to hold land for mixed use. Land fronting on major roads is at high risk of conversion, leading to strip sprawl and ultimately to reduce mobility due to reduced speed limits.

3. **What regulatory and non-regulatory steps is the community currently taking to support productive farm and forestlands? Are there local or regional land trusts actively working to protect farms or forestlands in the community?** Since 1987, development of large parcels of land anywhere in town are subject to an open space provision in the Wayne Zoning Ordinance which requires a 50% set-aside of undeveloped land in a subdivision with a total area over ten acres. Land can also be protected by public ownership or easements held by the Town or a land trust. The Kennebec Land Trust, Maine Farmland Trust SWOAM and Maine Tree Farm, have been involved in recent years.

4. **Are there undeveloped parts of town in which prime farmland soils are prevalent? If so, how are these areas currently being used? How are they being protected?** Yes, see Maine DACF soil map in Appendix. There are active farms on the Besse Road and Tucker Road. No specific town level programs exist.

5. **Are farm and commercial forestland owners taking advantage of the state's current use tax laws?** Currently, there are 1093 acres in Tree Growth, 130 acres in Farm Woodland, and 253 acres in Farmland. There are about 8,000 additional undeveloped acres, mostly forestland. Many more landowners could be taking advantage of current use tax laws.

6. **Has proximity of new homes or other incompatible uses affected the normal operations of farms or woodlot owners?** This does not appear to be an issue in Wayne.

7. **Are there large tracts of industrial forest land that have been or may be sold for development in the foreseeable future? If so, what impact would this have on the community?** No industrial forest land in the traditional sense exists in Wayne. The Olena Estates subdivision contains 110 acres. The mandatory open space provision in Wayne's zoning ordinance resulted in a common area of 44 acres. So Section K of the ordinance is working to preserve open space as intended.

8. **Clearcutting and forest practices.** These do not appear to be a major issue in Wayne. Clearcutting, in the sense of a forest management practice, is uncommon. Occasionally in the process of clearing lots for agriculture or development, extensive timber harvesting occurs, at times on steep slopes. The CEO and Planning Board should be attentive to these land use changes.

9. **Do local farmers and/or loggers take steps to minimize impacts on natural resources in the community? Do local farms participate in Natural Resource Conservation Service programs?** It is believed that Wayne's farmers are taking care of their farmland, conserving soil and preventing erosion. They are good stewards of the land because their livelihoods depend on it. The tracts currently in Tree Growth require Forest Management Plans that, in theory, promote sustainable timber harvesting and minimize impacts on natural resources. The approximately 8,000 acres of forest that is not in Tree Growth may be subjected to harvesting that can impact natural resources. Some landowners are careful, but others are not. Hence, there is a need for education and enforcement of current laws.

10. **How does the community support community forestry or agriculture (i.e. small woodlots, community forests, tree farms, community gardens, farmers' markets, or community-supported agriculture)?** Wayne has no community forest or community gardens. Those that wish to have a garden probably have enough space on their lots to have one for their own use. Since 2009, Wayne has held a successful Farmers' Market from Memorial Day to Labor Day.

11. **Does the community have, or need, a street tree or other tree planting and maintenance program?** No.

Historical and Archaeological Resources

1. **Are historic patterns of settlement still evident in the community?** Yes. Both Wayne Village and North Wayne Village developed around mills that used water power. The mills are gone, but the villages remain, though uses in the villages have evolved. The dams and old foundations are reminders of Wayne's past.

2. **What protective measures currently exist for historic and archaeological resources and are they effective?** Archaeological and/or historic sites deserving of long-term protection as determined by the Planning Board after consultation with the Maine Historic Preservation Commission would be included in Resource

Protection zone R-5. However, no specific archaeological sites are currently in Resource Protection.

3. **Do local site plan and/or subdivision regulations require applicants proposing development in areas that may contain historic or archaeological resources to conduct a survey for such resources?** Yes, if such areas are identified by the Maine Historic Preservation Commission. Currently, only the Androscoggin Yacht Club (AYC), the Wayne Town House and the Wing Family Cemetery are listed as historic places.

4. **Have significant historic resources fallen into disrepair, and are there ways the community can provide incentives to preserve their value as an historical resource?** The AYC is in relative good repair and the club is in the process of a capital campaign for long-term protection. The town has restored the Town House in recent years and the building is in good shape. The North Wayne School has been restored by volunteers, and the Library has undergone significant renovations and an expansion by acquiring the Williams House.

5. **Is there an active historical society**? Yes.

9. IMPLEMENTATION

The Town's existing Comprehensive Plan already exists and is fully expressed in the Zoning Ordinance and related ordinances. Work on an official Zoning Map is under way. Digitization of the land use zones and tax maps with all property boundaries is also under way. Both of these will provided a sound basis for more efficient and transparent administration of the Plan and regulations.

Implementation of this Plan will be by the Select Board which will use an annual process to seek priorities from Town government units and develop Work Plans each year. Annual progress will be reported in Town Reports.

These tables supply a general summary of the issues and proposals in the Plan. Not guaranteed to be complete.

Public Facilities and Services

Goals

1. Maintain Wayne's public facilities and services and make needed improvements where feasible.

Policies	Strategies	Responsibility / Date
1. Assessing, planning conservation and development services. Ensure that the residents of Wayne continue to receive high quality assessing, planning conservation and development services.	**A. Assessing.** Continue to utilize private contractors (RJD Appraisal) for meeting the assessing needs of Wayne but periodically evaluate whether need to change services.	Selectmen / Assessors / Ongoing
	B. Code enforcement officer. Continue to employ a part-time code enforcement officer. Expand hours of part-time code enforcement officer from 12 hours to 16 hours a week.	Selectmen / Town Manager / Ongoing
	C. MUBEC - Building, Energy, Fire, Life Safety Codes. Take steps to study and evaluate need to adopt Maine Uniform Building Codes in Wayne.	Selectmen / Ongoing
	D. Coordinate planning, land-use conservation and development efforts. Coordinate regularly (at least annually) planning, land-use conservation and developments with Planning Board, Board of Appeals and Conservation Commission.	Selectmen / Planning Board / Board of Appeals / Conservation Commission / Code Enforcement / Ongoing
	E. Coordinate with regional water conservation and protection groups to conduct water quality improvement projects. Consider collaborative studies in the area of water quality studies.	Conservation Commission / 2016
	F. Consultant support. Consider membership to Kennebec Council of Governments (KVCOG), using consultants to work with Town boards.	All Boards / Ongoing
2. General. Take steps to efficiently meet identified public facility and service needs.	**A. Partnering with other communities.** Continue partnering with other communities in the region in areas such as mutual aid for firefighting purposes, solid waste disposal and recycling, and public work services.	Selectmen / Town Manager / Ongoing
	B. Pay-as-you-go. To the extent possible if fiscally prudent, use grant funds, reserve funds and similar mechanisms to minimize borrowing for major public facility investments.	Selectmen / Town Manager / Ongoing

Policies	Strategies	Responsibility / Date
	C. Municipal building. Develop plans for the replacement of the Town Office.	Selectmen / Facilities Committee / Town Manager / 2017
3. Emergency services. Ensure that the residents of Wayne continue to receive high quality emergency response services.	**A. Fire station**. Take steps to replace the Wayne Fire Station. Design a facility large enough to house current and future vehicles.	Selectmen / Facilities Committee / Fire Chief / 2017
	B. Firefighting capability. Continue to review Wayne's firefighting capabilities in light of population changes, financial constraints and numbers of volunteers, and make recommendations to the Town where appropriate.	Wayne Fire Department / Ongoing
	C. Mutual aid. Continue to participate in mutual aid agreements with other communities – Lakes Region Mutual Aid.	Wayne Fire Department / Ongoing
	D. Police protection. Continue to rely on the State Police and the Kennebec County Sheriff for police protection, but periodically evaluate whether need to change services.	Selectmen / Ongoing
	E. Ambulance services. Continue to rely on the Winthrop Ambulance Service for ambulance / emergency rescue service, but periodically evaluate whether need to change services.	Selectmen / Ongoing
	F. Local Emergency Management Agency. Take steps to write and train local emergency responders on new Emergency Operations Plan. Periodically evaluate whether need to upgrade.	Selectmen / Emergency Management Director / Ongoing
4. Solid waste. Provide for an efficient system of solid waste disposal.	**A. Recycling.** Continue efforts to improve the quality of recycling services, and remind residents of recycling opportunities.	Joint Readfield and Wayne Solid Waste Committee / Ongoing
	B. Fees. Following improvement of recycling services, consider a fee system if voluntary recycling percentages do not improve.	Selectmen / Joint Readfield and Wayne Solid Waste Committee / Ongoing
5. Education. Ensure that students from Wayne receive a quality education.	**A. Wayne Elementary School.** Continue to advocate for local delivery of educational services for grades Pre-K through 5 at the Wayne Elementary School.	RSU #38 School Board / Wayne School Committee / Ongoing
6. Road maintenance. Provide for the maintenance of Town roads, ditches and lands in a cost-effective manner.	**A. Private contractors**. Continue to utilize private contractors for meeting the public works needs of Wayne.	Selectmen / Road Commissioner / Ongoing
	B. 5-year plan. Create a 5-year Road Plan to allow for the continued upgrade of Town roads.	Selectmen / Road Commissioner / 2016

Policies	Strategies	Responsibility / Date
7. Recreation. Provide opportunities for recreation for the residents of Wayne.	**A. Ladd Recreation.** Continue to support the efforts of the Ladd Recreation Program to provide recreational programs and opportunities for the residents of Wayne.	Ladd Recreation Board / Ongoing
	B. Town Parks. Continue to maintain and study ways to improve accessibility / programs at Mill Pond Parks.	Selectmen / VCDAC / Ongoing
	C. Water body access. Maintain partnership with Androscoggin Yacht Club for Town boat launch to Lake Androscoggin. Consider acquiring property for public shoreland access.	Selectmen / Ongoing
	D. Interconnected Trail System. Consider working with private landowners to develop an interconnected Town wide trail system.	Appropriate Town Committee
8. Library. Provide opportunities for library services for residents and visitors to Wayne.	**A. Cary Memorial Library.** Continue to support the efforts of the Wayne Library Association to provide high quality library services for the residents and visitors of Wayne.	Library Board / Ongoing
9. Implementation.	**A. Provide annual written reports in the Town Report on status of Plan proposed actions.**	
	B. Conduct every 3 years a review of Plan progress, assumptions, and status of Plan recommendations.	
	C. Through training, monitoring, and oversight, ensure that existing and new rules and regulations are followed.	

Municipal Finances

Goals

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

Policies	Strategies	Responsibility / Date
1. Efficiency / cost effectiveness. Finance existing and future facilities and services in a cost effective manner.	**A. Capital improvement program**. Implement the capital investment plan contained in the comprehensive plan by developing a capital improvement program.	Selectmen / Town Manager / 2016
	B. Update of capital improvement program. Review and/or update the capital improvement program annually or biennially.	Selectmen / Town Manager / Ongoing
	C. Reserve accounts. Continue to use reserve accounts, where appropriate, for major capital equipment, the purchase of land and improvement of Town facilities.	Selectmen / Town Manager / Ongoing
	D. Regional initiatives. Continue to explore additional opportunities for cost savings where feasible, such as the joint purchase of equipment and supplies and jointly using services.	Area Boards of Selectmen / RSU#38 / Area Town Managers / Ongoing
	E. Investigate impact fees. Investigate the experience of other communities in the use of water quality and public safety impact fees for new developments and determine the applicability to Wayne.	Selectmen / Town Manager / Ongoing
	F. Schools. Continue to advocate for fairness to small communities so as to minimize cost increases to the Town and continue to emphasize quality education for the students at Wayne Elementary School.	RSU#38Board / Wayne School Committee / Ongoing
	G. Schools. Consider developing a community mentoring program for students in the Wayne Elementary School.	RSU#38Board / Wayne School Committee / Ongoing
2. Grants. Explore whether grants are available to assist in the funding of capital investments within the community.	**A. Grant availability**. Continue to explore the potential for using grants to help fund capital purchases.	Selectmen / Town Manager / Ongoing
3. LD 1 limits. Reduce Maine's tax burden by staying within LD 1 spending limits.	**(See 1.A. through 1.E. above.)**	

Local Economy: Goals, Policies & Strategies

Goals

1. **Promote, attract, retain, support the growth and potentially incentivize small businesses that strengthen our existing niches or economic clusters in the Winthrop Lakes regional economy such as agriculture (farms, orchards, vineyards, forestry), recreational (campgrounds, summer camps, golf courses, boating, sailing, kayaking, swimming, hiking) and creative economy (pottery, painting, photography, woodworking and antiques).**
2. **Maximize economic potential while capitalizing on and maintaining the Town's unique rural, natural and historic character.**
3. **Cooperate and coordinate with regional organizations with a focus on the development related issues that affect the Town.**
4. **While remaining connected to the region, work to become an independent and sustainable community.**

Policies	Strategies	Responsibility / Date
1. Village Center Development Advisory Committee (VCDAC).	**A. Appoint a group of interested residents to promote Village Center development.** Possible activities:	Done
	• **Develop / set a Village Center boundary** (considering Wayne Elementary School, Town Office, State Boat Launch, Post Office, Androscoggin Yacht Club, Cary Library, Williams House, Village Center Fire Station, Wayne Community Church, and Ladd Recreation Center);	VCDAC & CEO / 2016
	• **Evaluate applicable zoning ordinance to improve the economic vitality of the Village Center;**	VCDAC & CEO / 2017
	• **Find new and develop existing recreational uses for the Mill Pond, surrounding parks and Village Center** (e.g. concerts, dances, movies, arts and crafts shows, and farmers market);	VCDAC & CEO / 2017
	• **Find new use for vacant buildings / structures** (e.g. dam, old masonic hall);	VCDAC & CEO / 2017
	• **Consider the development of historic center designation to maintain the rural historic charm of the Village Center;**	VCDAC / 2017
	• **Develop a marketing plan for Village Center** (e.g. map / brochure and/or website);	VCDAC / 2017
	• **Assess parking needs for the Village Center;**	VCDAC / 2017
	• **Study the feasibility of making the Village Center more accessible and safe for pedestrians – bike and pedestrian improvements;**	VCDAC / 2017

Policies	Strategies	Responsibility / Date
1. Village Center Development Advisory Committee (VCDAC) (cont.)	• **Remove any slum and blight conditions existing within Village Center** (e.g. terminology used to obtain federal community development block grant funds);	VCDAC / Ongoing
	• **Consider improving any water quality and public health issues;**	VCDAC & CEO / Ongoing
	• **Review and assess impediments for small businesses to attract, retain and grow in the Village Center** e.g. liquor control ordinance).	VCDAC & CEO / Ongoing
2. Regional cooperation / coordination.	**A. Budget membership dues and appoint municipal representatives to communicate and advocate for Wayne related development issues**:	Selectmen / Ongoing
	• Winthrop Lakes Chamber of Commerce;	Town Manager / Other / Ongoing
	• Western Kennebec Economic Development Alliance;	Town Manager / Other / Ongoing
	• Kennebec Valley Council of Governments.	Town Manager / Other / Ongoing
3. Economic sustainability.	**A. While still remaining connected to the region, strive to become a community where residents don't have to drive and can work and telecommute from home, and can support local and regional food markets**:	
	• **Internet access.** Work with local communities, economic development agencies and communication companies to encourage expanded access to high speed internet and advanced communications in Wayne;	VCDAC / Sustain Wayne Ongoing
	• **Energy conservation and alternative energy. Review and possibly** rewrite zoning ordinance to encourage the development of energy conservation and alternative energy systems for private homes, camps and businesses;	Planning Board / Sustain Wayne / Ongoing
	• **Home occupation.** Continue to allow home occupations throughout the community, and, where applicable, subject to the Zoning Ordinance and Subdivision Ordinance;	Code Enforcement / Planning Board / Ongoing
	• **Community supported agriculture.** Work with local farmers / artisans to encourage them to bring their products to local markets;	Farmers Market / Sustain Wayne / Ongoing
	• **Local wood products and economies.** Support existing and new efforts to promote sustainable timber harvesting, developing wood products markets.	

Natural Resources

Goals

WCC = Wayne Conservation Commission

1. Protect wetlands and other sensitive areas for their natural values, water quality protection, and ecosystem values.

Policies	Strategies	Responsibility / Date
1. Maintain Zoning Ordinance and Map to reflect State regulatory changes and consider increased local protections as appropriate.	**A.** Review and amend the zoning ordinance and map as necessary to insure consistency with current DEP Chapter 1000 Guidelines regarding Shore Land Zoning.	Planning Board / WCC support / end of year 2016
	B. Consider amending the zoning ordinance to clarify the definition of "Wetlands". Consider including local protection for "Forested Wetlands" and for "Significant Wetlands greater than 5 acres."	Planning Board / WCC support / 2016
	C. Consider expanding the Resource Protection Zone to include areas defined as optional in the Chapter 1000 Guidelines.	Planning Board / Town Manager
	D. Confirm and map locations of rare/threatened plants and educate landowners about significance.	WCC
	E. Continue policy of informing WCC when land use decisions could affect natural values.	Planning Board / CEO
	F. Map the final vernal pools once available.	WCC (expected by end of 2016)

2. Improve "housekeeping" on existing sources of sediment and nutrient runoff into lakes and streams.

Policies	Strategies	Responsibility / Date
1. Strengthen maintenance programs on Town roads and facilities.	**A.** Conduct road and culvert inventory and needs assessment.	Road Commissioner
	B. Ensure that culvert replacements give maximum attention to avoiding "hanging" culverts.	Road Commissioner
	C. Increase hours of CEO for more active assistance in identifying and solving problems in existing developments; enforcement action as necessary.	Select Board / Town Manager
2. Conduct "environmental audit" of Wayne Village area.	**A.** Develop problem analysis, RFP, and obtain professional inventory. Audit would identify problems and opportunities for reducing runoff, erosion, and other impacts of existing development.	Select Board / Town Manager / WCC/VCDAC
3. Develop program to mitigate phosphorous and sediment runoff from private roads.	**A.** WCC, Planning Board, CEO work with Select Board; combination of education, information, cooperate in financial cost-sharing through associations, enforcement.	Groups listed / 2017

3. Support working lands (note: cross-reference the Open Space goal mentioned in Lands Use section).

Policies	Strategies	Responsibility / Date
1. Continue to support use of State programs for use-value taxation of open space, forests, and farmlands.	**A.** Education efforts for residents and property owners on protection of water quality, wetlands, working lands, deeryards; Lake Smart, Open Space tax programs.	WCC et al. / Ongoing
	B. Review zoning ordinance and other policies to identify and consider modifying any provisions that hinder working lands management and do not yield reasonable environmental or other benefits.	Planning Board / WCC

4. Environmental issues - land use.

Policies	Strategies	Responsibility / Date
1. Address strip sprawl issue.	**A.** Consider ways and means of maintaining natural views at key locations on roads entering / exiting Town.	WCC / Planning Board
2. Explore and develop collaboration with adjacent communities.	**A.** WCC to meet annually with conservation commissions in adjacent towns.	Same; immediate
	B. Improve communication with associations.	Same; immediate
3. Develop an Open Space and Outdoor Recreation Plan.	**A.** Support 15% recommendation in Land Use section (see Land Use Goal 5).	All
	B. Empanel committee and develop Plan.	2016; initiate promptly
4. Deer Corridor Signage for safety.	**A.** Identify key areas and suitable signs.	Road Commissioner
5. Continue and improve focus on large habitat blocks / corridors.	**A.** Consider selective land acquisition (as recommended by Land Use Goal 5). (Several provisions of the Zoning Ordinance support this policy.)	All; nonprofits

5. Public Health and Safety

Policies	Strategies	Responsibility / Date
1. Protect water quality for public health.	**A.** Propose a shoreland zone septic system inspection ordinance.	WCC / Planning Board / Town Manager
	B. Conduct extensive outreach with information on septic system maintenance through the lake associations. Obtain maps of areas where soils are poorly suited to subsurface waste disposal.	Same

Current and Future Land Use – Wayne Planning Board

Goals

1. **Provide for orderly growth and development in appropriate areas of the community.**
2. **Protect the rural, small town character of Wayne.**

Policies	Strategies	Responsibility/Date
1. Regional coordination. Coordinate the community's land use strategies with other local and regional land use planning efforts that may arise in the future.	**A. Meetings.** Establish close working relationship with local and regional conservation and water quality organizations. Focus on water quality improvement projects with financial support from the Town and other entities to address camp roads and other sources of phosphorus. Reach out to neighboring communities sharing lake frontage to coordinate land use designations and regulatory and non-regulatory strategies.	Planning Boards/Ongoing
2. Growth management. Support the locations, types, scales and intensities of land uses the community desires as stated in its vision.	**A. Ordinance changes.** Using the descriptions provided in the Current and Future Land Use narrative, amend local ordinances as appropriate to: • Create new digital Zoning Map to replace original paper one that went missing. Clearly locate zones and include all elements that make up zones, particularly elements designating Resource Protection R5; and • Create clear definition of wetlands, including forested wetlands, and update references designating wetlands and significant wildlife habitat. • Initiate discussion of possible ordinance change to allow increase in structure height for individual residential wind mill towers only. • Consider expanding the R1 and R6 zones in Wayne Village out from the village center to the Elementary School, out Route 133 to the intersection of Route 219, and east on Route 133 toward Winthrop for some distance. • Consider changes in the R1 and R6 zones to allow expansion of uses, including reduced setbacks.	Selectmen/ Planning Board/Town 2017
	B. Training for local officials. Provide the Selectmen, Overseers, Planning Boards and Code Enforcement Officer with the tools, training, and support necessary to enforce land use regulations, and continue to ensure that the Code Enforcement Officer is certified in accordance with 30-A MRSA Section 4451.	Selectmen/ Ongoing
	C. Plan Implementation. Assign responsibility for implementing this Comprehensive Plan to the appropriate committee, board or municipal official.	Selectmen/ongoing Selectmen/ 2016 and ongoing

Policies	Strategies	Responsibility/Date
2. Growth management. Support the locations, types, scales and intensities of land uses the community desires as stated in its vision **(cont.)**	**D. Record-keeping**. Continue to track new development in the community by type and location.	Code Enforcement Officer/ongoing
	E. Periodic review. Periodically (annually) evaluate the implementation of the Comprehensive plan.	Selectmen or their designee/ongoing
	F. Other. Consider other ordinances, as needed.	Selectmen//Planning Boards/Town/ongoing
3. Financial commitment for Villages Improvement. Support the level of financial commitment necessary to provide needed infrastructure in growth areas.	**A. Capital investment plan.** Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses. • Evaluate village infrastructure needed to allow increased and varied uses to provide a vibrant, active, walkable village. For example, assess potential areas for town purchase to provide future subsurface wastewater disposal for future uses, with the requirement that developers would pay for the design, construction and maintenance of the wastewater systems. Also, evaluate the feasibility and cost of a sidewalk from the school through the village to the Library or further. Evaluate parking needs and redesign town owned lots in the village to provide more parking spots.	Selectmen/Village Advisory Committee 2017
4. Critical resource areas. Protect critical resource areas from the impacts of development.	**A.** Consider establishing with an annual appropriation, a Water Quality Protection Fund for water quality projects in Wayne using impact fees from new development, general fund, grants and other sources. Establish impact or other fees to provide revenue to the Fund. **B.** In cooperation with Kennebec Land Trust, Maine Farm Land Trust, Small Woodland Owners Association of Maine and other conservation entities, set a goal of, within ten years, conserving 15% of the remaining developable land in Wayne, with a prioritized system saving the most critical resource areas, including farmland, unbroken forest blocks, significant wildlife habitat and significant wetlands. • Establish a land acquisition fund with an annual appropriation, to permanently conserve by fee or conservation easement, 15% of Wayne's remaining undeveloped land including the most significant critical resource areas, undeveloped shoreland, agricultural land and forests. The fund will be created through impact fees, grants, donations and tax revenue.	Selectmen/budget committee/planning board/conservation committee

Policies	Strategies	Responsibility/Date
5. Historic and archaeological resources. Protect to the greatest extent practicable the significant historic and archaeological resources in the community.	**A. Identified sites.** For sites with identified potential for historical or archaeological resources by the Maine Historic Preservation Commission, through local land use ordinances, require subdivision or non-residential property developers to determine if any historical or archaeological resources are located on those properties, and to take appropriate steps to protect those resources, including but not limited to, modification of proposed site design, construction timing, and/or extent of excavation.	Selectmen / Planning Boards/Town 2016
	B. Maps. Through local land use ordinances, require the Planning Board to incorporate maps and information provided by the Maine Historic Preservation Commission into its zoning map and review process.	Selectmen / Planning Boards/Town 2016
	C. Community survey. Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive survey of the community's historic and archaeological resources.	Wayne Historic Society/ 2017
6. Agriculture and Forestry Resources. • Note on zoning map any lands identified as prime farmland; • Promote the use of best management practices for timber harvesting and agricultural production; • Support farming and forestry and encourage their economic viability.	**A. Taxation programs**. Continue to provide owners of productive farm and forest land information on how to enroll in current use taxation programs.	Selectmen / Planning Boards/Town/ as needed
	B. Local Agriculture and Wood Markets. Continue to support the Wayne Farmers' Market and encourage local food production and local wood markets, processing, and marketing.	Town Office/Ongoing

Policies	Strategies	Responsibility/Date
7. Accessibility. Developing performance standards/ specifications better outlining expectations of all parties (contractors, private landowners and the Town) involved when developing new public or private roads or accessing new or existing public or private roads in town will result in more positive outcomes - safer roads (less accidents), more accessible roads (year road), healthier roads (not polluting great ponds) and stronger roads (lasting longer).	**A.** Public-Private Road Standards Ordinance: This ordinance will set road design standards to make all roads (public and private) and driveways better accessible by emergency services.	Planning Board/ Road
	B. Town Right-of-Way Access Management Ordinance: ● This ordinance will better define access points to Town right-of-way to minimize traffic accidents and allow for safer travel on Town right of way by automobiles, bicycles and pedestrians. This ordinance will protect the Town's interests when a developer/ utility company needs to access the Town's right of way.	Planning Board/ Road Commissioner

MAP INFORMATION

Historic Resources Descriptions

Native American, prehistoric (or before recorded history) archaeological sites.

These sites are mostly camping and village locations, including shell heaps along the coast, but they also include rock art, rock quarry, and cemetery sites. The sites range in age from the time of European settlement about 400 years ago back to the end of the last ice age, or 12,000 years ago. They range in size from a few dozen square yards to several acres.

Historic archaeological sites

These are sites such as farmstead, mill, village, fort and tavern remains, record the European settlement and native life in Maine after about 1600 A.D.

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Appendix 8.1. Land Use Zone Descriptions as of November 2015.

1. Village Residential Zone R-1

The Village Residential Zone covers areas comprised primarily of homes in the relatively compact setting in and around existing village areas. The relatively densely developed areas of Wayne Village and North Wayne Village will remain generally as they are to preserve their primarily residential nature. Minimal commercial use of properties exists. New business uses will be limited to those qualifying under home occupation or residential-based business definitions (see following section on definitions). Expansion or change of existing uses to similar uses will be regulated to retain the existing and historical village environment.

The Village Residential Zone accommodates residential development in existing village areas through minimum lot sizes of one acre, the smallest minimum lot size allowed within the town because of reliance upon subsurface disposal systems. It also encourages residential development or renovation of existing structures by allowing small multi-family structures, up to three units, with smaller minimum lot size requirements for the second and third units.

2. Low Density Residential Zone R-2

The Low Density Residential Zone primarily extends outward from the village areas. This zone provides transitional areas from the highly developed character of the two villages to the rural nature of the Rural Residential and Farming Zone. Its predominant characteristic is residential with lot sizes generally larger than those in the village areas. Some parcels remain undeveloped, particularly backland away from roads. New residential development will be encouraged to use innovative subdivision design on small parcels and required to do so on larger parcels in order to conserve open space and develop land economically with regard to sound environmental principles, while maintaining less density than the village areas. The number, extent, and locations of the Low Density Residential Zone are based on existing patterns of development.

Home occupations and residential-based commercial uses will be permitted in this zone. Other commercial uses may be permitted after zoning review as special exceptions through a site plan review process similar to subdivision review. Such zoning review will be based on specific performance standards to ensure that proposed commercial uses do not adversely affect surrounding residential areas or rural character.

3. Rural Residential and Farming Zone R-3

The Rural Residential and Farming Zone seeks to promote a traditional rural settlement pattern of individual buildings and clusters of buildings separated by large open spaces capable of supporting agricultural operations and extensive wooded areas capable of supporting forestry activities. It also maintains varied natural resources and functions, such as wildlife habitat, ground water recharge and watershed protection. The large amount of open space, consisting of fields, forests, and active agricultural land, and the suitability of natural resources to support additional development helped guide the original placement of outlying areas into the Rural

Residential and Farming Zone. The predominance of undeveloped tracts of land continues to characterize the Rural Residential and Farming Zone throughout town.

The zone supports a mixture of rural uses including agriculture, forestry, outdoor recreation, low-density residences, and home businesses and occupations. In addition, it also allows a selected range of commercial and industrial uses, subject to performance standards, which are not allowed in the other zones. Residential density here is the lowest in the community and will continue to be so under standards of development which require conservation of land suitable for agriculture, forestry and open space. The current Section K performance standards apply to parcels ten acres or larger or containing agricultural land. They require innovative subdivision design that results in a significant set-aside of land when these parcels are subdivided in order to accommodate agriculture and forestry as well as conserve open space and retain current uses and scenic character, in so far as possible.

In this zone as in the Low Density Residential Zone, home occupations and residential-based commercial uses will be permitted. Other commercial uses may be permitted after zoning review as special exceptions through a site plan review process similar to subdivision review. And again, such zoning review will be based on specific performance standards to ensure that proposed commercial uses do not adversely affect surrounding residential areas or rural character.

4. Shoreland Zone R-4

The Shoreland Zone currently covers all shorelands along Wayne's many lakes and ponds, within 250 feet of the normal high water mark of designated lakes, ponds, bogs, or streams and any associated and identified wetlands and within 100 feet of tributary streams. The zone strives to provide areas that can accommodate additional residential development while also protecting water quality, fish and wildlife habitat, scenic and natural beauty, and public health and safety. Flexible subdivision design standards in Section K also apply here, as in the R-2 and R-3 zones, again with required set-asides of land for purposes of conserving agricultural and forest lands and open spaces. However, in the Shoreland Zone, if Section K provisions are used, dwelling units are limited to one dwelling unit per 250 feet of shore frontage. Generally, new or expanded commercial use will not be permitted in shoreland areas as it is incompatible with preserving water quality, limiting traffic through private and/or residential access points, and maintaining existing recreational uses.

5. Resource Protection Zone R-5

A. The resource protection zone shall be a zone of the most vulnerable Shoreland, wetlands, or other geologically sensitivity areas in which development could have an undue adverse effect on water quality of ponds, lakes, streams or rivers, ground water, significant wildlife habitats, or biological systems. Areas within 250 feet of freshwater wetlands rated "moderate" or "high" value by the Maine Department of Inland Fish and Wildlife as of January l 1973 are included in the R-5, Resource Protection Zone.

It shall include:

1) Wetland, swamps, marshes and bogs.

   a. Where a wetland is contiguous with the normal high water mark of a defined pond, 1ake, river or stream, the wetland area shall extend from the normal high water mark to the area of observable demarcation between a regular pattern of wetland vegetation and open water. Excluded are small and intermittent outcroppings of wetland vegetation which can be customarily found at or near the shoreline of ponds, lakes, rivers, or streams.

   b. Where a wetland is a freshwater wetland rated "moderate" or "high" value by the Maine Department of Inland Fisheries and Wildlife as of January l, l973, or subsequently, the resource protection area shall extend an additional 250 feet horizontal distance, of the upland edge of the freshwater wetland.

2) Significant fish and wildlife habitats.

3) The marshes of the shoreline of Pickerel Pond, Berry Pond, Jennings Stream, the land area and marshes of the area known as “The Cape" on Androscoggin Lake, and the land areas and marshes within 250 feet of Dead River.

4) Land areas which can be shown by independent and qualified authority to be particularly vulnerable to harm such as aquifers and/or primary ground water recharge areas, and/or shoreland areas which have a high erosion potential because of soil type or slope, and all shoreland areas of two (2) or more contiguous acres with sustained slopes of 20% or greater.

5) The islands in Androscoggin Lake.

6) Archaeological and/or historic sites deserving of long-term protection as determined by the Planning Board after consultation with the Maine Historic Preservation Commission.

B. Uses Permitted:

1) The harvesting of any wild crop such as hay, ferns, moss, wild rice, berries, tree fruits, tree seeds, and flowers.

2) Non-intensive recreational uses not requiring structures, such as hunting, fishing, picnicking, and swimming.

3) Wildlife management activities.

4) Activities conducted for protection of ground water quality or prevention of pollution from any source, when conducted by a public agency for the public health, safety, and welfare.

C. Uses Permitted as Special Exceptions:

1) One residence containing one (1) dwelling unit and structures accessory to a residence per minimum lot on the islands in Androscoggin Lake known as Norris Island and Androscoggin Island provided that:

   a. Minimum lot size shall be four (4) acres.

   b. Minimum shore frontage and width shall be 400 feet.

   c. Minimum depth shall be 300 feet

2) Piers or docks across a wetland, which wetland is contiguous with the shoreline of a pond, lake, river, or stream provide that:

   a. Installation shall not alter any wetland vegetation or cross a significant wildlife or fish habitat.

   b. Regarding piers and docks, installation meets the requirements of Article V. Section F.

D. New roads and driveways are prohibited in the resource protection zone, except to provide access to permitted uses within the zone, or as approved by the Planning Board, upon a finding that no reasonable alternative route or location is available outside the zone, in which case the road and/or driveway shall be set back as far as practical from the normal high water mark of a water body, tributary stream, or upland edge of a wetland.

E. Conversion of seasonal residences to year-round residences is prohibited in the Resource Protection Zone.

Because this zone reflects natural resource information obtained from various sources, the mapped zone boundaries vary in accuracy. Land use regulations implementing the zones need to include a means for adjusting the boundaries of the resources to correspond to actual conditions in the field. Applicants and/or developers with land in such areas will be required to verify the coverage or absence of the particular environmental features, if they wish to prove that the Resource Protection Zone boundaries are inaccurate regarding specific natural features on the site.

The R-5 zone needs to be accurately shown on Wayne’s zoning map based on language in Wayne's zoning ordinance and current information from state resource maps.

6. Village Shoreland Zone R-6

Certain lots within the historical villages also fall within shoreland areas, within 250 feet of the normal high water mark of a lake, pond, or stream. The Village Shoreland Zone recognizes the existing village core areas within shoreland areas which are densely developed and include a mixture of business and residential uses. The business uses are relatively small-scale and primarily serve the local community. The zone accommodates existing uses and changes in use in village shorelands by allowing reductions of lot size and setback requirements for a limited number and type of residential, business and public uses.

Commercial uses permitted as home occupations, residential-based businesses, and other noncommercial uses permitted in the Village Residential Zone will be permitted in the Village Shoreland Zone in existing structures on such non-conforming lots even though the structure may not meet shoreland setbacks. Municipal uses will continue. Such other regulations as required will be developed to permit the historical use of existing village shoreland structures consistent with protection of water quality.