

**YEAR 2001 UPDATE**  
**of the**  
**WAYNE**  
**COMPREHENSIVE**  
**PLAN**

June, 2001



# YEAR 2001 UPDATE of the WAYNE COMPREHENSIVE PLAN

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# WAYNE COMPREHENSIVE PLAN GOALS, POLICIES, AND IMPLEMENTATION

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## GENERAL GROWTH AND DEVELOPMENT

### INTRODUCTION AND OVERVIEW

Wayne is a rural community composed primarily of residences, small farms, seasonal and vacation homes, and limited retail and commercial services. Wayne also possesses small town atmosphere with its two developed village centers of Wayne and North Wayne. These centers 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. The operating commercial farms of the community are in the outlying areas.

The Town's boundaries encompass many lakes and ponds with extensive shorelines, which have, for the most part, been fully developed. Access to shorelands is generally through residential areas or by an extensive network of narrow, private roads that usually travel through large, wooded tracts. A large and significant economic base in the town exists in its seasonal lake properties as well as other areas of town which are essentially undeveloped. These seasonal properties and undeveloped tracts require far fewer expensive municipal services such as educational services or winter road maintenance than year-round residential uses. The lakefront properties require protection of the rural environment and high water quality of lakes to retain their economic value to the Town.

There is a notable absence of commercial retail service areas, mini-malls, strip development, or identifiable business districts. The townspeople of Wayne have traditionally depended on established and extensive retail and other commercial services located in neighboring towns adjacent to Wayne or nearby economic service center communities like Augusta, Farmington and Lewiston. Those areas are also where the majority of the population works.

It is the established rural, residential character which town residents have expressed a desire to preserve. Most townspeople have indicated through opinion survey and public hearings that they wish to accommodate individual land use options without undue restriction. At the same time, it is recognized that the vast majority of residents have chosen Wayne for its rural character, as a place to live away from commercial influences and development. This plan addresses the goals and methods for achieving a balance of these interests.

## GOALS FOR GROWTH AND DEVELOPMENT

1. Preserve the quality of life as it relates to the environment of Wayne's residents.
2. Preserve the established character of Wayne as a rural community composed primarily of residences, farms, seasonal homes, and recreational opportunities.
3. Preserve the capacity of land suitable for agricultural and forest resource management.
4. Guide and control the development of any new commercial enterprise to support and complement the Town's rural and/or residential character.
5. Guide and control additional development to protect Wayne's abundant and valuable natural resources, including lakes, ponds, wetlands, ground water supplies, sand dunes, forests, farmlands, clean air, open space, and the aesthetic qualities of scenic views.
6. Guide and control the development of shoreland areas to preserve their vast economic and aesthetic resources to the Town.
7. Provide for the establishment of municipal and essential public services that are consistent with sound development patterns and environmental practices.

## LAND USE PLAN

### EXISTING LAND USE ZONES

The land use plan guides the establishment of land use regulations by presenting an overall picture of where, how and in what manner the town will grow and develop. It provides, in mapped form, a summary of the policies and recommendations affecting land use discussed in various sections of the comprehensive plan. The land use plan consists of mapped land use zones which describe the type and density of land use appropriate for each area of Wayne based upon existing land use, the locations and service areas of various facilities and utilities, the town's proximity to regional service and employment centers, and the land's physical capacity to accommodate growth.

#### 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 continue 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 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 most of the 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. Density increases will not be allowed in this zone. Flexible subdivision design standards 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. 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**

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, 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. After review, natural resource management, harvesting, and other appropriate uses will be allowed to the greatest extent possible compatible with the sensitive nature of the areas.

The Resource Protection Zone may encompass the following natural resources:

1. **Wetlands contiguous with lakes, ponds, rivers, and streams**, as identified by the 1989 Maine Department of Environmental Protection Wayne Freshwater Wetlands Map; **wetlands within 250 feet** of Berry Pond, Pickerel Pond and Jennings Stream; and **the land area and wetlands within 250 feet** of "the Cape" on Androscoggin Lake and **within 250 feet** of the Dead River.
2. **Areas within 250 feet of wetlands rated high and moderate value waterfowl habitat**, as evaluated by the Maine Department of Inland Fisheries and Wildlife.
3. **Significant fish and wildlife habitat**, as defined by the Maine Department of Inland Fisheries and Wildlife.

4. **Aquifers and recharge areas**, as delineated by the Maine Geological Survey map of Significant Sand and Gravel Aquifers for the Wayne quadrangle.
5. **Areas susceptible to erosion due to soil type or slopes and areas of steep slopes** 20% and greater, 2 acres and more in size, within the 250' shoreland area.
6. **Islands in Androscoggin Lake.**
7. **Archaeological and historical sites**, as determined by the Planning Board in consultation with the Maine Historic Preservation Commission.

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.

#### **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 non-commercial 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.

## **PROVISIONS FOR COMMERCIAL AND NON-RESIDENTIAL USES**

### **GENERAL**

The issues surrounding the establishment or expansion of commercial and other non-residential uses involve compatibility of such activities with residential uses, protection of natural resources, maintenance of town and rural character, and the location of development throughout Wayne. The challenge is to accommodate new uses while protecting existing uses and the environment. While individual property rights are fundamental, the exercise of those rights can adversely affect the rights of others, and affect the economic value of all properties surrounding an individual lot. The following definitions provide guidelines for the development of ordinances and regulations which are intended to achieve a workable balance in the accommodation of various property interests.

## DEFINITIONS OF NON-RESIDENTIAL USES

The current approach to the regulation of non-residential uses in Wayne allows them in several zones along with residential uses and relies upon the use of performance standards to control the impacts of such uses upon adjacent and/or nearby structures and uses, whether residential or not. In order for such an approach to be most effective, the definitions of non-residential uses need to be clear so they are adequately reviewed during the permitting process. In that light, the definitions of commercial and other non-residential uses in the town's zoning and other land use regulations warrant examination and amendment, if needed, to resemble the content of the following definitions, though not necessarily to incorporate them word-for-word:

**Commercial Use.** The use of lands, buildings, or structures, other than a home occupation as defined, the intent and result of which activity is the production of income from the buying and selling of goods and/or services, exclusive of rental of residential buildings and/or dwelling units.

State Shoreland Zoning Guidelines

**Institutional Use.** A building or land use devoted to some public, governmental, educational, charitable, medical or similar purpose.

Mt. Vernon

**Industrial Use.** The assembling, fabrication, finishing, manufacturing, packaging or processing of goods, or the extraction of minerals.

Mt. Vernon

**Industrial Use.** Those establishments which create new (or altered) products from raw materials or other products through various processes for ultimate distribution and sale. The assembling, fabrication, finishing, manufacturing, packaging or processing of goods, or the extraction of minerals. See Manufacturing - Heavy and Light.

Augusta

**Manufacturing - Heavy.** Heavy manufacturing shall include industrial uses in which manufacturing processes are conducted indoors or out-of-doors. Heavy manufacturing, for the purposes of this ordinance, includes but is not limited to the following products or processes: sawmills, turneries and fuel wood, roof trusses, wood fiber, chemical, textile mills, steel fabrication, manufactured housing, dairies, grain mills, seafood, and beverages.

Augusta

**Manufacturing - Light.** Light manufacturing shall include industrial uses in which manufacturing processes are wholly contained within a building and which exhibit no external evidence of a manufacturing process such as but not limited to noise, odor, vibration, dust, smoke, cinders, or fumes.

Augusta

**Home Occupation.** An occupation or profession which is conducted in a residential dwelling unit or structure accessory to a dwelling unit which is 1) clearly incidental to and compatible with the use of the dwelling unit for residential purposes; 2) occupies no more than 30% of the floor area of all structures on the property; 3) does not change the outside appearance of the residential dwelling unit or premises; 4) is conducted entirely within the dwelling unit or accessory structure; and 5) employs no more than two (2) persons other than the family members residing in the home.

**Residential-Based Business.** A small retail business use, occupation or profession which does not qualify as a home occupation and which 1) is conducted in an existing residential structure or a building accessory to an existing residence, or which is carried on by converting an existing dwelling unit to the use; 2) does not change the outside appearance of the existing or converted residential dwelling unit or the premises so as to adversely affect the visual character of the surrounding residential area; and 3) is conducted entirely within the residential unit or accessory structure. Before the use is permitted it is subject to review standards such as: setbacks, screening requirements, off-street parking standards, restricted outside lighting, use of signs, traffic, public access, and noise restrictions.

**Agricultural Use.** While agriculture is encouraged in Wayne, certain agricultural uses may require review under specific performance standards aimed at protecting environmental quality. Those uses should be defined appropriately by ordinance.

### **SITE PLAN REVIEW AND NON-RESIDENTIAL USES**

Many commercial, industrial, or institutional uses may be appropriate at particular locations in town if such uses do not alter the rural and/or residential character of the area. The determination of such appropriateness shall be determined under review procedures similar to those used for subdivisions. The Town should consider requiring Occupancy and Use Permits for non-residential uses, following construction and prior to operation, in order to assure that any conditions of approval placed on a permit for such uses have been met.

Business uses, other than those specifically excluded, may be appropriate at one site but not another. Therefore, site location and site specific factors shall guide application reviews, rather than relying entirely upon use definitions and listings. The perception of rural environment is primarily visual, and therefore site location factors are crucial. Standards of review shall include, but not be limited to, the following:

1. Protection of air and water quality.
2. Visual screening of the various components of the use from adjacent and/or surrounding properties.
3. Prevention of excessive noise or odors.
4. Minimizing the effect of exterior lighting on surrounding properties.
5. Adequate controls over means of access and egress, access location and spacing, traffic generation, signs, parking, pedestrian access, and hours of operation.

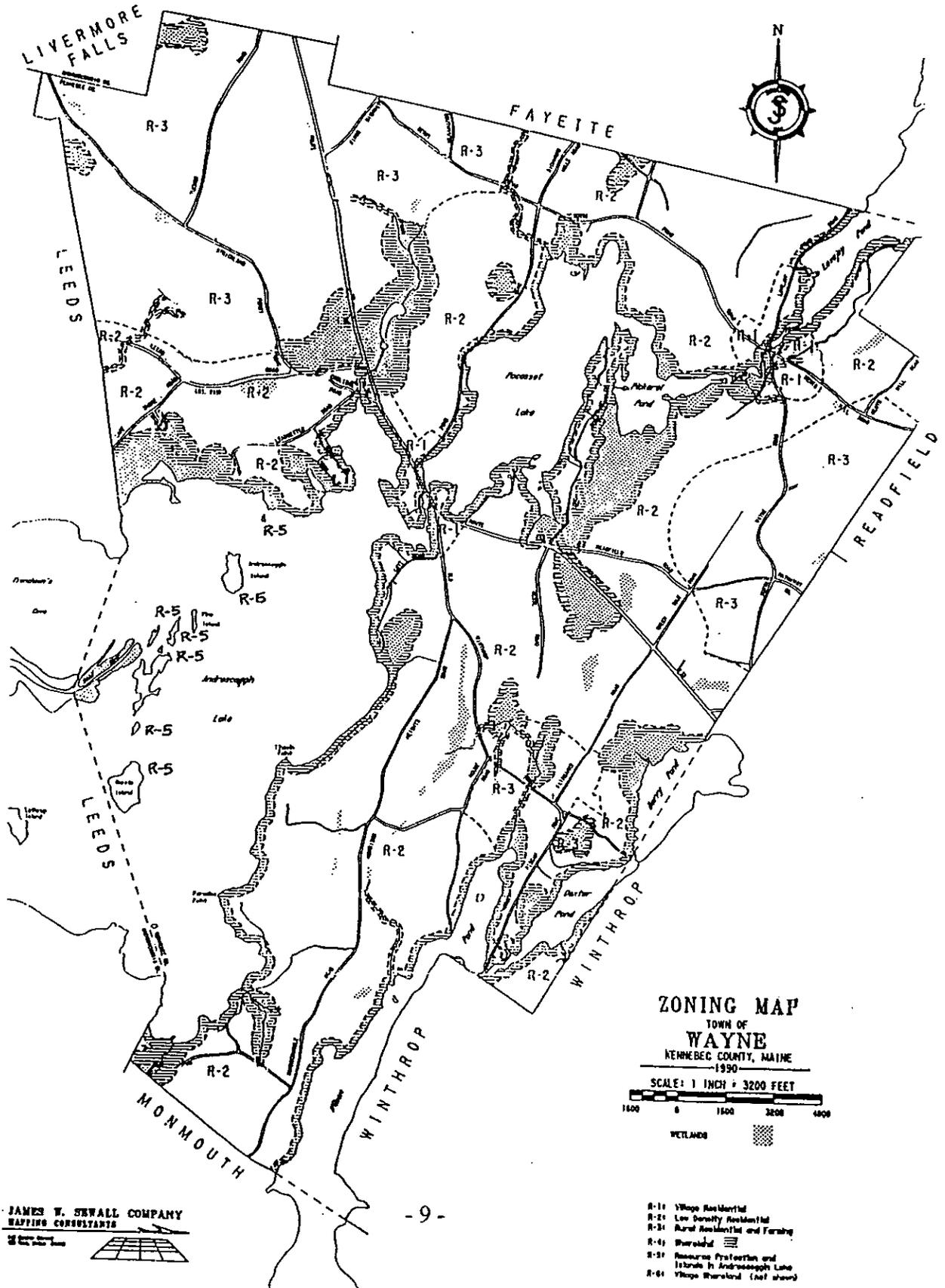
The following are other standards of review that warrant consideration and periodic updates and may also be included in local land use regulations:

6. Site utilization - placing buildings, lots, and support facilities on portions of the site most suitable for development and protecting environmentally sensitive features.

7. Environmental protection - erosion controls, stormwater management, floodplain management, critical natural resources, historical and archaeological resources, hazardous materials use, materials storage.
8. Design standards - landscaping, building placement, building illumination, building entrances, signs, parking, roadside buffers.

For non-residential uses, applicants will be required to provide the reviewing authority with such plans, documents, and information as are necessary and sufficient to permit the reviewing authority to make its findings.

# Town of Wayne Existing Land Use/Zoning Plan



# NATURAL RESOURCES

## WATER RESOURCES

### POLICIES

1. Strengthen Wayne's watershed management approach to extend to the protection of the water quality of the town's lakes, ponds, streams and wetlands. Such efforts include:
  - a. Review all new development proposals for their impact on the water resources, shorelands and wetlands.
  - b. Require pollution control measures during site plan and subdivision review and/or water pollution control mitigation for all changes or expansions to existing uses in the Shoreland Zone or in other zones where proposed development will cause negative impacts on water quality.
2. Establish and/or maintain a water quality monitoring program for each lake and pond in Wayne using lake associations and volunteers, where possible.
3. Initiate cooperative watershed management programs with neighboring towns that share watersheds.
4. Protect wetlands and their riparian habitats from development and negative effects from activities in the uplands.
5. Maintain an ongoing effort to increase the knowledge and management of the watersheds, shoreland areas, and wetlands in Wayne.

### Implementation Strategies

Appropriate Town agencies, boards, and organization will:

1. Periodically consider additional or revised language for incorporation in Wayne's Zoning Ordinance as shoreland zoning requirements are modified or new provisions are suggested in the State Guidelines. (Planning Board)
2. Develop appropriate drainage, phosphorous loading, and other water pollution control standards in the subdivision and site plan review and zoning ordinances.
3. Give critical attention to road segments due for major rehabilitation work and gravel roads due for paving and any major drainage work in order to provide the erosion control measures necessary to control runoff and sedimentation.

4. Inform property owners of water resource values and good management techniques to maintain water quality through educational information (brochures) and newspaper articles. (Ongoing)

## **WATER SUPPLY**

### **POLICIES**

1. Reiterate that Wayne has no plans for providing either a public water system or sewer system.
2. Increase the knowledge of local ground water resources and measures to assure their protection.
3. Participate in cooperative management efforts to protect aquifers that cross town boundaries.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Encourage the proper handling of abandoned wells or underground storage tanks where such are identified. (Selectmen)
2. Maintain an ongoing effort to gather data and management information on ground water resources.
3. Identify and monitor threats to ground water resources.
4. Participate in developing cooperative management efforts with neighboring towns that share aquifers with Wayne. (Selectmen)
5. Educate citizens about the importance of protecting ground water resources.

## **CRITICAL NATURAL RESOURCES**

### **POLICIES**

1. Support the identification and preservation of threatened and endangered species in Wayne.
2. Continue to collect information on Wayne's varied natural resources to provide for better resource management and protection during development activities.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Support the ongoing efforts of the Wayne Conservation Commission in the preservation of threatened or endangered species.
2. Support information studies and education programs to increase knowledge about the location and management of Wayne's various natural resources, including aquifers and recharge areas, sand dune areas, wildlife habitat such as deer wintering areas and waterfowl and wading bird areas, and wetlands, including vernal pools.
3. Define wetlands and adequately describe those that will require resource management and protection in local land use regulations.
4. Revise land use ordinances to incorporate language that requires evidence of application for DEP approval of development proposals affecting resources protected under Maine's Natural Resources Protection Act (NRPA) prior to final approval in local review procedures.
5. Revise land use ordinances to include provisions that require the delineation, evaluation, and protection of any critical natural resources located on property affected by proposed development.

## **OTHER NATURAL RESOURCES**

### **POLICIES**

1. Encourage the voluntary formation of networks of open space, wildlife corridors and recreational trails.
2. Encourage development practices that protect natural land cover and vegetation and wildlife habitats.
3. Maintain floodplain planning and management in Wayne to Federal Emergency Management Administration (FEMA) standards.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Develop incentives in land use ordinances which encourage the formation of networks of open space, wildlife corridors and recreational trails.
2. Require that development applications in close proximity to mapped deer wintering areas be verified for any potential impacts, through an evaluation by the Department of Inland Fisheries and Wildlife or a consulting biologist. (Planning Board)
3. Implement changes to local floodplain management ordinances as required by FEMA.

## **CULTURAL RESOURCES**

### **HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

#### **POLICIES**

1. Work with the State to inform property owners that have historical and archaeological resources of the need and means to protect the resources and be aware of any limitation to their property.
2. Incorporate provisions into local land use ordinances requiring the evaluation and survey of any significant historic or archaeological resources in Wayne.
3. Investigate and identify additional historic and archaeological resources in Wayne.
4. Nominate additional historic resources that may qualify for the National Register.

#### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Inform property owners with historical and archaeological resources of the need and means to protect the resources.
2. Incorporate into ordinances review standards for the evaluation and survey of significant historical and archaeological resources that are threatened by development activities. (Planning Board)
3. Investigate and identify additional historical and archaeological resources.
4. Consider the nomination of additional historical resources for the National Register.
5. Explore and consider the designation of the Wayne and North Wayne village areas as National Historic Places.

## **LAND USE**

### **AGRICULTURE AND FORESTRY**

#### **POLICIES**

1. Provide information on best management practices to agricultural and forestry operators for sustained resource production and environmental protection.
2. Support the right-to-farm for active farming operations.
3. Support the right-to-forest harvesting where it is not in conflict with environmental protection and shoreland zoning.
4. Encourage preservation of active farming land and open space.
5. Prohibit the stripping of topsoil by mining activities in areas of prime agricultural soils.

#### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Incorporate a right-to-farm provision into local land use ordinances so that adjacent land owners will be notified that active farming is occurring next to their property prior to the property's acquisition.
2. Incorporate a right-to-forest harvesting provision into local land use ordinances, with a notification requirement to new adjacent land owners.
3. Provide for the continued preservation of farmland and open space through provisions in appropriate land use ordinances.

## **HOUSING**

#### **POLICIES**

1. Encourage and maintain a diversity of housing types that is in keeping with the town and neighborhood character of Wayne.
2. Develop and adopt affordable housing strategies that encourage home ownership and focus on small scale development (single family, duplexes, small multi-unit structures) activities which are in keeping with the general development patterns and character of Wayne.

## DEVELOPMENT

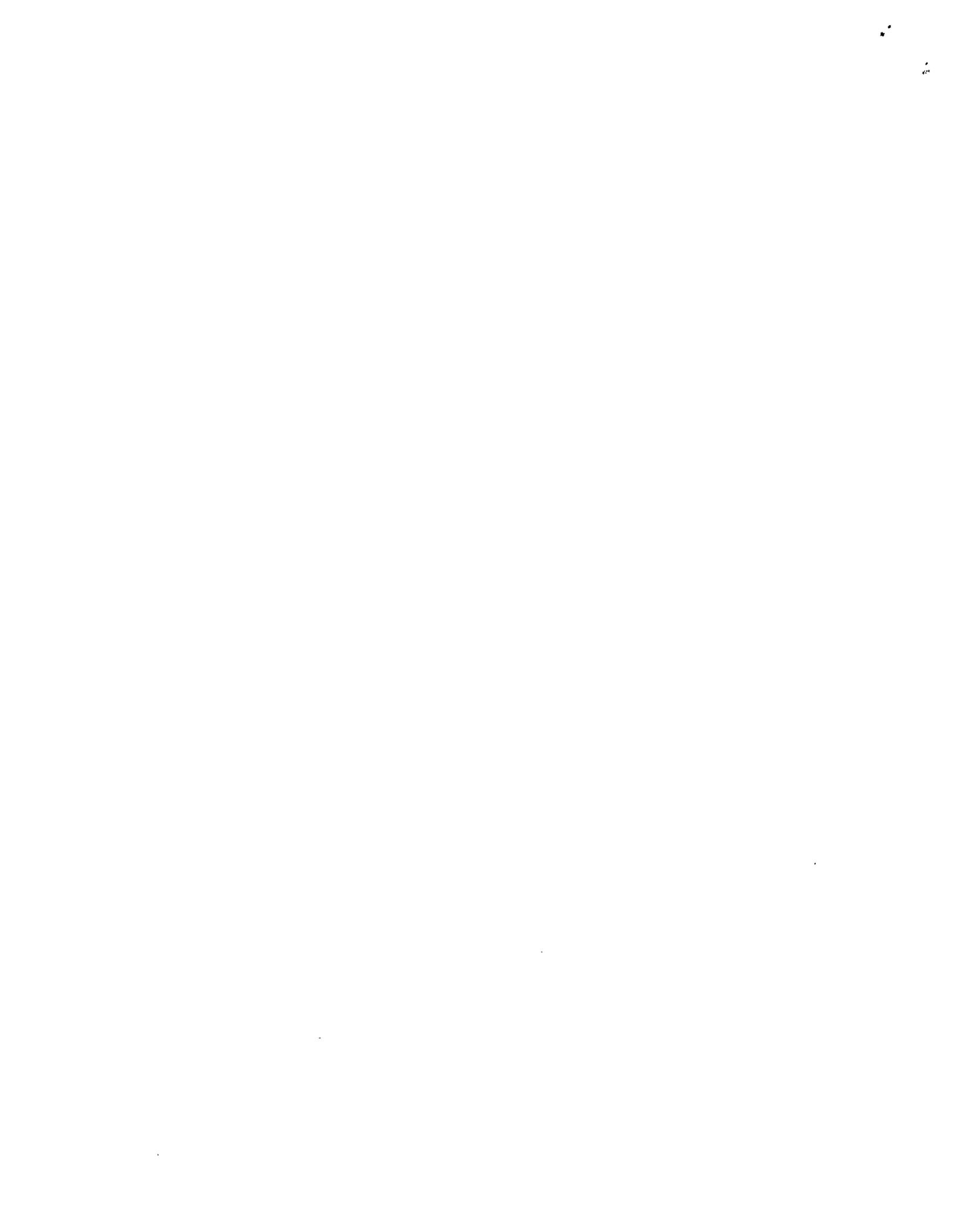
NOTE: Proposed additions to current Wayne plan are shown in underlined and bold type.

### POLICIES

1. Avoid strip development along Wayne's highways and roads.
2. Control the adverse effects of allowing a wide range of different and potentially incompatible land uses to locate near one another throughout Town.
3. Avoid the duplication of large retail and commercial service areas already provided in adjacent or nearby communities.
4. Monitor the development of new commercial and industrial land uses in the Rural Residential and Farming (R-3) Zone through the use of special exception permits to determine the effectiveness of performance standards and site plan review in controlling growth in Wayne's rural areas.

### Implementation Strategies

1. Develop the additional ordinance provisions including standards of review necessary to guide development to sites and in such form that new development will not adversely impact neighboring uses.
2. Track the number of permits for commercial and industrial uses issued over time in the Rural Residential and Farming (R-3) Zone, and if more than two permits are granted during any five-year period, initiate a timely review of the size, characteristics, and criteria of Wayne's zoning districts. If the special exception review process is found insufficient to adequately control the anticipated growth over the coming ten years, consider:
  - a) expanding existing or establishing new growth zones;
  - b) developing more restrictive performance standards and site plan review procedures; and
  - c) placing further limits on non-residential growth in rural areas of Town.
3. Consult with adjacent communities concerning the designation of growth areas for large-scale non-residential development.



3. Support private efforts to maintain the existing housing stock in good condition and to upgrade housing stock where possible.
4. Focus affordable housing strategies on volunteer and self-help activities.
5. Develop a long-term housing strategy that establishes both regulatory and non-regulatory techniques to provide for a range of affordable housing opportunities in Wayne.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Support and encourage self-help housing programs.
2. Review both new and existing ordinances for ways to encourage affordable housing.
3. Explore the possibilities for grants or assistance for developing affordable housing and rehabilitating existing substandard housing.

## **DEVELOPMENT**

### **POLICIES**

1. Avoid strip development along Wayne's highways and roads.
2. Control the adverse effects of allowing a wide range of different and potentially incompatible land uses to locate near one another throughout Town.
3. Avoid the duplication of large retail and commercial service areas already provided in adjacent or nearby communities.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Develop the additional ordinance provisions including standards of review necessary to guide development to sites and in such form that new development will not impact neighboring uses.
2. Consult with adjacent communities concerning the designation of growth areas for large-scale non-residential development.

## **PUBLIC FACILITIES AND SERVICES**

### **GENERAL**

#### **POLICIES**

1. Strive to provide the type and level of municipal services which are in keeping with a small rural town and balance the amounts and types of local services with the ability of the tax base to support the services.
2. Keep water supply and sewage disposal the responsibility of individual property owners.
3. Contract disposal facilities for residential and certain commercial waste, exclusive of hazardous waste, in the most efficient cost-effective manner.
4. Address administrative office needs for the town government.
5. Investigate the use of impact fees as a method of defraying the public costs of new public facilities and services required for new development.

#### **Implementation Strategies**

1. Continue to monitor the effectiveness of the recycling program. (Selectmen)
2. Establish a committee to study town office needs and options so that the Town can plan for orderly replacement of the existing town office when it becomes necessary. (Selectmen)
3. Investigate the use of impact fees in the administrative provisions of local land use ordinances. (Planning Board/Town Manager)

### **PUBLIC SAFETY**

#### **POLICIES**

1. Provide fire protection services through a volunteer fire fighting force and support an effort to keep pace with the needs of a growing population.
2. Work with the Fire Department to plan for facilities and equipment needs.
3. Continue to contract ambulance service.

4. Explore possibilities for providing some local police protection on a regional/contractual basis.

### **Implementation Strategies**

1. Assess the needs for additional fire ponds, dry hydrants, the replacement of a fire truck, and addition to a fire station and determine the appropriate methods of funding. (Selectmen/Fire Department)
2. Encourage Wayne citizens to volunteer for the Fire Department. (Town Manager)
3. Investigate options for enhanced law enforcement coverage for Wayne on a contractual basis from the County Sheriff's Department or a neighboring Town's police department. (Selectmen)

## **TRANSPORTATION**

### **POLICIES**

1. Protect arterial and collector roads from excessive access points or excessive traffic from site plan or subdivision developments.
2. Mandate off-street parking requirements for new development and improvements to existing development to avoid congestion on streets.
3. Review traffic, safety, and growth management implications for all major road improvements which involve paving gravel roads, building new roads, and/or major improvements in capacity.
4. Review road conditions annually.
5. Review all new development proposals for their traffic and safety impacts to state and local roads.
6. Ensure compliance with ADA requirements.
7. Work on regional solutions to controlling traffic on State Routes 133 and 219, and town roads that have significant traffic or safety issues.
8. Determine the legal status and widths of town roads.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Include review procedures in land use ordinances to protect against sprawl and excessive access points.
2. Monitor traffic and development on the major roads through DOT monitoring and additional traffic collections. (Ongoing DOT collection cycle)
3. Develop standards for a site plan review process with off-street parking requirements for new and improved development.

## **EDUCATION**

### **POLICIES**

1. Work with School Union 42 and CSD 10 to achieve mutual, long term planning goals and address major facilities needs.

### **Implementation Strategies**

1. Meet annually with the School Committee to review long term facilities planning. (Selectmen/  
Town Manager)

## **RECREATION**

### **POLICIES**

1. Continue to investigate alternative town-owned recreational facilities (town beach, boat launch, etc.).
2. Seek state technical assistance and volunteer assistance in providing both ongoing maintenance needs and facility improvements.
3. Continue to cooperate with public and private recreational groups to provide a range of recreational opportunities to the citizens of Wayne.

### **Implementation Strategies**

Appropriate Town agencies, boards, and organizations will:

1. Continue to investigate land locations and ownership options for town-owned recreation facilities.

## **CAPITAL INVESTMENT PLANNING**

### **POLICIES**

1. Develop and oversee an ongoing capital investment and improvement planning process that includes maintenance schedules for equipment and facilities.

### **Implementation Strategies**

1. Assign the responsibility for the development and maintenance of an annual Capital Investment Plan to the Town Manager. Base the capital investment/improvement plan on an inventory of the capital improvement needs of the fire department, roads, schools, solid waste and recreation interests. Include cost estimates, equipment, facilities, and roads which need to be repaired, replaced or purchased in the next five years. Set priorities for the items on the list and develop a schedule to fund each item.

# WAYNE CAPITAL INVESTMENT PLAN

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## UNDERTAKING CAPITAL INVESTMENT PLANNING

Capital investment planning involves the development of a long-term strategy for capital expenditures for the Town of Wayne. Capital improvements and expenditures include such items as buildings, land, major equipment and other commodities which are of significant value and have a useful life of several years. A Capital Investment Plan is a schedule of capital improvements, in order of priority, together with cost estimates and the proposed method of financing them.

Planning for future capital expenditures can benefit Wayne in several ways. Such planning helps focus attention on competing demands for funds within the context of the long-range goals and needs of the town. Items related to growth and development such as school and road improvements are part of the mix of capital improvement projects. The capital investment plan informs townspeople about anticipated capital needs and allows an evaluation of those needs, costs and schedules. It can help save money by spreading out costs over several years through the use of reserve accounts and avoidance of interest payments on bonding. And finally, such planning aids in maintaining a stable tax rate by establishing a consistent level of capital expenditures from year to year (thus lessening the chance of unexpected expenses and sharp changes in the tax structure and bonded indebtedness).

The Town has operated in surplus condition for more than two decades. This condition has allowed Wayne to maintain an adequate emergency fund, minimize wide swings in tax rates, and provide the necessary funds for support of capital expenditures. Wayne has undertaken capital planning in recent years through its internal budgeting processes.

The capital investment plan requires annual updating. Although developed for a five-year timeframe, each year it must be reviewed and revised to reflect recent expenditures, cost changes, unexpected events or needs, and unique acquisition or funding opportunities. Then it must be expanded to cover one more year.

## DEFINING CAPITAL INVESTMENTS

Developing a capital investment plan requires distinguishing between capital improvements and operating expenses. Several criteria characterize capital improvements:

- \*they are relatively expensive;
- \*they last a long time;
- \*they result in fixed assets; and
- \*they usually don't recur annually.

Wayne has determined its own guidelines for deciding how to define capital improvements and what to include in its five-year Capital Investment Plan. The cost of an item should be at a level which requires special attention by the town. Wayne includes capital items which have an acquisition or improvement

cost that requires multi-year appropriations.

## DETERMINING CAPITAL IMPROVEMENT NEEDS AND PRIORITIES

An inventory of capital needs, including items as defined above, is the first step in developing the plan. While recurring annual expenses are not generally included in capital investment plans, some of the larger expenses involving bridge and road reconstruction, which often occur annually although in different areas, will be contained in Wayne's plan.

The Town Manager working with the Fire Department developed a list of capital improvements in 1999 and presented them to the Budget Committee and Board of Selectpersons for review and discussion. The Budget Committee and Board of Selectpersons must work together to set funding priorities and review and update the list annually.

## PROPOSED PROJECTS FOR 2001

The first year of the capital investment plan comprises the capital improvement budget. It must be approved and incorporated into the annual town meeting warrant by the Selectpersons and then approved by Town Meeting in order to become the upcoming year's plan of proposed capital outlays and the means of financing them.

The projects proposed for funding in the next fiscal year tend to be those that cannot be put off because of health, safety and/or maintenance issues. The list of capital investment needs over the next five years appears below. Several items involve reserve accounts established in prior years, as indicated by the on-hand amount, and fire trucks recently became an ongoing account. Other items are more recent. The list is an ongoing attempt to set priorities and spread out expenditures over coming years, and may change as time passes. Even so, it provides a good starting point for planning to meet Wayne's capital investment needs in the future.

Table 1.

**Town of Wayne**  
**CAPITAL INVESTMENT PLAN**  
Project Recommendations 2001-2005

Department/Project	Priority	Total Cost	On Hand	2000-01	2001-02	2002-03	2003-05	Year
<b>FIRE/RESCUE</b>								
Pumper/Tank Truck	High	\$171,002	\$111,002	\$30,000	\$30,000	\$30,000	\$30,000	2001
Station Addition	Medium	100,000	-0-	--	50,000	50,000	--	2003
<b>RECREATION</b>								
<b>ROADS</b>								
Berry Bridge	High	61,775	41,775	20,000	--	--	--	2001
<b>SCHOOLS</b>								
<b>SOLID WASTE</b>								
<b>OTHER</b>								
Dam	Medium	85,058	25,058	20,000	20,000	20,000	--	2002
Salt/Sand Shed	High	86,690	66,690	20,000	--	--	--	2000
<b>TOTALS:</b>		<b>\$ 504,525</b>	<b>\$244,525</b>	<b>\$90,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$30,000</b>	

# WAYNE BACKGROUND REPORTS: AN UPDATE ON THE TOWN

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## POPULATION

Any municipal planning effort has to start with a population projection. Planning revolves around people; planning issues are people issues. How many people are we planning for? What are their needs? Unfortunately predicting population growth with any great accuracy is tricky business indeed. What follows is an attempt to bring meaning to population characteristics and trends in Wayne over the years.

### HISTORICAL POPULATION TRENDS

The decline in the agricultural and resource-extractive activities in rural areas like Wayne can be dramatically illustrated through the simple enumeration of total resident population in the past century, as shown in the table on the following page. From 1850 to 1920 the population of the Town of Wayne declined in every decade except 1870-1880. From 1920 to 1950 there was virtually no change in population whatsoever.

In recent years Wayne has again attracted people to live here, this time not for jobs but for living environment. In the 50's, 60's and 70's, Wayne's population saw a steady increase due primarily to two factors: first, an in-migration of people into attractive rural communities like Wayne from urban centers; and secondly, a change in composition of the Wayne population in which younger people with larger families apparently replaced older, childless families.

During the decade of the 1980's, Wayne's resident population increased about 50% to a total of 1,029, according to the 1990 U.S. Census. While Wayne experienced significant population growth from 1980 to 1990, the early population data from the 2000 Census indicates that its rate of growth slowed considerably during the 1990's. The local population growth rate in the nineties dropped to a rate lower than that of many nearby towns after significantly exceeding their growth rates and that of Kennebec County during the eighties as shown in Table 3.

### GEOGRAPHICAL DISTRIBUTION

Wayne has an extensive network of public and private roads and two state highways which wind around several lakes and ponds to provide access to every corner of the town. The 1970 Comprehensive Plan noted that the population in Wayne was widely scattered throughout the community with two exceptions: in 1970 nearly half of the Wayne population lived in the Wayne village area and another 13% of residents lived in the North Wayne village area. A local census conducted by the Wayne Comprehensive Planning Committee in January of 1990 indicated the population was still widely

Table 2.

**WAYNE POPULATION CHANGE  
1850-2000**

Year	Population	Change	Percent Change
1850	1,367		
1860	1,192	-175	-12.8%
1870	938	-254	-21.3
1880	950	- 12	+ 1.3
1890	775	-175	-18.4
1900	707	- 68	- 8.8
1910	595	-112	-15.8
1920	458	-137	-23.0
1930	464	+ 8	+ 1.7
1940	463	- 1	- .2
1950	459	- 4	- .9
1960	498	+ 39	+ 8.5
1970	577	+ 79	+15.9
1980	680	+103	+17.9
1990	1,029	+349	+51.3
2000	1,112	+ 83	+ 8.1

Source: 1970 Wayne Comprehensive Plan; U.S. Census, 1970, 1980, 1990, 2000

Table 3.

**POPULATION CHANGES IN THE REGION  
1980 - 2000**

Town	Year			Percent Change	
	1980	1990	2000	1980-90	1990-2000
Fayette	812	799	1,040	- 2%	+30%
Leeds	1,463	1,669	2,001	+14	+20
Livermore Falls	3,572	3,455	3,227	- 3	- 7
Monmouth	2,888	3,353	3,785	+16	+13
Mt. Vernon	1,021	1,362	1,524	+33	+12
Readfield	1,943	2,033	2,360	+ 5	+16
Wayne	680	1,029	1,112	+51	+ 8
Winthrop	5,889	5,968	6,232	+ 1	+ 4
Kennebec County	109,899	115,904	117,114	+ 6	+ 1

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

scattered, but a smaller percentage of it was concentrated in the villages. At that time, only 15% of the total population lived in the Wayne village and 7% lived in the North Wayne village.

Also since the last plan, there have been more people taking up residence on private camp roads or discontinued roads which exacerbates the problem of service delivery to a population already well dispersed.

## **NON-RESIDENT POPULATION**

Due to the number of lakes and recreational opportunities, Wayne has a significant non-resident population during the summer months. The 254 seasonal residences bring an additional estimated 800 summer residents to Wayne. The Androscoggin Boys' Camp brings about 200 overnight campers and staff to the community for eight weeks each summer, and Beaverbrook Campground registers as many as 12,000 camper nights over the course of the year.

## **POPULATION DEMOGRAPHICS**

The population of the Town of Wayne is a little older, a little better educated and has a higher per capita income than the surrounding communities, Kennebec County, and the State of Maine as a whole, according to census data for the decades of 1970 and 1980. Detailed information from the 2000 Census is not yet available. Local knowledge tells us that professional people "from away" have continued to make Wayne their retirement residence over the recent decade so that past demographic population profiles are probably valid today.

## **FUTURE POPULATION CHANGE**

In 1980 no one would have projected a 50% increase in population for the Town of Wayne during the decade to follow. In 1987, the Maine Department of Human Services (DHS) estimated that Wayne would have a population of 840 in 1990 and projected 980 Wayne residents by the year 1997. In 1990 Wayne had 1,029 residents according to the U.S. Census, 189 more than the state projection for that year and 49 more than the state DHS projection for 1997.

Several factors have contributed to this growth. Wayne is situated between two economic and population centers, Augusta and Lewiston-Auburn, and a few smaller ones, Farmington, Jay, Livermore Falls and Winthrop. It is a physically attractive community, with numerous lakes and ponds and still retaining significant rural character. The community facilities and services are above average for a town its size. The commitment of the citizenry has made Wayne the beneficiary of progressive planning and stable government.

Wayne will continue to attract people but probably at a more moderate rate like that of the past decade. Most of the remaining shoreland was developed in the 1980's and 1990's, leaving little development potential around the lakes in the future. 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. These factors are anticipated to slow down the number of new homesites.

Real growth, of course, will depend a lot on the economy: what happens nationally and in New England, whether jobs are available in the region, and whether interest rates are conducive to construction. Continued pressure on the property tax contributes to development of large parcels of land.

State agencies have not provided population projections for Maine municipalities in recent years. Projecting the number of residents for small cities, let alone for even smaller towns, is difficult given the many factors that affect such changes. In the absence of such projections, it is probably reasonable for Wayne to expect local population growth and increases in the number of housing units to continue to increase at a rate similar to that experienced over the past decade. That would result in the Town issuing roughly ten building permits per year for single family dwellings between 2000 and 2010.

## LOCAL ECONOMY

The labor force in Wayne has grown considerably over the last twenty years at a rate consistent with the surrounding communities and region.

### CHARACTERISTICS OF THE LABOR FORCE

Distribution of the labor force by industry is varied as evidenced by Census data over the past decades. 2000 Census labor force and employment information is not yet available. No one industry claimed more than 20% of the Wayne workforce according to a local survey prepared by the Wayne Comprehensive Plan Committee in June 1990. The survey showed that of the 299 respondents, the highest percentage, 14%, or 30 people, were teachers. This was consistent with 1980 data showing 13% of the Wayne workforce in the local government category, which is comprised mostly of education-related jobs.

Wayne residents traveled to many surrounding communities for work in 1990: 28% to Augusta, 13% to Winthrop, while 16% stayed in town. These figures were based on the local survey information. As there is no industry in town, Wayne is dependent upon the economy of Kennebec County and Maine in general to keep its labor force employed.

The regional profile for Wayne is one that is closely linked to both the Augusta and Lewiston-Auburn labor markets. Survey results point to a heavier dependence on the Augusta labor area market, for jobs and essential goods and services. The lack of employment opportunities in Wayne makes it almost totally dependent on employment outside the town.

#### Augusta Labor Market Area Non-Farm Wage and Salary Employment

<u>Occupational Field</u>	<u>1999 Employment</u>
Manufacturing	3,070
Construction	1,830
Transportation & Public Utilities	1,560
Wholesale Trade	2,230
Retail Trade	6,520
Finance, Insurance & Real Estate	1,250
Services and Mining	10,570
Government	<u>14,270</u>
<b>Total:</b>	<b>41,290</b>

Source: Maine Department of Labor

## WAYNE EMPLOYERS

The major regional employers are Maranacook Community School, Central Maine Power Company, State of Maine, and International Paper Company in Jay. These employers are subject to fluctuating employee populations, but none are likely to fail. While continuing to be of major importance to the Augusta area, State government alone is not expected to be the strong, stable employer that it was once thought, as shown by reductions in the State workforce in the mid-nineties.

The major employers in Wayne are:

<u>Employers</u>	<u>Full Time Employees</u>	<u>Part Time Employees</u>
<b>Year-round:</b>		
Wayne Elementary School	26	14
Town of Wayne (municipal)	2	2
<b>Seasonal:</b>		
Stevenson Construction	4-12	
Gingerbread Farms	4-9	
Stevenson Strawberries	7	10
Ladd Recreation Center	1	10

The Town of Wayne is listed as a major employer, even though the employment numbers are not significant, because the Town does contribute significantly to the local economy. The Town has an annual payroll of \$120,000 and pays over \$200,000 annually to local contractors for contracted services.

There are numerous small businesses in Wayne, most of which are listed in an annual town brochure. These businesses are all owner-operated, supplemented with one or two people employed full or part-time. These businesses include auto repair, construction, landscaping, crafts, and day care centers and for the most part qualify as home occupations under the provisions of the Wayne Zoning Ordinance. Many operate in the summer only; Wayne businesses are most busy in the spring and summer. Retail stores include a gift shop and two general stores, both of which are licensed by the state to serve food (sandwiches, pizza, ice cream).

The major businesses started in the last ten to twenty years are Stevenson's Strawberries and Gingerbread Farms. This probably accounts for the fact that information on the taxable consumer retail sales can now be released and not be confidential. However, Wayne still has the distinction of having the lowest retail sales in the Augusta Economic Summary Area. Wayne's contribution to the economic activity in the greater Augusta region is not significant.

## FUTURE BUSINESS GROWTH

Future growth of businesses in Wayne will be restricted by its location, existing zoning and local attitudes. A significant portion of the town is in the shoreland protection or resource protection zone. No development is allowed in the resource protection zone, and very limited commercial uses are

allowed in the shoreland zone. The shoreland zone is one of mainly cottages and single family dwellings. Marinas, campgrounds, recreational vehicle parks, and recreation areas are allowed as special exceptions if certain standards can be met. Beyond that, only home occupations are allowed. Home occupations must be clearly incidental to the residential use of the property and meet other criteria. These restrictions were imposed in an effort to protect the environment.

The widest range of commercial uses is allowed in the R-3 zone. In addition to retail stores and service businesses which are allowed in the R-1 and R-2 zones, wood processing, light industry, warehousing, mobile home parks, food processing plants, and special exception agriculture are also allowed.

All commercial buildings are limited to a height restriction of 30 feet above grade, with a waiver available for up to an additional 6 feet for a demonstrated need. Only one free standing sign is allowed per commercial use, and signs can be no higher than 6 feet above the roofline or 20 feet above grade. The Wayne Zoning Ordinance also addresses off street parking requirements for various types of business.

Two stores in town sell luncheon fare. New restaurants, taverns, or night spots are not apt to appear in town unless the townspeople vote to allow sales of alcoholic beverages in such establishments. Two or three times the town has voted emphatically to remain "dry" for class "A" sales of alcoholic beverages.

## LAND USE AND DEVELOPMENT

### AGRICULTURAL AND FOREST RESOURCES

In the 1970 Comprehensive Plan, over 80% of the town's land area was wooded (10,077 acres) and 1,073 acres were categorized as field and tillage. Comparing land use maps prepared by J.W. Sewall Company in 1968 to their 1990 maps, the forested/open field ratio is about the same, with over 80% of the land area forested and a few areas open in 1968 have now grown in with trees. Even at the time of the first comprehensive plan, the transition from an agricultural land use pattern to a residential/recreational pattern was well underway. Today there are four commercial agricultural operations in Wayne. Only one farm, the Davenport Dairy Farm, is registered under the Farm and Open Space program. In addition, there are a number of back yard farmers with a few acres in agriculture or a few animals. The land in agriculture offers some employment opportunities but does not significantly contribute to the food supply in Wayne. They do, however, contribute significantly to the rural character and the quality of life in Wayne.

The 1990 land use inventory indicated approximately 8,700 forested acres in Town. Wayne property owners have registered 18 parcels of land in the Maine Tree Growth Tax program in the year 2000. This accounts for 713 acres and is a gross understatement of the actual number of forested acres in Wayne which are managed and/or worked commercially. Wayne forests produce a full range of timber products including sawtimber (hardwood and softwood), pulp, boltwood, veneer, and firewood.

Potential threats to farm and forest lands include rising taxes, suburban sprawl, environmental pressure, governmental regulations and displaced criticism regarding water quality issues. Land quality can also be adversely affected by improper road construction, soil erosion, ATV use, and forest fires.

Existing protection measures include the tree growth tax law and farm and open space law. Current town zoning adds further protection through its open space requirements imposed on all subdivisions and non-residential development of parcels over ten acres in size.

### LAND USE

The 1970 Comprehensive Plan focused attention on the shifting emphasis from the "extensive, agricultural and forestry type of uses to the more intensive, urban residential use of land" in the Town of Wayne. The growth in residential development noted in the plan continued at an even more rapid pace during the 1970's and 1980's but then slowed in the past decade, as shown on the following page by changes in the number of housing units in town. While field and tillage land has not decreased significantly at this point, active agricultural acreage has decreased somewhat, with abandoned fields gradually reverting to forest or being developed. Developed land tripled from 3.5% of the total town acreage in 1968 to 9.4% in 1990, which is not surprising given that there was an 87% increase in the number of dwelling units during that same period of time (Tables 4 and 5, next page).

Table 4.

**COMPARISON OF LAND USE PATTERNS  
1968 - 1990**

<u>LAND USE</u>	<u>1968 Acres</u>	<u>%</u>	<u>1990 Acres</u>	<u>%</u>
Forest/Wooded Areas	10,077.2	62.9	8,709	54.4
Water	3,944.3	24.6	3,944	24.6
Field/Tillage	1,073.5	6.7	1,046	6.5
Wetlands	274.1	1.7	740	4.6
Sand Dunes	66.7	.4	64	.4
Gravel Pits	17.5	.1	15	.1
Orchards	17.7	.1	5	--
Developed Land	558.2	3.5	1,506	9.4
Building Lot Areas	454.0		1,394	
Roads	104.2		112	

Source: 1968 J.W. Sewall Co. Field Survey and Serials, 1987 Aerials, 1990 Survey of Property Cards

The decrease in the number of acres of forest land from 1968 to 1990 (Table 1) was not actually a 6.5% decrease in wooded land, since much of what was counted as forest in 1968 was mapped and zoned as wetland in 1990. Also, much of the 1990 "developed" acreage included two to five acre lots, parts of which are cleared for building sites, but much of which are still wooded. Although wooded, however, these lots are clearly not to be considered part of town's commercial forest land base, available for harvesting. Most of the land developed for residential use over the twenty year time-period of the comparison was abandoned fields and forest land.

Table 5.

**INCREASES IN DWELLING UNITS  
1960 - 1990**

<u>TYPE OF UNIT</u>	<u>1960</u>	<u>1970</u>	<u>60's</u>		<u>1980</u>	<u>70's</u>		<u>1990</u>	<u>80's</u>	
			<u>#</u>	<u>%</u>		<u>#</u>	<u>%</u>		<u>#</u>	<u>%</u>
Year-round DUs	153	200	47	31	338	138	69	450	112	33
Seasonal DUs	132	197	65	49	221	24	12	254	35	15
<b>TOTAL UNITS:</b>	<b>285</b>	<b>397</b>	<b>112</b>	<b>39</b>	<b>559</b>	<b>162</b>	<b>41</b>	<b>704</b>	<b>145</b>	<b>26</b>

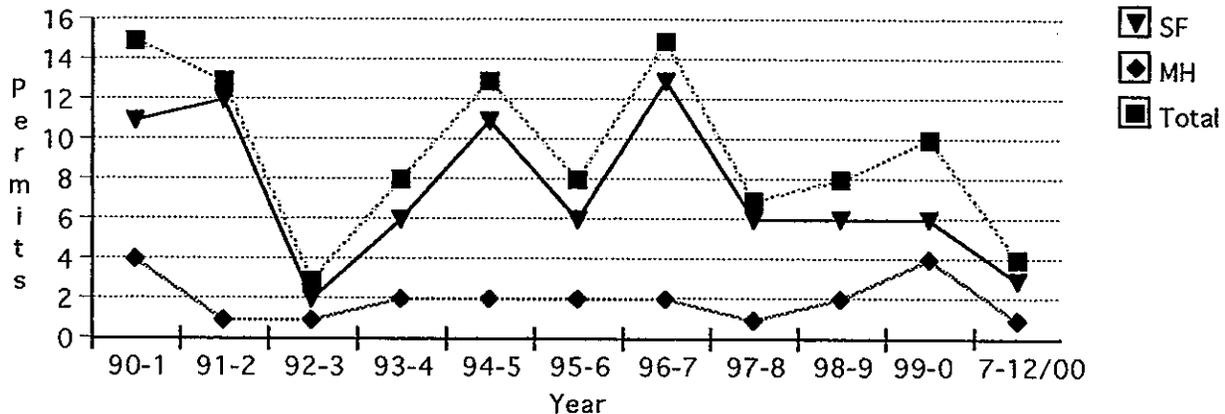
Source: 1960, 1970, 1980, 1990 U.S. Census

Building permit data over the past decade indicates residential construction continued to occur at a steady, although lower, rate according to the figures below. When numbers of residential building permits issued during the 1990's (Figure 1) are compared with U.S. Census data (Table 2) for the preceding decades, the numbers show that construction during the 1990's, with a total of 104 permits issued, declined to the levels of the 1960's (112 units) from the higher levels experienced during the 1970's (162 units) and 1980's (150 units). As the total number of residences in Wayne has increased,

the annual rate of growth has greatly lessened from a high of 41% in the 1970's to 15% in the 1990's. Overall, if all of the units for which permits were obtained in the nineties were built, Wayne's housing stock has nearly tripled in the forty years from 1960 to 2000.

Figure 1.

### RESIDENTIAL BUILDING PERMITS 1990 - 2000



Key: SF - Single Family Home, MH - Mobile Home, Total - Total permits issued annually;  
Source: CEO Building Permit reports in Annual Reports for Wayne, 1994-1998 and CEO Building Permit Log.

Subdivision activity took place at a moderate pace during the 1980's and slowed during the 1990's. Of the ten subdivisions approved in the eighties, creating 62 lots, half of them were located in the shoreland zone and accounted for almost three-fourths of the total subdivision lots created, many of which have been developed. Of the twelve subdivisions proposed in the nineties, over half altered lot lines or split single lots into two in existing subdivisions. Two created three lots in new subdivisions, and one resubdivided a large lot in a subdivision on Dexter Pond, creating five additional lots and a common lot.

Over the past thirty years, many year-round residences have been built on existing undeveloped shoreland parcels that had good year-round access with the result that the lakes are reaching their full development potential. Inland lots were developed to a lesser extent in the same period of time. The town villages were largely already developed, but new residences have sprung up on virtually every road and in every corner of the community. This occurred on lots that were created in a way that defies a geographical pattern, except for the use of frontage on existing roads.

The expectation is that conversions of seasonal dwellings to year-round use in the shoreland zone will continue, and new residences will be built on what land is still developable around the lakes. Because the amount and availability of undeveloped lakefront property has diminished over the years, however, new development will probably occur inland in coming years.

Commercial development pressure has been very secondary to the growth in residential development, due in part to economics, in part to location, and in part to zoning. Wayne is still off the beaten path somewhat and without public water and sewer facilities to make it attractive to intensive commercial operations. Furthermore, 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 commercial enterprises as well as the public infrastructure to support more such development. Much of Wayne's land is environmentally sensitive and is protected from development through zoning. Besides being excluded from the resource protection zone, most commercial development is excluded from the shoreland zone, which is 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.

Following adoption of the 1970 Comprehensive plan, the Town of Wayne enacted a Zoning Ordinance and a Building Ordinance. The original zoning ordinance established the following zones in a typical tier system where lot size, setbacks and frontage requirements increase as the location gets farther from the village centers:

**R-1 Village Residential:** consists of two village centers which were already densely developed with houses, stores, public buildings and parks. Commercial development is limited to home occupations, professional offices, retail businesses, and bed and breakfast operations.

**R-2 Low Density Residential:** covers areas adjacent to villages, fanning out along roads leading from village centers. All uses allowed in R-1 are permitted here, as well as hotels, motels, limited agriculture and parks and recreation areas.

**R-3 Rural Residential and Farming:** covers three areas of town farthest from the village centers on the periphery of town. These areas were the least developed at the time zoning was adopted and include land which supports most of Wayne's commercial agriculture. All the commercial and residential uses of zones R-1 and R-2 are permitted here, as well as more intensive uses such as waste disposal facilities, light industry, food processing plants, resource extractive businesses, mobile home and recreational vehicle parks, junk yards and special exception agriculture.

**R-4 Shoreland:** consists of areas within 250 feet of the lakes and streams. Development is limited to one residential unit per lot, home occupations, and a small number of water-related commercial activities.

**R-5 Resource Protection:** consists of wetlands and other sensitive areas such as steep slopes, wildlife habitat, and critical natural resources. No structural development is allowed.

**R-6 Village Shoreland:** affects a small portion of each village center where commercial and public uses have a long history. The basic provisions of the shoreland zone apply with exceptions to allow multi-unit housing, professional occupations, and changes of use from existing to new commercial uses if they are no more intensive.

The various commercial uses listed in the preceding zones are only allowed through a special exception process that applies performance standards to the proposed use. The table at the end of this section presents a summary of dimensional standards applied and uses allowed in the various zones.

The original zoning has been amended several times since its adoption, usually further restricting development to protect the natural resources and character of the town, especially in the shoreland and resource protection zones. Zone lines have been modified but not significantly. The building ordinance contains very minimal building standards per se, but its basic purpose is to require a permit for virtually all construction, reconstruction and placement of buildings on a piece of property to ensure that all building is in compliance with provisions of the zoning ordinance such as setbacks, lot size, excavation, and plumbing code requirements.

The town also has Subdivision and Mobile Home and Recreational Vehicle Park ordinances. This basic set of ordinances and the original tier concept of zoning has served the town well for nearly thirty years. The substantial growth that Wayne has experienced over this period of time has been controlled, and the Town is still a very attractive example of rural Maine.

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.

By the end of the 1990's, the land use in parts of the R-3 zone has evolved from primarily farms, open space, forests and scattered older homes to include pockets of new residential development. There is concern that the definition of home occupation needs to be reviewed to ensure that all such uses allowed are indeed compatible with and incidental to residential use and that certain commercial uses require closer scrutiny in order to avoid conflicts when they're located near residential development.

There are over 50 businesses in town, and about one-quarter of them are non-intensive home occupations, that range from day care 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, a few gift shops, over ten builders, an electrical business, three heavy construction operations, and several lawn, garden and landscaping businesses, tree services, and lumbering/firewood operations. Most are listed in the town brochure which is updated annually and available at the town office.

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 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 allowed to locate.

At this time the development of agricultural land is not a pressing issue. There is a good water supply for farms, and small efficient operations have found niches as local growers and suppliers of various agricultural products. As farmers face an uphill economic battle to survive and agricultural land increases in value and property taxes rise, however, the pressure to sell out and develop may grow over time.

The results of a questionnaire sent to property owners in Wayne in 1992 showed an overwhelming desire by the respondents to maintain the rural character of the town, keep the town scenic and natural, and preserve open spaces and green areas. Wayne's current ordinances and the regulation of divisions of land which conserve open space help ensure the maintenance of the character of the town, but other tools, such as site plan review and/or additional performance standards, including requirements like landscaped buffer areas around developments, deserve consideration to determine what additional regulations might be advisable to guide and shape development towards the ends desired by townspeople. Such tools can be an essential part of the effort to conserve Wayne's unique rural and small town character, including its outstanding scenic qualities, varied natural resources and extensive open spaces and forest land.

## **HOUSING**

2000 Census information on housing will be available midyear in 2001 at the earliest. In 1990 the Wayne Comprehensive Plan Committee conducted a local survey of housing units in Wayne using information from property assessment cards. That study found a total of 709 housing units in Wayne, including 450 year round units and 259 seasonal units, which was fairly close to the 1990 Census figures. Some of the information presented in the following discussion is based upon that local survey.

### **HOUSING COUNTS AND CHARACTERISTICS**

The 1990 Census counted 704 housing units in Wayne, 639 of them single family residences. The rural, residential, recreational character of Wayne is reflected in its residential buildings which are predominantly single family units. Two hundred fifty-four (254) of Wayne's 704 housing units were used seasonally, recreationally or occasionally. The 1990 year round housing count of 450 units represented a 33% increase over the 1980 census count of 338. The majority of the 112 new year round units were single family residences which was consistent with previous development in town. Of the 338 year round units in 1980, six and one-half percent (6.5%), were multi-family units, and in 1990 multi-family units were six percent (6%) of the total, maintaining about the same ratio to single family units as in 1980. Mobile homes increased as a percentage of total units, up from 2% in 1980 to 6% in 1990.

The current housing stock in Wayne is a pretty even mix of new, middle-age, and old structures in good condition. For the most part, even the older homes are well maintained. In a local review of property assessment cards and drive-by inspections in the early 1990's, 15 houses were identified as being in obvious need of some maintenance attention such as foundation, roof work, or siding. An additional seven could be considered substandard housing in that they lacked indoor plumbing or central heat. In general, however, the residential buildings in Wayne were in good to excellent condition. The effort that the people of Wayne expend to keep their properties well-maintained is a reflection of the community pride which is so evident in all civic affairs.

The seasonal housing stock is located on or near the many lakes and streams in town. These units are used primarily from May to September in varying degrees. Wayne had about the same ratio of year round to seasonal units in 1990 as in 1980 (about 60-40) but a check of 1970 when the ratio was about 50-50 indicates a greater increase in year round units than seasonal since the last comprehensive plan. Every year a few cottages convert to year round use and cottages have represented less and less of the new development on the lakes. There is good reason to believe this trend will continue.

## **AFFORDABLE HOUSING**

The following analysis was conducted by the Wayne Comprehensive Planning Committee in 1990. The 1980 Census was the most recent information Wayne had on household income levels, median rental rates, and the dollar value of the housing stock for use in addressing the issue of affordable housing. The Committee used 1980 Census data and the State Department of Economic and Community Development definition of affordable housing which is rental housing in which total costs (rent, insurance, utilities) did not exceed 30% of the income of a low income household (a household with less than 80% of the town median income) or moderate income household (80% to 150% of median household income); or owner housing in which total costs (mortgage, taxes, utilities) did not exceed 28% of the income of a low or moderate income household.

According to the 1980 Census, low income Wayners could afford no more than \$240/month for rent and low-moderate income households could afford \$240-472/month for rent. This compared favorably with the 1980 Census median rental rate in Wayne of \$214 a month. Half of the rental units in Wayne should have been in the range of affordability of the low income households. There were no subsidized housing units in Wayne. According to the applicable formulas, low income households in Wayne could afford a home costing no more than \$25,500 and moderate income households could afford homes in the \$25,500 to \$53,000 range. In 1980 the median value of owner occupied housing units was \$45,400 and 20 units were valued at less than \$20,000 while 60 units were valued at over \$50,000. This left more than 250 units in Wayne in 1980 valued at \$20,000 to \$50,000. Actual sales of land and buildings in 1980 showed that six units sold in the \$18,000 to \$40,000 range. In 1980 there appeared to have been affordable housing units available.

Based on local knowledge, the housing needs of the younger generation were being met. It should be acknowledged that very often these needs were met by friends and relatives creating lots from large parcels still intact around town, and that the cost of these types of lots were considerably lower than the market price of a comparable subdivision lot offered by a developer.

Like everywhere else, housing costs rose significantly in the 1980's. Information from the transfer tax documents showed that the average selling price of non-waterfront residences was \$61,300 in 1987 and rose to \$81,877 in 1989. In 1990 however, sales slowed considerably for all types of properties, and there were only 3 sales of non-waterfront houses on house lots for an average of \$62,633. The three residences sold for \$39,900, \$50,000, and \$98,000. This was clearly a buyer's market, however, it appeared that there were still affordable properties being offered in Wayne.

If household income did not keep pace with the increase in housing costs between 1980 and 1990, there may have been less affordable housing available in the 1990's. Accurate figures on the current affordable housing situation cannot be calculated until all the tables from the 2000 Census are available. Wayne's zoning was not an impediment to affordable housing, however, and in fact the town amended the zoning ordinance in 1987 to include provisions for cluster zoning. These provisions allows for flexibility in subdivision design, including the alteration of traditional lot size and dimensional requirements. The zoning ordinance also allows the placement of mobile homes in over 90% of the town.

Currently, a group of local residents and officials is working on a proposal for a senior citizen housing project, Wayne Village Homes, Inc. The project is proposed so that senior citizens do not have to leave the community when they're no longer able to maintain their individual homes. If approved, the project will provide 14 residential units housed in a single-story structure on a site as close to the village of Wayne as possible. Up to half of the units will be offered for income-limited residents.

## ISSUES

The inventory of the condition of housing in town did identify several dwellings that could be called substandard housing. Very often owners of these dwellings own these properties mortgage free and as such have a hard time qualifying for assistance to meet basic needs. That leaves little or no funds for rehabilitating property. The issue of rehabilitation of substandard housing is an issue that should be addressed.

LAND USES IN WAYNE

ZONING

DIMENSIONAL STANDARDS	ZONING					
	R-1 Village Residential	R-2 Low Density Residential	R-3 Rural Residential and Farming	R-4 Residential Shoreland	R-5 Resource Protection	R-6 Village Shoreland
<b>Minimum Lot Requirements</b>						
<b>Residential:</b>						
Lot Size	40,000 sq.ft.	2 acres	3 acres	2 acres	N/A	2 acres
Lot Frontage	150 ft.	250 ft.	300 ft.	250 ft.	N/A	250 ft.
Lot Width	150 ft.	250 ft.	300 ft.	250 ft.	N/A	250 ft.
Lot Depth	150 ft.	200 ft.	200 ft.	200 ft.	N/A	200 ft.

LAND USES

Principal Structures/Uses

<b>Residential:</b>	Single Family Dwelling	YES	YES	YES	YES	NO	YES
	Mobile Home	NO	YES	YES	NO	NO	NO
	Two Family Dwelling	YES/PB	YES	YES	NO	NO	YES/PB
	Multi-Family Dwelling	YES/PB	YES/PB	YES/PB	NO	NO	YES/PB
	Mobile Home Park	NO	NO	YES/PB	NO	NO	NO
	Home Occupation	YES/PB	YES/PB	YES/PB	YES/PB	NO	YES/PB
<b>Commercial:</b>	Bed & Breakfast	YES/PB	YES/PB	YES/PB	NO	NO	YES/PB
	Professional Office	YES/PB	YES/PB	YES/PB	NO	NO	YES/PB
	Retail/Service Est.	YES/PB	YES/PB	YES/PB	NO	NO	YES/PB
<b>Industrial:</b>	Light Industry/ Warehousing	NO	NO	YES/PB	NO	NO	NO
	Junk Yard/Waste Disposal	NO	NO	YES/PB	NO	NO	NO
	Mining/Gravel Pits	NO	NO	YES/PB	NO	NO	NO
<b>Other Land Uses:</b>	Agriculture	NO	YES	YES	YES	NO	NO
	Timber Harvesting	YES	YES	YES	YES/PB	NO	YES/PB
	Wood Processing	NO	NO	YES/PB	NO	NO	NO
	Poultry Houses	NO	NO	YES/PB	NO	NO	NO

PB - Permitted after review as special exception by the Planning Board

## NATURAL RESOURCES

### WATER RESOURCES

Within the boundaries of the Town of Wayne are all or part of eight bodies of water, comprising approximately 25% of the total area of the town. All of the lakes, with the exception of Muddy Pond, have a number of seasonal or year round homes along their shoreline. The principal use of the waters is recreational: swimming, fishing, and boating.

Lakes in Maine are classified by statute through a general water quality classification (Title 38, Chapter 3) as either Class GP-A or GP-B. All lakes and ponds in Wayne are GP-A except Muddy Pond which is unclassified. Class GP-A, the highest classification, includes waters that can be used for recreational purposes and as public water supplies after disinfection. Such lakes must also maintain certain minimum standards of transparency, phosphorus levels, chlorophyll-A levels and a minimum fecal coliform bacterial count. These minimum standards are detailed in the publication, *Understanding Maine's Lakes and Ponds*, available from the Maine Department of Environmental Protection (DEP).

Another classification system required by Section 314 of the 1972 Federal Water Pollution Control Act and Maine Public Law 608 (The Great Ponds Research Program) is based upon trophic status. Trophic status is defined as the ability of the waters to produce and maintain living organisms such as algae, aquatic plants, zoo plankton, and fish. It is considered an appropriate measure of water quality. Trophic status is expressed on a numerical scale, termed the Trophic State Index (TSI). The DEP maintains information on most of Wayne's lakes and ponds and provides information on water quality standards, definitions and meanings of ratings.

Wayne's lakes and ponds are rated according to a classification system which ranks lakes from outstanding to non-restorable. A complete discussion of these categories is found in the booklet, *Phosphorus Control in Lake Watersheds - A Technical Guide to Evaluating New Development*, published by the DEP. Wayne lakes are classified as follows:

Lovejoy Pond. . . . .	Moderate/Stable
Pickerel Pond. . . . .	Moderate/Sensitive
Pocasset Lake. . . . .	Moderate/Stable
Androscoggin Lake. . . . .	Moderate/Stable
Berry Pond. . . . .	Moderate/Sensitive
Dexter Pond. . . . .	Moderate/Sensitive
Wilson Pond. . . . .	Moderate/Sensitive
Muddy Pond. . . . .	No available data

In addition, Lovejoy Pond, Pocasset Lake, Androscoggin Lake, Berry Pond, Dexter Pond and Wilson Pond are on the State's Nonpoint Source pollution priority list. Berry, Dexter and Wilson ponds are also included among the Lakes Most at Risk under the State Stormwater Management Act.

Berry Pond has exhibited an increase in its phosphorus content in recent years, apparently from nonpoint sources. The Cobbossee Watershed District is concerned about this trend. Uncorrected it could lead to a marked degradation of the water quality with eventual algae blooms. Its relationship to the ponds downstream is critical in maintaining their future water quality. Development along the shores of Dexter Pond could further aggravate the problem and warrants monitoring.

Most of the streams in Wayne are small tributary streams flowing into lakes and ponds or streams connecting them. The longest stream extends from the outlet of Lovejoy Pond to Pickerel Pond and is largely surrounded by wetland. The short stream from the Wayne Village Dam leading into Androscoggin Lake is a somewhat faster moving body of water, bordered by some homes which are fairly well set back. There is no further opportunity for development along the stream but the proper functioning of existing septic systems should also be a concern.

All the streams in Wayne are classified as Class B waters, the third highest rating. Nine streams in Wayne have been specifically identified in the Wayne Zoning Ordinance as having the land within 250' of them placed in shoreland zones. These streams are Bear Brook, Dead River, Dexter Stream, North Wayne Mill Stream, Jennings Stream, Wayne Village Mill Stream, Hales Brook, Jones Brook, and Mosquito or Meadow Brook. In 1990 an amendment to the Zoning Ordinance broadened the definition of stream. Better protection of the watercourses in a watershed which contribute water to our lakes and ponds is clearly an important piece of the pollution abatement puzzle.

The DEP provided the town with a watershed map for each of the lakes and ponds in town. A watershed is all the land around a lake which drains into it. Up to this point, protection of the Wayne lakes has focused on land use within 250 feet of the shoreline and within 250 feet of wetlands and not on the total watershed.

<u>Lake</u>	<u>Lake Surface Area (Acres)</u>	<u>Watershed Area (Acres)</u>
Androscoggin	3993	4087
Lovejoy	348	435
Pickerel	148	1248
Pocasset	566	2011
Berry	168	1913
Dexter	104	242
Wilson	551	1287

Following an algal bloom in 1999, the DEP has worked with the town to fund and support the development of a watershed management plan for Androscoggin Lake over the next couple of years, under the Section 319 small grant program. The Town received the grant award in July of 2000, worked over the past several months to develop a work plan, and the grant started in March of 2001. In addition to the grant to develop a watershed-wide management plan to address water quality concerns, a water quality assessment is also underway with the help of the DEP. The work effort for Androscoggin Lake will also assess the impacts of the Dead River backflow upon the lake's water quality.

The Dead River is important to Wayne, even though only a small portion of it lies within town borders. The Wayne section of the river is the delta plain, a nutrient-rich alluvial swamp at the outlet of Androscoggin Lake, discussed under Critical Areas. Since the level of the Dead River is close to the level of the Androscoggin River into which it flows, there is a tendency for Androscoggin River flood waters to back up the Dead River into Androscoggin Lake. Dead River is a class C river. A backwash of Androscoggin and Dead river waters into Androscoggin Lake has the effect of polluting the lake. There is a dam in Leeds across the Dead River, constructed to prevent this back flow. Control and maintenance of this dam have been a problem over the years. The State of Maine reluctantly still owns the dam while the Androscoggin Lake Association maintains it. The continued maintenance of the dam is a critical component in the future health of Androscoggin Lake.

Emphasis is increasingly being put on phosphorus control in watersheds. Direct point-sources of pollution occur in Wayne village on either side of the bridge on Rte. 133. On the upstream side there is a storm drain that pipes runoff from the road directly into the water. On the downstream side towards Back Street there is a paved drainage ditch from the road to the stream. Both of these will carry storm water with accumulated oil products and other road residue, including salt in the winter. There is another storm drain in front of the General Store which empties into the Mill Pond, and Lake Street itself ends in a public boat launch site adjacent to the Yacht Club.

Significant sand and gravel aquifers have been mapped by the Maine Geological Survey (MGS). There are several other recharge areas in Town which are not mapped by MGS, some of which make up the desert of Wayne. An aquifer to the east of Fairbanks Road was the site of the sanitary landfill since the early 1970's. Old gravel pits were considered to be the appropriate locations for landfills in the 1970's, so Wayne's landfill was in a gravel pit over a sand and gravel aquifer. The landfill was closed in the mid-1990's.

There is no public water supply in the Town of Wayne. Private drilled and dug wells, lakes and streams provide water to the homes and camps in town. Information from the property assessment cards in 1990 yielded information on 424 year round residences and 209 seasonal residences. The breakdown between lake versus well supply was as follows:

	Lake		Well		<u>Total</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
Year-round	46	11	378	89	424
Seasonal	168	80	41	20	209

In addition to the recreational value of the lakes, they are also a water supply source for most seasonal dwellings and 11% of the year round dwellings. Included in the well figures are several homes which actually draw their water from a spring in the area of Rte. 133/Fairbanks Road. Several homes which have shallow wells in the Strickland Ferry/Tucker Road area take advantage of the abundance of water in this aquifer.

According to the State of Maine Drinking Water Program definitions, the Town has no "Public Water Supply" or "Community Water Supply." The Elementary School is classified as a "Non-Transient Non-Community Water Supply," serving the same 25 or more people, four or more hours a day, four or more days a week, 26 or more weeks per year. Under the category of "Non-Community Supply," serving 25 or more people for at least 30 days a year, the Town has eight establishments including four campground/cottage businesses, two stores, a restaurant, and a recreation area.

As the town develops, it needs to be continually vigilant to protect its water resources which are valuable as sources of drinking water, for contributions to the tax base, and for valuable recreational opportunities. During the 1990's the zoning ordinance was updated to incorporate revised state guidelines for development in the shoreland zone. Further protection of water resources may need consideration following study of the level of phosphorus loading of lakes and streams, resulting from land use practices in entire watersheds, particularly within the Androscoggin Lake watershed, not just within 250 feet of the shoreline.

## **CRITICAL NATURAL RESOURCES**

The Town of Wayne has a substantial amount of wetlands which are depicted on several different maps at the town office. A few wetlands within Wayne's borders are rated by the State of Maine as being of high or moderate value, many of them identified by the Maine Department of Inland Fisheries and Wildlife (MDIFW) as wading bird and waterfowl habitat. Maintenance of riparian buffers around such wetlands is crucial to protecting habitat functions. All of the wetlands in Wayne are, by definition, currently zoned as resource protection districts which are very limited in use. Townspeople have long understood the importance of protecting wetlands as critical components of the watersheds.

The undeveloped woodlands, fields and portions of the wetlands in Town serve as natural habitat for deer. Wayne has resident populations of muskrat and beaver, and the woods are also home to fisher and occasional coyote. Mink and otter are also indigenous to the area. Moose wander around various portions of town.

The Department of Inland Fish and Wildlife has identified 16 deer wintering areas in Wayne. Softwood cover is particularly important to maintaining deer wintering areas. Additionally MDIFW noted two Essential and Significant Wildlife Habitats in Wayne: great blue heron habitats on Norris Island and north of Androscoggin Island, both in Androscoggin Lake. Both of these islands are zoned as resource protection areas.

Wayne's lakes and streams are host to many warm water fishes, including large and small mouth bass, pickerel, yellow and white perch and catfish. Brown trout have maintained a healthy population through a stocking program since being introduced to Wilson Pond and Androscoggin Lake. The general fisheries provide a significant recreational opportunity, particularly on Pickerel, Pocasset, Androscoggin, Lovejoy and Wilson, and to a lesser extent on Berry and Dexter Ponds. Muddy Pond is not utilized to any great degree. The larger streams in Wayne also provide some fishing activity.

Interestingly, the section of stream below the Mill Pond is a known spawning area for many brown trout in the fall. However, the stream bed offers only minimal adequate spawning sites and also, due to the short distance from the dam to the main lake, there is no known reproduction of young. Department of Inland Fish and Wildlife staff have utilized electroshocking on a number of occasions and at no time have they found any young brown trout.

Wayne has within its boundaries a number of unique and in some cases threatened or critically imperiled plant communities. Two of these plant communities are on the State of Maine Register of Critical Areas. The Wayne Bog Rare Plant Area is a 12 acre area of land just off of Route 133 near the Wayne-Winthrop boundary. This area is a cedar bog forested with cedar, balsam fir and red maples. This bog is home to the extremely rare Ram's Head Lady's Slipper and two other rare orchid species, the Showy Lady's Slipper and the Heart Léaf Tway Blade. The critical areas report on this bog recommends that it be maintained in a natural condition to provide a proper habitat for the rare plants it supports and that the area should be restricted. This area is owned by the New England Wildflower Society.

Two stands of Tupelo trees along the banks of the Dead River at the Leeds/Wayne town line are also on the Register of Critical Areas. Also known as Black Gum or Sour Gum trees, these healthy stands of trees cover almost two acres of alluvial land. According to the Maine Natural Heritage Program, these tupelo trees are not in and of themselves rare, but together they make up an exemplary natural community at this site. The floral assemblage, the quality, condition and size of this particular occurrence are what make it especially significant. This land is zoned as resource protection and therefore land use activities are severely restricted.

On Androscoggin Island there is a stand of New Jersey Tea shrub, a plant listed as threatened in Maine. Discovered there by Les Eastman, a botanist from Greene, information is sketchy about the number of plants and exactly where on the island they are located. This stand is included on the Natural Heritage Database.

On Norris Island in Androscoggin Lake, there is a rare occurrence of black sand. It is formed from disintegrated gabbro, a coarse-grained igneous rock, and is very uncommon in Maine. There is also a Native American burial ground on the island. Norris Island has been identified as significant on the Natural Areas Inventory.

The Natural Heritage Program has also recorded an occurrence of ground-fir, a form of club moss. This is found in an area on the north side of Route 219.

Over four square miles of eolian sand deposits in Fayette, Wayne, Livermore Falls and Leeds are candidates for inclusion on the Register of Maine Critical Areas. The area is described as a large discontinuous blanket of sand ranging in thickness from a thin veneer to a depth greater than 15 meters. Ten areas within the whole site are significant enough to be mapped as "dune land" by the Soil Conservation Service in the 1978 Kennebec County Soil Survey. This area also supports the occurrence of the rare ground-fir, previously discussed. The State Planning Office concluded that the site merits inclusion on the Register of Critical Areas due to the large areas of open sand and the well-preserved stable dune morphology in the woods. This region is also part of a much larger water recharge area.

There is another area of unique and/or critical areas, the alluvial land at the outlet of Androscoggin Lake, site of the tupelo stands, is considered a critically imperiled region. It is a nutrient-rich alluvial swamp, and is ranked, in Maine, as an especially vulnerable area. It may be the only reverse-flow alluvial swamp in Maine, laid down by years of intermittent reverse flooding. The area also is significant for evidence of Native American migration, particularly at a site called Indian Carry.

Identifying scenic views and areas presents the obvious problem that such an exercise is highly subjective. Many of Wayne's residents initially fell in love with the aesthetics 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 to be called one of the prettiest inland communities in Maine. The most spectacular vista exists near the top of the Morrison Heights Road where one can see the entire expanse of the western and northwestern mountains as well as the Presidential mountain range in New Hampshire, Mt. Washington at the apex. 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 wonderful visual attraction easily viewed from the road when driving through North Wayne. The waterfall is particularly beautiful at night when it is lit. The town owns both dams in town and considerable land around the dams and streams in both villages, offering protection for these scenic resources.

Most of the Town's critical natural resources are already fairly well protected, mainly through zoning. The wetland areas, islands in Androscoggin Lake and shoreland areas are quite restricted as far as development potential. The areas around the sand dunes and a major aquifer is zoned as rural agricultural and the minimum lot size is three acres. The Wayne Bog Rare Plant Area is owned by the New England Wildflower Society.

## PUBLIC SERVICES AND FACILITIES

### LOCAL GOVERNMENT

Wayne operates under the town meeting form of government. The annual budget and most decisions are made at the annual town meeting in June. Occasionally one or more special town meetings are needed during the year to deal with unanticipated needs. Many of Wayne's officials are still elected. Elected town officials and their terms of office are as follows:

Official	Term (Years)
Selectmen, Assessors, Overseers	3
Clerk	3
Tax Collector	3
Treasurer	3
Road Commissioner	3
Budget Committee Members	5
School Committee Members	3

Many more boards, committees, and positions are appointed, most filled by volunteers but some accompanied by a small stipend:

Animal Control Officer	Fence Viewer
Board of Appeals	General Assistance Officer
Civil Defense	Health Officer
Director Cobbossee Watershed District	Historical Committee
Conservation Commission	Ladd Recreation Committee/Center Director
Forest Fire Warden and Deputies	Planning Board
Fire Chief and Assistants	Plumbing Inspector
Election Clerks	Tree Warden

Cobbossee Watershed District Directors have the power to set and pass a budget and set a tax assessment independent of the voters of the town. The Ladd Recreation Committee oversees a private fund of money to operate the recreational and cultural programs offered at the Ladd Recreation Center.

In 1979 the town voted to adopt the town manager form of government. A Wayne Town Governance Committee had recommended this approach citing the increased volume and complexity of the workload on the Selectmen. In July of 1979 the first town manager was hired on a part-time basis, for 20 hours a week. The Town Manager position does not encompass the responsibilities of treasurer, tax collector, or road commissioner. All elected and appointed positions remained as before. In 1989 the town passed a municipal budget to support the hiring of a full-time town manager, adding code enforcement to the manager's responsibilities.

In 1978 the town renovated a building adjacent to the North Wayne Dam on Lovejoy Pond Road to serve as the first Town Office. The office was renovated within budget for \$26,500 and town officials moved in on November 11, 1978. The Tax Collector and Treasurer began conducting business from the office afternoons and the Selectmen and other boards began conducting their meetings in the conference room. In 1989 the Town Clerk and Code Enforcement activities began operating out of the town office. The Town Office is open Monday and Wednesday afternoons from 1:30 to 5:30 for the conduct of tax collector, treasurer, town clerk and manager functions. The Manager is in the office mornings as well.

The town office is a two story brick building in good condition. Only the first floor was renovated, providing 960 square feet of office space. This area is slowly reaching the saturation point. Old files have been moved upstairs to an unheated open area, but still there is a need to use more and more of the first floor area for storage of files, maps, licenses, books, and other materials. The current town office site is not conducive to expansion because the lot size (.44 acre) and topography will not allow an addition, a full septic system, and adequate parking. Limited expansion possibilities exist in the current building by renovating the second story, providing the plumbing and parking facilities remain adequate.

In the 1990's, the town acquired a three acre parcel across the street from the current town office in anticipation of a plan for replacement of the present town office.

## **PUBLIC SAFETY**

### **FIRE DEPARTMENT**

Wayne is fortunate to have a very active volunteer fire department with a core of 15 well trained personnel and two fire stations, one on Route 133 and one on the Kents Hill Road. The department participates in a regional mutual aid program with eight area communities to provide support. There are two assistant chiefs and one assistant chief for training.

The fire department meets twice a month, once for a meeting and training and once for training only and the officers meet three to four times a year. The department responds to an average of 30 calls a year.

The current level of fire protection is adequate to meet the needs of the Town providing that Wayne continues to have the volunteer commitment now enjoyed and continues the mutual aid program which provides crucial back-up during the daytime when many volunteers are working out of town.

The town has two tank trucks, two pumpers, and one van. A capital reserve account exists for a new truck in anticipation of the purchase of a pumper/tank truck every ten years.

The fire stations are in good condition. The station on Route 133 is a one story, two-bay, concrete building. The station in North Wayne is a one and a half story, two-bay, wood frame building.

No major maintenance projects are anticipated which would require funding beyond the scope of annual appropriations. The fire department anticipates the need for an addition to the North Wayne station on Kents Hill Road.

The fire stations are sited to provide quick response to both ends of town. Water sources to fight the fires comes primarily from lakes, ponds and streams around town. There are currently ten dry hydrants around town. The cost for additional hydrants can be handled as part of the annual appropriation for fire department operations.

### **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.

### **DISPATCH**

Dispatch for the ambulance and fire department is done through the Winthrop Communications Center. The Kennebec County Sheriff's Department is organizing meetings to discuss the use of the new jail dispatch facilities for coordinating E-911 service for the county.

### **LAW ENFORCEMENT**

Wayne has always relied heavily on the State Police and the Sheriff's Department for police protection, having no local constables since 1989. The town's greatest need for law enforcement is for traffic control and handling disturbances around town, mainly during the summer months at the parks and recreation areas. State and County police rarely set speed traps in Wayne and any 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 now contracts with the Sheriff's Department to have a deputy assigned to Wayne on a part-time basis, perhaps only for a few months of the year.

### **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, chasing deer, 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.

## **PUBLIC WORKS**

Wayne does not have a public works department. All road work is contracted out. An elected road commissioner oversees the maintenance of roads and does much of the regular maintenance work as an independent contractor. Extended maintenance, paving projects, and winter maintenance are also done by independent contractors. The town does not own any trucks or equipment and does not have any public works personnel on the payroll.

Two thousand yards of sand and salt are stockpiled annually on town property adjacent to the landfill. The stockpiling is done by an independent contractor and monitored by the snow plow contractor.

The town has no public water or sewer facilities. Wayne owns and maintains two dams. One is at the outlet of Lovejoy Pond and the other is located between Pocasset and Androscoggin Lakes. The town annually raises an appropriation for a dam reserve account which funds maintenance projects. Maintenance is done by independent contractors.

## **STREET LIGHTS**

Wayne has 40 street lights lighting the more densely populated areas of town and parks and recreation areas. The current lighting system is adequate. Additional lights will be added slowly over the years, not causing any sudden increase in the budget. There is no current policy for adding street lights.

## **SOLID WASTE**

The town currently shares the Readfield transfer station. For the most part, Wayne residents are enthusiastic about recycling, and the program is going well. The town needs to face the issues of the design, location, licensing and cost of a transfer and recycling facility. Current solid waste options are limited and expensive. Siting a secure landfill within Wayne which would meet state standards would be difficult, and development costs would probably be prohibitive for a town its size. Most towns in the area are hauling their trash to an incinerator.

## **EDUCATION**

The Wayne Elementary School was built in the early 1900's and has been expanded several times. Most recently it was substantially renovated and expanded in 1987 and again in 1996. It houses classrooms for kindergarten through grade 5 and a large multi-purpose room. The school is sited on five acres of land, and there is adequate land available for additions.

Wayne belongs to the Maranacook Community School District which provides education for grades 6 through 12 in Readfield. The CSD appointed a Space Needs Committee in 1990. Maranacook is currently being expanded and will accommodate 6th graders from Wayne at its campus in Readfield.

A two classroom addition on the Wayne elementary school, in combination with sending the 6th grade to Maranacook will meet the space needs in Wayne for the foreseeable future.

Wayne has a five member school committee elected at annual town meeting to serve staggered terms. Three of the five members also represent Wayne on the Community School District committee. The elementary school budget is voted on at the annual town meeting in June. The Community School District budget is enacted a special CSD meeting held in Readfield in late spring.

## **ISSUES**

The town is facing several planning issues related to town services in the next ten years which will carry heavy price tags. What to do with our trash and how to improve our recycling program depend on input from the state.

## **TRANSPORTATION**

### **ROADS**

Wayne has 37.6 miles of public roads which wind their way around the lakes and ponds and fan out to the rural corners of the town. State Routes 133 and 219 are the only two arterials, and they carry most of the through traffic as well as most of the local work and shopping-traffic. More than 30 miles of the public roads are town maintained. This includes the Old Winthrop Road, Morrison Heights, Hardscrabble, North Wayne, North Pond, Pond, Lovejoy Pond which are collector streets, picking up and distributing traffic to and from the arterial routes. The rest of the public roads primarily provide access to subdivisions and individual properties.

There are also almost 16 miles of roads which are privately maintained but traveled by the public. These are primarily camp roads which provide access to cottages, campgrounds, and subdivisions.

The major change in status of the road system since 1970 is a shift of responsibility for 10.68 miles of road from the State to the town. In 1982 the state turned back Morrison Heights, Pond Road, North Pond Road, Lovejoy Pond Road, and the North Wayne Road. Previously State Aid roads, the town became responsible for all summer and winter maintenance of an additional 10.68 miles of road. Another small change is an additional 1.27 miles of private road which represents new subdivision roads.

### **DISCONTINUED ROADS**

Several sections of public roads are discontinued to winter maintenance. The South Road and the town portion of the White Road are not maintained in the winter. The Rossignol Road and approximately one and one half miles of the Hardscrabble Road have been closed to winter maintenance under an Order of Closing since 1995.

There are several other sections of old town and county roads which have been discontinued to summer and winter maintenance over the years. When town and county ways are discontinued, public easements are sometimes maintained and in other instances, no easement is retained. The easement status on several of our discontinued roads remains unclear and needs to be researched.

## **TRAFFIC FLOW**

According to Maine Department of Transportation studies, the highest volume of traffic through Wayne occurs on Route 133 outside of Wayne Village on the Winthrop end. In 1970 about 1550 cars passed that point daily. This increased to 2,193 in 1980, 3,020 in 1988, 3,550 in 1996 and 4,060 in 1998, an increase of 85% from 1980 to 1998. Traveling north on Route 133, near the Route 219 intersection, traffic flow increased from a daily average of 1,022 in 1980 to 3,000 in 1988 and 3,460 in 1998, more than tripling the volume of traffic through the village from 1980 to 1998. According to the same MDOT counts, the traffic volume increased on Route 219 in Wayne from 837 vehicles a day in 1980 to 1580 in 1996, an 89% increase.

Traffic counts on the other town roads were not available for comparison, but local observation indicates that the North Wayne Road and the Old Winthrop Road are getting significant through traffic, as well as local traffic. In the early 1980's the town and state rebuilt Tempy Bridge on the Wayne end of the Mt. Pisgah Road. The Mt. Pisgah Road was also repaved. That seemed to have improved the Old Winthrop Road/Mt. Pisgah Road as a desirable route from Wayne village to Route 202 in Winthrop and traffic on these roads has increased significantly, both passenger cars and truck traffic. In the local 1990 survey, Wayne residents indicated that more than half of them use Route 133 for work, and 80% use it for shopping. The North Wayne Road was the next most heavily used for work, at 12%, and it split the honors with Route 219 for the second highest shopping route at 16%. The Old Winthrop Road was the third most frequently used road for shopping by Wayne residents.

Even with the increase in traffic through and within town, the current road system seems capable of handling the volume. There does not appear to be any need to widen or reroute roads.

## **ROAD CONDITIONS**

With a few notable exceptions concerning certain potholes, the public roads in Wayne are in excellent condition. All paved town roads have been repaved in the last ten years except for approximately three miles of road. The Town maintains a vigorous repaving program from year to year. In the next ten years the town anticipates fewer redesign and reconstruction projects. There will be a need to continue the paving cycle, although many roads that were paved several years ago are holding up extremely well.

## **PARKING FACILITIES**

There are no major public parking facilities in Wayne. New commercial uses are required to develop adequate off-street parking areas based on the type of use. Parking in Wayne Village is a subject

of concern since it is an already highly compact area and the limited parking available around the few businesses has little potential for expansion.

### **Public Parking Lots Affiliated with Public Facilities**

At the town office on Lovejoy Pond Road there is space for four to five vehicles which is adequate on an average day. It is not adequate to accommodate parking for Planning Board or Appeals Board meetings which occur two or three times a month. In order to expand the parking lot, land would have to be taken away from a town park, a move that is not justified by the parking need. It is anticipated that by the time the parking lot is clearly inadequate, the town will probably be looking at a new location for the town office.

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

Carey Memorial Library is along the very densely populated section of old Winthrop Road, near the intersection of Route 133. There is no land available around the library to develop a parking area, however, the shoulder of the road is paved in front of the library which provides a couple of parking spaces and the church across the street has a large parking lot which can be used by library patrons.

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, so the parking is adequate.

### **OTHER TRANSPORTATION FACILITIES**

There is no railroad through and no airport in Wayne. The nearest bus service is in Augusta. In the early 1980's the Kennebec Valley Community Action Program ran a van out to Wayne to provide transportation to the Augusta area, but that service ended after one year due to lack of use.

### **ISSUES**

A lot of road research was started in the 1970's, but it needs to be continued to complete the documentation of road lay outs, widths, and discontinuances. Also, a formal rating of the condition of the roads should be done and a rebuilding/paving schedule should be established based on that formal review.

There are several roads that, if improved, could lead to growth in some areas that could endanger the rural aspects of Wayne. There needs to be a careful planning process on each road before major improvements are scheduled, in order to identify the impacts of opening new road access upon development and land use.

## **HISTORICAL, CULTURAL AND RECREATIONAL RESOURCES**

### **HISTORIC BUILDINGS**

The Wayne Town House was entered on the National Historic Register on July 1, 1976. Located in Wayne village on Route 133, it was built in 1840 as an early New England meeting building. It is roughly 40 feet by 35 feet with a square pitched roof, wood frame and wood clapboards, and ten 12-over-8 paned glass windows. The shingled roof has an unadorned center chimney.

The Town House is in pretty good condition. The exterior was painted in 1989 and the interior is dry and well maintained. Windows are painted and puttied, glass unbroken, and they can be opened and closed easily and seal well against stormy weather.

The Town House was the subject of a Maine Street 90 project in July 1990 which coincided with the 150th anniversary celebration of the building. In conjunction with that, the grounds were extensively landscaped to terrace the front lawn using granite slabs. A reproduction of the original lantern on the Town House replaced two lamps which had been installed in recent years. The Town House Restoration Committee is currently in charge of overseeing the effort to restore the structure to its original appearance as built in 1840.

Selectmen no longer use the Town House for their meetings. When it was used for town meetings, in keeping with tradition, men and women voters segregated themselves, with the women sitting on benches on one side of the room facing the men sitting on benches on the opposite side of the room.

### **CEMETERIES**

In 1822, the Town of Wayne established three cemeteries: Evergreen, Lakeshore Drive, and a third one in North Wayne going up a long hill toward Readfield. When the Wayne-Readfield boundary lines were reset at some time, this cemetery ended up in Readfield and is now maintained by them. The Lakeshore Drive Cemetery at the intersection of Lakeshore Drive and Route 219 was abandoned in 1835 due to the movement of sand, according to the Town of Wayne history written in 1898.

Evergreen Cemetery, at the corner of the Fairbanks and Old Winthrop Road still remains. It has some field stones inscribed for use as headstones along with newer types of monuments. This cemetery is of special interest since Job Fuller, Wayne's earliest known settler, is buried here.

In 1825 the present North Wayne Cemetery was established. It is located on the westerly side of North Wayne Road, along with its extension across the road.

Beech Hill Cemetery was established in 1835. It has a granite border along the Strickland Ferry Road, and a modified wooden picket fence around the remaining sides. A border of trees also helps to

control the erosion of the sand on which it is sited. It is well maintained and appears to be stable, however expansion is questionable.

The Old Burying Ground was located on the land donated by William True on the Berry Road sometime in the mid to late 1800's. It was since renamed the Revolutionary War Cemetery and is the burial site of at least one Revolutionary War soldier. As part of the Maine Street 90 activities the cemetery area and path to it were cleared and an entrance sign erected as part of an Eagle Scout Project. This site will require more maintenance in the future.

Gordon Cemetery on Berry Road was established in 1861. Here again are granite retaining walls on all sides except the western boundary where additional land was annexed in 1960. This cemetery is well maintained.

There are two private cemeteries in Wayne, the Wing Cemetery on the Pond Road and Mt. Pleasant Cemetery on the Gott Road, both of which are well maintained.

The maintenance and administration of the town cemeteries is done by the Wayne Cemetery Association. The town contributes \$2,500 a year to help with maintenance costs.

Sketches of all the cemeteries showing locations of families and a listing of the family names in each was compiled in 1990 as another Maine Street 90 project. This documentation is located at the Town Office and the Cary Memorial Library.

### **CARY MEMORIAL LIBRARY**

Cary Memorial Library is located in Wayne Village on the old Winthrop Road. Built in 1938, 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 basement. Both floors are usable space and, renovated in 1981, the general condition is good. Staffed by a librarian and part-time assistant librarian, it is open 15 hours a week in winter and 17 in summer. The library is governed by the Wayne Library Association with a nine-member Board of Trustees, each elected by library membership for a three-year term. Membership dues are currently \$5 per year with use of the library not confined to members. There are 350 resident and 50 non-resident households registered as library users. Annual budget is approximately \$20,000 which comes from membership fees, special sales such as the annual used book sale, augmented by income from an endowment of approximately \$120,000.

Books and periodicals combined amount to about 12,300 items, with circulation in 1988 reported as 10,593. The library maintains a very active schedule with special reading programs for children, exhibits, and other events such as the annual "Meet an Author" program.

### **NORTH WAYNE VILLAGE LIBRARY**

Housed in the barn of Mr. and Mrs. Joseph Tripp, the library is located on the North Wayne

Road just outside of North Wayne Village. The library began in 1967 as a community effort by the Tri-Angle Club, a local women's organization. First housed in North Wayne's Grange Hall, circumstances soon dictated a move to its present location. Comprising about four bays of bookshelves, library space also includes two small reading areas. There are no membership fees, with books and periodicals borrowed free of charge. There is no fixed budget with the library relying on donations by townspeople augmented by private purchase. Open every day but one each week of the year, the library is used primarily by local children. Circulation in 1988 was reported at 590. This represents a decline over previous years and is the result of the newly installed library at the Wayne Elementary School.

## **RECREATIONAL FACILITIES**

### **Wayne Elementary School**

The Wayne Elementary School, located on the Pond Road, 1/4 mile off of Route 133, offers a wooden play structure, a field, a baseball diamond, a tarred area with a basketball hoop, and a multi-purpose room with a stage. The wooden play structure was designed by Robert Leathers of Ithaca, New York, in collaboration with the children and parents of Wayne in 1989. Built by volunteers, the structure includes swings, slides, rings, a trolley, a maze, and a handicapped accessible portion. It was designed to accommodate approximately 130 children ranging in age from toddlers to 6th graders. Many parents have also been known to play on it. The structure is open to the public and gets considerable use.

An advisory board called the Friends of the Playground maintains the structure, using funds established during fundraising for the construction. Repairs have been minimal, and yearly maintenance includes sealing, some sanding or nail driving, and redistributing peastone gravel.

Other school facilities are maintained by the school. The multi-purpose room, added to the school in the fall of 1987 is a 60 foot by 30 foot room with a tile floor, two eight-foot basketball hoops, a portable volleyball net, a small kitchen, and a storage closet.

### **Ladd Recreation Center**

Located on the Gott Road about one-quarter mile outside of Wayne Village, the Ladd Center serves all residents of the Town as a general recreation and cultural facility. Land was purchased and construction begun in 1975 by the late George E. and Helen Filene Ladd who donated the Center to the town for the enjoyment of year round and summer residents. The main building consists of a large hall and dance floor, lounge, kitchen, and restrooms. The hall holds approximately 275 people comfortably for a performance, or 200 at tables. The Center also has three separate garages for storage, a cross-country ski building, baseball and soccer fields, playground, and courts for volleyball, handball, basketball, and tennis. There is a nature trail and a cross-country ski trail which begins at the Center and continues to the shore of Androscoggin Lake.

The Center is financed and maintained by revenue from the Ladd Family Trust Fund. A seven-member Board of Directors, each serving a three-year term, with two members of the Ladd family

serving as permanent members, oversees management of the Center. A salaried director is in charge of daily management of the Center.

The Ladd Center maintains an exceedingly active schedule including programs initiated by staff as well as those sponsored by various town organizations. Concerts, lectures, club meetings, service organization meetings, public hearings, workshops and adult education courses, exercise classes, and town meetings are some of the many events held at the Ladd Center. There is no charge for use of the Center except for private parties and wedding receptions.

Winter and summer Ladd Center programs are managed by the director and other part-time staff. There are year round field trips for children and adults and an eight week summer program for children.

### **Other Recreational Opportunities**

The Wayne Athletic Association supported by town funds and enrollment fees, organizes youth softball and baseball leagues. The Youth Soccer League organizes fall soccer schedule with boys and girls from Wayne, Mt. Vernon, Readfield, and Manchester. This program is supported by enrollment fees and the Ladd Center. Wayne is also known for its very credible men's soccer team, whose home field is at the Ladd Center.

## **OTHER RESOURCES FOR CULTURAL/RECREATIONAL ACTIVITIES**

### **Wayne Community Church and North Wayne Church**

The churches hold events for the general public such as organ recitals throughout the year. The fellowship hall at the Wayne Community Church also serves as a meeting place for many town organizations. Twenty-six different non-church groups used fellowship hall between 1984 and 1988, many of them repeat users. Many groups prefer the hall rather than the Ladd Center due to its smaller size. No fees are charged for use of the churches by town groups.

### **Wayne Elementary School**

A multi-purpose room was added to the Wayne Elementary School as part of the 1987 addition/renovation project. Non-school organizations use this room in much the same way as they do the Church hall. In both instances, the church and the school play a role in the Town's cultural life which exceeds their normal functions in the community.

### **Social/Cultural Organizations**

The Town has several organizations which are part of the Town's cultural life and meet at various locations mentioned previously or in private homes. Among these are the Friday Club, a women's organization founded in 1893 which has a current membership of about 30. In addition to its community service activities, the club has 10 meetings a year with programs that are primarily cultural in content.

The Wayne Area Garden Club was founded in the 1970's as a successor to an earlier garden club. Present membership is approximately 50, and about half of the members are Wayne residents. Garden Club activities include monthly meetings and summer field trips related to horticulture. The Garden Club takes responsibility for maintaining various gardens around town and for decorating the town at Christmas.

The Wayne Historical Society is a private, non-profit town organization, founded in 1998 as the town was celebrating its bicentennial year. Membership is open to all. The Society serves as the community's primary link with its more than 200-year-old history. It sponsors special programs for public participation and works in close alliance with others in supporting projects of community interest and concern. A principal activity is continuing research into various aspects of town history, sharing results through publications which include newsletter reports and research papers. The Society has published two full-length books, one a history of Wayne that supplements the history published in 1898, and the other a work on industrial life in Wayne village during the later 19th century.

The Archival Board was established in early 2000 and charged with responsibility for the preservation and ongoing maintenance of the town historical collections. Currently housed in the vault of the Cary Memorial Library, collections consist of a broad range of material and include Wayne's municipal records, beginning as early as 1802, along with documents, photographs and historically related items all pertaining in some way to town residents, families and organizations, both past and present. Board members are appointed by the town and serve for renewable terms of office.

### **Androscoggin Yacht Club**

The Yacht Club is a private, non-profit, social/recreational club located on the shores of Androscoggin Lake in the Wayne Village. It has a clubhouse and a swimming beach adjacent to a Town Boat Launch area and maintains docks which the town helps to *finance through* an annual appropriation. Although it is privately owned, open membership and low family membership dues make this resource essentially a town recreational opportunity. The clubhouse is used for club and private events. The Yacht Club sponsors sailboat races and a children's swimming program. A problem with this facility is lack of adequate parking. A lease of land behind the club eased the problem somewhat, but activities which draw a large crowd and numerous vehicles can still be a problem.

### **Androscoggin Lake Access**

After years of searching for a solution to access on Androscoggin Lake, the State of Maine developed a public boat landing on Route 133. The issue of lake access is not just as simple as finding a site and developing it. The issue of public access must be considered in the same arena as protecting water quality, wildlife, and the rural recreational value of the lakes. Striking a balance between lake access and the quality of the lake environment will be an ongoing matter of concern.

11/11/11