

# JAY, MAINE

## COMPREHENSIVE PLAN 2025





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## INTRODUCTION

The comprehensive plan is a long-range planning document that identifies the goals and desires of the community over the next 10-20 years. It seeks to articulate and commit to a clear vision for the town and provide a blueprint for land use and community development by creating goals, policies, and strategies to guide decision-making. The comprehensive plan encourages orderly growth and development in appropriate areas of the community while also protecting the town's rural character to make efficient use of public services, protect natural resources and water quality, and prevent sprawl of development.

The comprehensive plan is written for the community by the community. It analyzes past, present, and projected data trends to inform recommendations created through a broad range of public participation, which can help build consensus and support for future land use decisions. At its heart, the comprehensive plan brings citizens with varying opinions together to find solutions for the future.

The comprehensive plan must go before the town at a Public Hearing for comment and a Town Meeting for a vote on its adoption. Implementation of the recommendations within the comprehensive plan will require further action. All ordinance provisions must align with the goals and policies outlined in the plan regarding land use, environmental protection, and community growth to ensure that new development is consistent with the overall vision for the community. The implementation strategies that are formed within the comprehensive plan designate a timeframe and responsible party for each action, providing the framework for implementation.

A comprehensive plan must include policy development and implementation strategies that relate the data findings to the State's defined goals, policies and strategies in Title 30-A M.R.S.A. §4326. Growth management program elements. The goals, policies and strategies within each topic area of the Comprehensive Plan are included in accordance with the requirements of the Growth Management Program.

Policies are statements of direction the community desires to take, and strategies define specific actions the Town should undertake in order to carry out the directions contained in the policies. The Plan itself does not mandate action by the Town but rather outlines the direction, strategies and actions that the community may take based on the desires of the citizens.

Strategies to carry out the plan have been identified as short-term or long-term with a responsible party for undertaking said strategies. This refers to the time frame that the plan recommends for actions to occur. Short-term actions should occur within one to two years of plan adoption and long-term three to ten years from plan adoption. Those that should be responsible are also identified.

This plan presents information on community and regional trends and characteristics over the past 10 years and projections on what is expected to occur in the community and the region over the next 10 years. The Jay Comprehensive Plan Update Committee has thoroughly considered each one of the responses submitted as a part of the public survey in the creation of this Plan.

**The contents within the Plan can be attributed to the various stakeholders and residents of Jay who contributed to its formation.**

## **DATA RELIABILITY & INTERPRETATION**

The data contained within the comprehensive plan consists of figures reported by the United States Census Bureau in the 2023 American Community Survey (ACS) 5-Year Estimates and the 2020 Decennial Census. It should be noted that the 5-Year Estimates often have a large margin of error due to the small size of the sample subset. This creates less reliable data, especially for small geographic areas.

It is important to keep in mind that all ACS data are estimates and that the data contained within the 2023 ACS 5-Year Estimates should be interpreted through the lens of an estimate. Statistics produced by the U.S. Census serve as a basis. It should also be noted that the accuracy of the 2020 Decennial Census may have been affected by the Covid-19 Pandemic. The 2020 Census was also the first in which individuals could respond online. Various limitations affect the reliability of data sources presented in this Plan.

*Readers should be aware that the information presented within this Comprehensive Plan is for general guidance and should not be relied upon as definitive or absolute.*

## VISION FOR JAY

The Town of Jay has a proud past and a future full of potential. We've been through some tough times and we're ready to revitalize our community through a shared vision. We will balance our experiences with what has worked before with intentional efforts to pursue new growth opportunities. We believe this vision would best ensure that Jay is a town all Mainers, young and old, new and multigenerational, would love to call home.

As a community, we believe Jay's residents, leadership, services, and businesses should be all about supporting:

- **Good Jobs & Opportunities**

Let's attract new businesses, grow existing ones, and create well-paying jobs. We'll support entrepreneurs and make sure this is a great place to start or grow a business. Whether a food service or light manufacturing, technology development or health care, we want businesses to see Jay as a great place to succeed. We want to emphasize skilled trades development in our schools and adult education and increase employment options for our friends and neighbors.

- **Affordable Homes for Everyone**

Everyone deserves a comfortable, affordable place to live. We'll partner with builders, non-profits, and government programs to offer housing that meets our community's needs and aligns to our vision. We believe the people of Jay know what types of affordable housing will best serve our community members now and in the future.

- **A Fun, Friendly Vibe**

We want our town to be known as a place with things to do — local shops, attractions, restaurants, outdoor adventures. We'll highlight Jay's natural beauty and resources, our parks and trails, our library and our schools. We'll seek ways to help more of our neighbors access the services and spaces that bring joy and comfort to their lives. We welcome those who want to create more community events and recreational experiences in our town because the more that people visit Jay, the more likely they will want to live and work here.

- **Smart Growth**

We'll strike a balance between preserving what makes us special and embracing thoughtful progress that benefits everyone. We know the best way forward requires us to take measured risks that offer us measurable rewards. We must remember that our tax base is not what it was and will only improve with intentional change and fiscal moderation. We will learn from the past to improve our future.

### **A Statement of Our Core Values**

We believe in the power of our community's history and its people, protecting our environment and our resources, embracing fresh ideas and opportunities, and working together toward shared goals. Jay is a place where everyone matters—and together, we'll create a bright future.

# HISTORIC & ARCHEOLOGICAL RESOURCES

## FINDINGS AND CONCLUSIONS

- There are three sites on the National Register of Historic Places: the Holmes-Crafts Homestead, the Jay-Niles Memorial Library and the North Jay Grange Store.
- The Maine Historic Preservation Commission reports thirteen known prehistoric archaeological sites in Jay: nine sites are in upland locations on proposed power line routes and four sites are located on the banks of the Androscoggin River.

## CONDITIONS & TRENDS

### JAY - FROM YESTERDAY TO TODAY

Prior to European settlement, the area now comprising Jay, Maine was known as Rockomeko. Rockomeko was a village for the Anasagunticooks, who traveled there seasonally. European prisoners were taken to the area by the Native Americans as early as 1690. In 1771, Massachusetts made a land grant to the descendants of veterans of King Philip's War in the 1690s. The grant was known as Phipps Canada. Although it was supposed to be settled within seven years, the Revolutionary War interrupted settlement. In the late 1780s, after a second extension granted by Massachusetts, settlement began. The Act of Incorporation was dated February 26, 1795, and was signed by the Governor of the Commonwealth of Massachusetts, Samuel Adams. The township was named Jay in honor of patriot and statesman, John Jay, the first Chief Justice of the United States.

The men to come to Jay built on the hills surrounding the fertile flood plains of the Androscoggin River. From these heights they looked out across the river, rolling hills, and mountains. The town was initially quite large and separated by the Androscoggin River flowing through it. Although an important resource, it also caused difficulties for some townspeople. On February 5, 1821, just a year after Maine became a state, the town of Jay was divided, and the town of Canton was incorporated. Those who petitioned to the Maine Legislature to separate cited the long distance to conduct town business on Jay Hill and the added difficulty of the spring floods of the Androscoggin River.

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

The Holmes-Crafts home, built by Aruna Holmes, is the present site of the Jay Historical Society on the top of Jay Hill. The home was built in the 1820's and is one of the oldest homes in Jay. The home



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

The brick house along the road leading from Jay Hill to North Jay was built by Isaac West, a soldier during the Revolution. It later became the Town Farm, where people needing community assistance, commonly called paupers at the time, were sent to live. It is now privately owned. The home of Ebenezer Keyes, whose family greatly contributed to the building of North Jay and opened its first general store, was built in the early 1800's.

The Niles family build a homestead near the quarries in North Jay in the 1820's. These and other buildings were built as the Town grew. In Jay, activity along the Androscoggin River started at the old Jay Bridge where a corporation known as the Jay Bridge Corporation was formed. A toll was charged to pay for the bridge. Also, near the old Jay Bridge, a canning factory flourished by using the corn, squash and apples grown throughout the Valley. In 1873, a long lumber stream mill was erected above Jay Village. The mill burned in 1884 and was replaced by the Jay Wood Turning Company in 1907. At one point, this mill employed 175 people.

Downstream, the settlement at Chisholm was nourished with the building and opening of the Otis Falls Mill, which at the time was the largest groundwood mill in Maine. By 1896, the mill was the largest in the world. The owner of the mill, Hugh Chisholm, gave his name to the area. As the mill expanded, so did Chisholm. The operation was further expanded to the point that another pulp mill was built upstream, where it gave birth to the settlement of Riley. These mills were the foundations for the International Paper Company. After a series of owners, the mill in Chisholm became the Wausau Paper Mill.

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

In 1963, the International Paper Company built a new complex in Riley, costing approximately 55 million dollars. The mill had a large wastewater treatment plant capable of handling 18 million gallons per day.

2009 saw the closing of the Wausau Paper Mill after over one hundred years of operation. The facility was purchased by a local business but with the guarantee that it would never operate as a paper producing facility again. This saw the loss of over 250 jobs. The mill was razed in 2024.

After several changes in ownership and an explosion causing the destruction of the digester, the mill in Riley closed in 2023. It was purchased later that year by a company who is planning to repurpose the grounds for a variety of different opportunities.

## **PREHISTORIC & HISTORIC ARCHAEOLOGICAL RESOURCES**

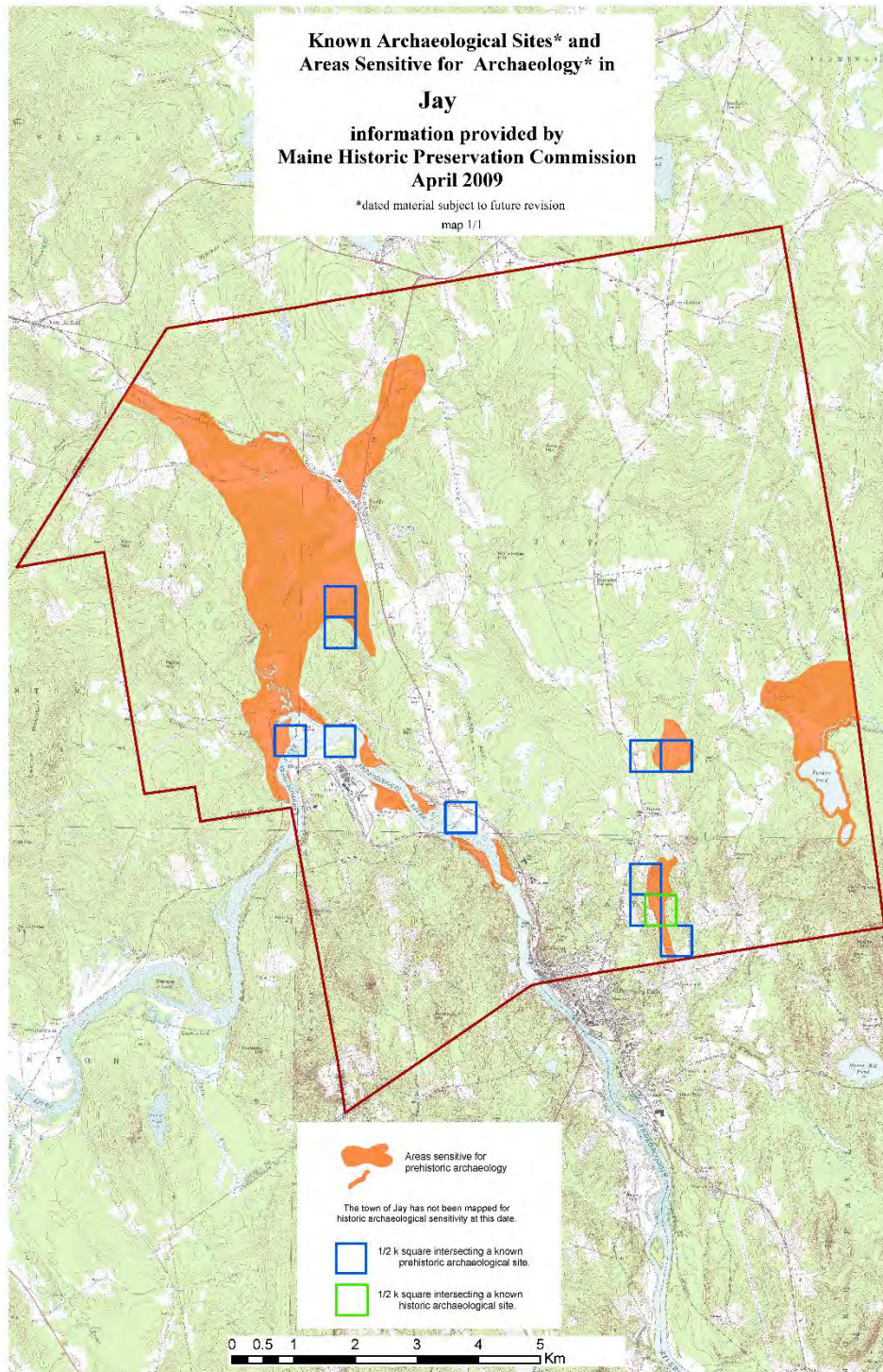
Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. Archaeological sites are defined as prehistoric or historic. Prehistoric sites are those areas where remains are found that were deposited thousands of years before written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

The Maine Historic Preservation Commission reports thirteen known prehistoric archaeological sites on upland locations on proposed power line routes in Jay. Four sites are located on the banks of the Androscoggin River. The archaeological survey for the Riley-Jay-Livermore hydroelectric impoundment is complete, including data recovery archaeology at two sites. The Commission has identified areas along the Androscoggin River, Seven-Mile Stream, Little Norridgewock Stream and Parker Pond as areas sensitive to prehistoric archaeological resources.

To date, three historic archaeological sites have been documented for Jay by the Maine Historic Preservation Commission. This includes the S.F. Clark Homestead, QMI-08-22-001 (a domestic site), which was present on 1861 county map, and QMI-08-24-001 (a farmstead), which was shown on the 1861 county maps with artifacts dating from the 19<sup>th</sup> and 20<sup>th</sup> centuries.

No professional surveys for historic archaeological sites have been conducted to date in Jay. The Maine Historic Preservation Commission recommends that a future archaeological survey should focus on the identification of potentially significant resources associated with the town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 18<sup>th</sup> and early 19<sup>th</sup> centuries.

Known archaeological sites and areas sensitive for archaeology are shown on the map provided by the Maine Historic Preservation Commission below.



## HISTORIC STRUCTURES

There is a growing recognition among citizens and government across the country of the value of a community's historic resources. Historic buildings provide insight into a community's past as well as help answer broader questions about history. Serving as functional elements of a community,

maintained historic buildings can conserve resources, time, energy, and money while they sustain a sense of community character.

There are three sites of the National Register of Historic Places in Jay: the Holmes-Craft Homestead, the Jay-Niles Memorial Library and the North Jay Grange Store.

Several buildings and sites have locally significant values and include the following:

SITES OF LOCAL SIGNIFICANT VALUE	
1.	Sawmill and Gristmill dam and
2.	Site on Mosquito Brook, built 1790
3.	Stubbs Mill on James Brook in East Jay
4.	Old Jay Hill Tavern
5.	Old Jay Hill Meeting House, built about 1800, now the Jay highway garage
6.	Corn Shop in Jay
7.	Water wheel tail race and foundation to Richmond's Island just above the old cement bridge in Jay
8.	Sawmill and novelty mill in Jay on the riverbank near the corn shop site
9.	The remains of the old damn of Look's Sawmill in North Jay
10.	The old brick schoolhouse on Jay Hill and the Richardson Schoolhouse on Crash Road
11.	Location site of the first Methodist Church in Jay
12.	New portion of Jay Hill Cemetery, which was known as Powder House Hill, where powder and balls were kept for the local militia, built in the early 1800's
13.	Otis Mill
14.	Bean's shingle and board mill located on Canton Mountain Road
15.	The small quarries located just east of Jay Hill, near the MCRR, also near the old first sawmill where natives quarried foundation stone
16.	Several large granite quarries at Quarry Hill and Kyes Mountain in North Jay, several large buildings came from North Jay
17.	The Old blacksmith shop and jail in Jay village

## PROTECTION OF HISTORIC AND ARCHAEOLOGICAL RESOURCES

Jay protects historic and archeological resources through their Environmental Control and Improvement Ordinance in review of subdivision applications. Maps and information provided by the Maine Historic Preservation Commission are used in the Planning Board's review of subdivision application. Jay also relies upon the standards contained in the Shoreland Zoning Ordinance and the Floodplain Management Ordinance, and through State Subdivision Law to protect resources. Disrepair of existing historic and archaeological resources in Jay has not been identified. Should disrepair be identified, the Planning Board will work with the Jay Historical Society and the Jay Select Board to identify opportunities for improvement.

## **JAY HISTORICAL SOCIETY**

The Jay Historical Society is an active group which meets once a month and maintains the Homles-Crafts Homestead on Jay Hill. The society has a joint yard sale/museum viewing every August with the local Fire Department. The Historical Society depends upon volunteers to keep the Society viable and to increase and improve the offerings of the group.

## **PUBLIC INPUT ON HISTORIC & ARCHAEOLOGICAL RESOURCES**

The public survey received the following responses in relation to Archaeological & Historic Resources:

### **1) HISTORICAL SIGNIFICANCE**

Many respondents acknowledged that Jay has a rich history, particularly tied to its industrial past with mills and granite production. Some expressed a desire for this history to be better celebrated and preserved, though others felt that it is often overlooked or neglected (e.g., the demolition of the old mill). A few also suggested that history could be incorporated more into school curriculums or community events.

### **2) HERITAGE AND PROGRESS**

Some responses reflected a sentiment that while heritage is important, it should not impede progress or future development. There's a push for the town to embrace change and think creatively to ensure future growth, while still honoring its past. This perspective emphasizes the notion that communities must adapt to survive, even as they maintain respect for their history.

### **3) STRENGTHS FOR HISTORIC & ARCHAEOLOGICAL RESOURCES**

Jay is seen as having valuable natural resources and a rich historical background that could be used for economic growth and recreation. The community values its history and its natural beauty, and there's a desire to see this heritage preserved and celebrated.

### **4) CHALLENGES FOR HISTORIC & ARCHAEOLOGICAL RESOURCES**

There are concerns over historic resource depletion, the potential negative impacts of overdevelopment (such as solar farms), and environmental damage (especially related to water and the archaeologically sensitive areas along the CMP corridor).

### **5) OPPORTUNITIES FOR GROWTH FOR HISTORIC & ARCHAEOLOGICAL RESOURCES**



The town was encouraged to think creatively about utilizing its natural and historic resources, such as the Androscoggin River, Spruce Mountain, and other town-owned properties, to attract new industries, tourism, and recreational activities through survey responses. Emphasis is placed on creating a balance between progress and preserving the town's natural and historical assets for residents of Jay.

# GOALS, POLICIES & ACTION STRATEGIES FOR HISTORIC & ARCHAEOLOGICAL RESOURCES IN JAY

## STATE OF MAINE GOAL

To preserve the State's historic and archaeological resources.

## STATE OF MAINE POLICIES

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

## STATE OF MAINE STRATEGIES

1. For known historic archeological sites and areas sensitive to prehistoric archeology, through local land use ordinances require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

**Responsibility:** Planning Board, Code Enforcement Officer

**Time Frame:** Short-Term & Ongoing

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

**Responsibility:** Ordinance Committee, Planning Board

**Time Frame:** Short-Term & Ongoing

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

**Responsibility:** Comprehensive Plan Implementation Committee, Planning Board

**Time Frame:** Long-Term & Ongoing

## JAY'S STRATEGIES

1. Provide the Planning Board with a map showing area sensitive for archaeology to use in review of development applications

**Responsibility:** Comprehensive Plan Implementation Committee

**Timeframe:** Short-Term

# POPULATION CHARACTERISTICS

## FINDINGS & CONCLUSIONS

- The 2024 Town of Jay Annual Report showed a total population of 4,620 people in Jay.
- The American Community Survey's 2023 5-Year Estimates reported a median age of 46.9 years old in Jay, which was older than the median age in Franklin County, and all of Maine.
- Since 2000, Jay's population has continued to decrease. Changes in population can be attributed to low birth rates and an aging population, as natural change continues to be negative, as seen in Table 5.
- Jay does not experience an increase in population from seasonal residents, and the population is projected to see little or no change until 2040, indicating that there will be no increase in demand for housing or town services.

## DATA RELIABILITY

The data contained within the population chapter of the comprehensive plan consists of data figures reported by the United States Census Bureau in the 2023 American Community Survey (ACS) 5-Year Estimates and the 2020 Decennial Census, as well as the 2024 Town of Jay Annual Report. To calculate ACS estimates, the Census Bureau selects a sample of addresses to fill out questionnaires and includes data collected over a 60-month period.

It should be noted that the 5-Year Estimates often have a large margin of error due to the small size of the sample subset. This creates less reliable data, especially for small geographic areas. For example, the 2023 ACS 5-Year Estimates for Population Size reported a total population of 4,665 people in Jay, while the Town of Jay 2024 Annual Report showed a population size of 4,620 people. This shows a margin of error of +45 people. It is important to keep in mind that **all ACS data are estimates** and that the data contained within the 2023 ACS 5-Year Estimates should be viewed through a lens. It should also be noted that **the accuracy of the 2020 Decennial Census may have been affected by the Covid-19 Pandemic.**

## INTRODUCTION

The population chapter provides the figures that underpin the goals, policies, and strategies throughout the entirety of the comprehensive plan. Analysis of population data serves as the basis for various components of this plan, such as housing, transportation, and land use. Population data is critical in understanding the composition of the town and subsequently, planning for future need.

Population trends depend on various characteristics. Some of these characteristics are more society based; the decision to have children, advances in medicine and longer lifespan, familial ties, and social attributes. Others are more physical in nature; opportunities for employment in various occupations, availability of housing in various price ranges, access to resources and a variety of leisure activities, and the community's natural resources that contribute to overall quality

of life. Through examining population characteristics, forecasts, and trends, Jay can appropriately address the current needs of its citizens, strategize for future demand on services and utilities, and plan for future changes in land use within the Town.

Population can be broken down into two categories: year-round and seasonal. The year-round population will pay local taxes, require town services and send children to local schools. The part-time or seasonal population may own vacation or second homes. They also pay local taxes, require town services, and spend money at local establishments. As described below, seasonal population does not have a significant effect on Jay, though seasonal populations in adjacent areas can contribute to the local economy during peak seasons.

## CONDITONS & TRENDS

### YEAR-ROUND POPULATION TRENDS

The year-round population in Jay has continued to decrease since 1980, reaching a plateau of 4,620 in 2020. Between 2010 and 2020, the population in Jay decreased by 231 people, as seen in Table 1 below. This decrease can be attributed to an aging population, low birth rates, and the loss of economic opportunity associated with the closing of Wausau Paper Mill in 2009 and Pixelle in 2023. While the 2023 ACS 5-Year Estimates reported a population size of 4,644 people in Jay in 2023, the Town of Jay Annual Report showed a total population of 4,620 people, indicating a margin of error of +/- 45 people in the 2023 ACS 5-Year Estimates. Population trends in the adjacent communities of Livermore Falls, Livermore, and Wilton showed similar trends with population remaining relatively the same, with slight decrease in size from 2000 to 2023.

Table 1: Total Population						
TOWN	1980	1990	2000	2010	2020	2023*
<b>Jay</b>	<b>5,080</b>	<b>5,080</b>	<b>4,985</b>	<b>4,851</b>	<b>4,620</b>	<b>4,644</b>
Livermore Falls	3,572	3,455	3,227	3,187	3,060	3,076
Livermore	1,826	1,950	2,106	2,095	2,127	1,847
Wilton	4,382	4,242	4,123	4,116	3,825	3,859
Franklin County	27,447	29,088	29,467	30,768	29,456	30,474

Data Sources: U.S. Census Bureau Decennial Census, Maine State Economist

\*US Census Bureau 5-Year Estimates from American Community Survey Table S0101

Franklin County saw increases in population size from 1980 to 2000, reaching a plateau of 30,768 people in 2010, as seen in Table 1 below. Between 2010 and 2023, the total population in Franklin County remained relatively the same. Historic underproduction of housing in Franklin County has led to continuing pressures to secure appropriate housing. As a result of this, population has continued to sprawl into more rural areas where housing is still available. While the population in Jay is not projected to significantly increase, increased pressures for housing in Franklin County as

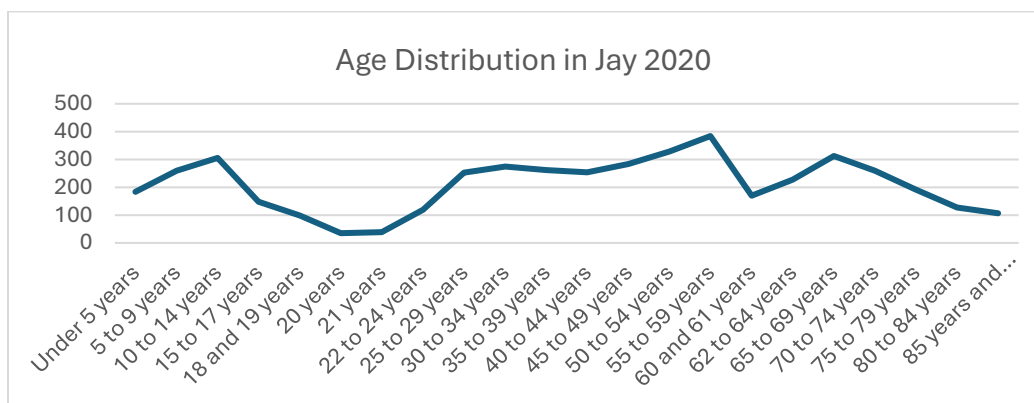
a whole may lead to additional in-migration to Jay over the next five to ten years. Continued assessment of population trends will be necessary to meet the needs of the citizens of Jay.

## AGE DISTRIBUTION

The population in Jay is predominantly composed of an older demographic group, with 45.5% of the population being over 50 years old, and 14.8% being over 70 years old in 2020. The largest gains between 2010 and 2020 were in the 60-69 age group, which increased from 11.6% to 15.3%, as shown in Table 2. The percentage of school-aged children (ages 5-17) decreased from 16.1% in 2010 to 15.6% in 2020. The age distribution in Jay indicates a need for additional services for aging populations, as shown by the upward trend in age in Table 3. Such services could include access to medical services, assistance with transportation needs, and accessible housing.

Table 2: Population by Age in Jay				
Age Group	2010		2020	
	People	%	People	%
Under 5	294	6.1%	183	4.0%
5 - 9	284	5.9%	260	5.6%
10-14	294	6.1%	306	6.7%
15-17	200	4.1%	148	3.3%
18-21	211	4.3%	172	3.7%
22-29	363	7.5%	371	8.0%
30-39	546	11.3%	536	11.6%
40-49	764	15.7%	538	11.6%
50-59	753	15.5%	713	15.4%
60-69	565	11.6%	709	15.3%
70-79	391	8.1%	451	9.8%
80+	186	3.8%	233	5.0%

Data Source: US Decennial Census, Maine State Economist





The median age of Jay's residents remained relatively consistent between 2010 and 2020, with a median age of 39.4 reported in 2010 and a median age of 39.3 reported in 2020. The American Community Survey estimated the median age in Jay at 46.9 years in 2023, which was greater than both Franklin County and the State of Maine, as seen in Table 4 below.

Table 4: Median Age									
	Jay			Franklin County			Maine		
Year	2010	2020	2023	2010	2020	2023	2010	2020	2023
Median Age	39.4	39.3	46.9	43.4	46.9	46.1	42.7	45.1	44.9

Data Source: American Community Survey 2023 5-Year Estimate Table S0101

### NATURAL CHANGE IN POPULATION

Population change is the result of two primary factors: natural change and migration. Natural change is derived from the number of births minus the number of deaths over a specific period. Migration is the number of people moving into or out of a community over a period of time. Any increase in year-round population will be the result of in-migration (people moving to Jay) rather than natural change (the number of births minus deaths). Recent trends in natural change have been negative, meaning that there have been more deaths than births in Jay on an annual basis, as seen in Table 5 below. This is further supported by natural change figures presented in Jay’s Annual Report for 2024, which shows a negative natural change of -21 with 45 births and 66 deaths.

Table 5: Natural Change in Population Jay 2013-2023										
Year	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Births	38	41	32	41	33	43	36	50	48	41
Deaths	61	48	45	64	57	53	62	71	64	55
Natural Change	-23	-7	-13	-23	-24	-10	-26	-21	-16	-14

Source: Maine Department of Health & Human Services

### EDUCATIONAL ATTAINMENT

According to the 2023 American Community Survey, Jay had a smaller percentage of population 25 years of age and older with more than a high school education than Franklin County. The population in Jay with some college education or a degree is estimated at 46.4%, while the population in Franklin County with some college education or a degree is estimated at 58.4%, as seen in Table 6 below. The population 25 years of age or older with a high school diploma was similar in Jay and Franklin County. As of 2023, 92.7% of the population aged 25 and older in Jay

graduated from high school, and in Franklin County, 93.9% of the population aged 25 and older graduated from high school.

<b>Table 6: Educational Attainment in Jay 2023 (Persons 25 years and older)</b>			
	<b>Jay</b>		<b>Franklin County</b>
<b>Education Level</b>	<b>Number</b>	<b>Percent</b>	<b>Percent</b>
Less than 9th grade	60	1.6%	1.1%
9th to 12th grade, no diploma	212	5.7%	5.0%
High School Graduate or Equivalency	1,732	46.3%	35.5%
Some college, no degree	475	12.7%	19.1%
Associate's Degree	376	10.0%	9.4%
Bachelor's Degree	661	17.6%	19.7%
Graduate or Professional Degree	230	6.1%	10.2%

Data Source: American Community Survey 2022 5-Year Estimate Table S1501

## HOUSEHOLD SIZE

In 2023, the American Community Survey estimated the average household size in Jay at 2.29 people. The average household size in Jay has remained relatively consistent from 2019 to 2023, slightly decreasing from a size of 2.47 people in 2019 to 2.29 people in 2023. This average household size is reflective of the median age and low birth rates in Jay, as there are more people amongst the retired age range than the family age range in Jay. It is important to remember that a small average household size requires more housing units for the same number of people. Housing availability and quality will be discussed further in the Housing chapter of this Plan. Average household size will be discussed further in the seasonal population section below.

<b>Table 7: Average Household Size in Jay</b>	
<b>Year</b>	<b>Average Household Size</b>
2019	2.47
2020	2.48
2021	2.42
2022	2.56
2023	2.29

Data Source: American Community Survey 2023 5-Year Estimate Table DP02

## INCOME

In 2018 and 2020, the median income in Livermore was slightly higher than that of Jay. Jay had an estimated median income of \$58,823 in 2018 and \$65,316 in 2020, while Livermore had an estimated median income of \$59,511 in 2018 and \$69,808 in 2020. By 2023, the median income in Jay was estimated at \$77,575. This was far greater than the median income for Franklin County, which was estimated at \$58,522, and greater than Livermore Falls, Livermore, Wilton, and Maine as a whole, as seen in Table 8. Income data for this Chapter was reported by the Maine State

Economist and the US Census Bureau. Data within this Plan may show discrepancies between data sources and therefore should be viewed as preliminary, estimated information.

<b>Table 8: Median Household Income</b>			
	<b>2018</b>	<b>2020</b>	<b>2023</b>
<b>Jay</b>	\$58,823	<b>\$65,316</b>	<b>\$77,575</b>
Livermore Falls	\$36,094	\$39,085	\$44,535
Livermore	\$59,511	\$69,808	\$71,691
Wilton	\$46,078	\$50,114	\$61,354
Franklin County	\$48,053	\$51,630	\$58,522
Maine	\$55,425	\$59,489	\$71,773

Data Source: Maine State Economist, US Census

In 2023, the largest number of households, 27.5%, were in the \$100,000 to \$149,999 income bracket, followed by households in the \$75,000 to \$99,999 income bracket at 19.5% as seen in Table 9.

<b>Table 9: Household Income in Jay (In Inflation-Adjusted Dollars)</b>			
<b>Income</b>	<b>2018</b>	<b>2020</b>	<b>2023</b>
Less than \$10,000	1.5%	3.6%	3.9%
\$10,000 to \$14,999	8.0%	3.0%	4.8%
\$15,000 to \$24,999	6.7%	4.5%	0.5%
\$25,000 to \$34,999	10.2%	11.7%	6.0%
\$35,000 to \$49,999	12.9%	11.2%	13.9%
\$50,000 to \$74,999	25.3%	25.2%	18.5%
\$75,000 to \$99,999	18.9%	23.0%	19.5%
\$100,000 to \$149,999	12.9%	13.6%	27.5%
\$150,000 to \$199,999	2.1%	0.0%	2.4%
\$200,000 or more	1.5%	4.2%	2.9%

Data Source: American Community Survey 2023 5-Year Estimate Table S1901

## POVERTY LEVELS

<b>Table 10: Population in Poverty by Age in Jay 2023</b>		
<b>Age Group</b>	<b>Number in Poverty</b>	<b>Percent in Poverty</b>
Under 5	0	0.0%
5-17	28	7.8%
18-34	37	3.4%
35-64	205	10.1%
65+	84	8.0%
<i>Total Impoverished</i>	<i>354</i>	<i>7.7% of Total Population</i>

Data Source: ACS 2023 5-Year Estimate Table S1701

The American Community Survey 2023 5-Year Estimates estimated that 354 people, or 7.7% of the population, was below the poverty line in Jay. The largest group of impoverished people in Jay were aged 35 to 64, as seen in Table 10 above.

## EMPLOYMENT BY OCCUPATION & INDUSTRY

In 2023, the greatest number of workers in Jay were in management, professional and related occupations, with an estimate of 31.6% of the population over 16 that is employed. This was followed by workers in production, transportation, and material moving occupations at 19.5%, as seen in Table 11 below. In Franklin County, the greatest number of workers were also in management, professional and related occupations. The industry with the greatest number of workers in Jay was educational services, health care, and social assistance, with 32.3% of the population aged 16 or older and employed working in those industries.

Table 11: Employment by Occupation 2023				
Occupation	Jay		Franklin County	
	# of Workers	% of Total	# of Workers	% of Total
Employed Population 16+	2,565	X	14,115	X
Management, business, science, and arts occupations	810	31.6%	4,989	35.3%
Service occupations	484	18.9%	2,827	20.0%
Sales and office occupations	373	14.5%	2,735	19.4%
Natural resources, construction, and maintenance occupations <i>*Includes farming, fishing &amp; forestry*</i>	398	15.5%	1,563	11.1%
Production, transportation, and material moving occupations	500	19.5%	2,001	14.2%

Data Source: American Community Survey 2023 5-Year Estimate Table DP03

Table 12: Employment by Industry in Jay 2023	
Industry	Percentage
Agriculture, forestry, fishing and hunting, and mining	7.9%
Construction	8.5%
Manufacturing	18.1%
Wholesale trade	0.6%
Retail trade	9.4%
Transportation and warehousing, and utilities	4.1%
Information	1.1%
Finance and insurance, and real estate and rental and leasing	5.4%
Professional, scientific, and management, and administrative and waste management services	6.0%
Educational services, health care and social assistance	32.3%
Arts, entertainment, recreation, and accommodation and food services	1.0%
Other services, except public administration	2.6%
Public administration	2.9%

Data Source: American Community Survey 2023 5-Year Estimate Table DP03

## SEASONAL POPULATION TRENDS

Seasonal population is a measure of the number of people in town who are not year-round residents. This includes people staying for extended periods of time in second homes and people staying in transient accommodations (hotels, motels, inns, bed & breakfasts and campgrounds) and day trippers. There are no hotel style accommodations available in Jay. The closest hotel-style accommodations are located in Wilton and Farmington. According to the American Community Survey 5-Year Estimates, there were 37 units listed as vacant for seasonal, recreational, or occasional use, as seen in Table 13 below.

<b>Table 13: Housing Vacancies in Jay 2023</b>	
<b>Total Housing Units</b>	2,135
<b>Occupied</b>	1,928
<b>Vacant</b>	207
<b>For seasonal, recreational, or occasional use</b>	37

Data Source: American Community Survey 2023 5-Year Estimate Table B25002 & B25004

While the average household size in Jay is roughly two people, as seen in Table 7, seasonal units often include families or groups of visitors. To account for this, seasonal population estimates have been made using a three-person household size for a more realistic representation. Using a 3-person household size and multiplying that by the number of units available for seasonal, recreational, or occasional use, 37 units, Jay can see a seasonal population size of 111 people.

Given that it is unlikely that all units will be 100% occupied, it is estimated that the seasonal population in Jay could increase the population by 75 people in peak season, creating a total population of 4,695 people at its highest point. This increase is not substantial and does not have significant impacts on town services or housing availability in Jay.

## POPULATION PROJECTIONS

The Maine State Economist projects the population size in Jay to decrease until 2042, as seen in Table 14 below. The population in the surrounding towns of Livermore Falls, Livermore, and Wilton are projected to decrease as well. Franklin County is projected to see some variability in population change until the year 2042, with some increase and some decrease.

<b>Table 14: Population Projections</b>				
<i>Year</i>	<i>2027</i>	<i>2032</i>	<i>2037</i>	<i>2042</i>
<b>Jay</b>	<b>4,690</b>	<b>4,629</b>	<b>4,478</b>	<b>4,303</b>
Livermore Falls	2,995	2,905	2,790	2,656
Livermore	2,187	2,196	2,187	2,162
Wilton	3,833	3,737	3,568	3,383
Franklin County	29,330	29,603	29,414	29,102
Data Sources: Maine State Economist				



## **FUTURE DEMAND FOR HOUSING & TOWN SERVICES**

Population in Jay has remained relatively consistent with some decreases since 2000. The senior population in Jay has increased, while natural change remains negative. This indicates a need for smaller, accessible housing and access to medical services. The projected population size and the seasonal population size are not expected to increase demand for housing or town services in Jay.

## **SERVICE CENTER FACTORS**

Jay is not identified as a Service Center Community by the Maine Department of Agriculture, Forestry and Conservation's Municipal Planning Assistance Program. The closest service center is located in Farmington, which is a primary service center. This means that Farmington hosts a variety of resources that serve its residents and the surrounding area, including Jay, by providing options for work, places to shop, the ability to obtain medical care, and/or enjoy a cultural experience.

# ECONOMY

## FINDINGS AND CONCLUSIONS

- The largest employers in Jay are Spruce Mountain School District (RSU #73), the Town of Jay, and Hannaford. The largest industries are education services and public administration, followed by retail trade and construction. There are 118 businesses in Jay that employ the local population.
- The unemployment rate in Jay was estimated at 5.3% in 2023. Residents who work from home doubled between 2020 and 2023.
- The reopening of the former Androscoggin Mill by Godfrey Forest Products to produce oriented strand board is expected to bring 125 jobs to Jay.

## INTRODUCTION

An understanding of past, current, and future potential economic trends in the local and regional economy is essential for assessing Jay's future needs. As employment patterns change, such as increasing numbers of at-home workers, regional changes to major sources of employment, and changes in retail and other sectors, transportation, telecommunication, and energy infrastructure will be impacted and will require adequate planning.

## CONDITIONS & TRENDS

### EMPLOYMENT & UNEMPLOYMENT

The tables below show trends in Jay and Franklin County for labor force, employment, and unemployment. The labor force includes the employed and the unemployed who are actively looking for work. It does not include homemakers, retired people, those in the military, and discouraged workers.

As shown in Table 1 below, there was a decrease in the unemployment rate in Jay between 2015 and 2020, and an increase in unemployment between 2023. This trend was also shown in Franklin County, where there was first a decrease in the unemployment rate between 2015 and 2020, and then an increase in the unemployment rate between 2020 and 2023. Variability in these figures can be associated with the COVID-19 Pandemic.

**Table 1: Employment Trends in Jay**

	2015		2020		2023		% Change 2015 - 2020		% Change 2020 - 2023	
	Jay	Franklin County	Jay	Franklin County	Jay	Franklin County	Jay	Franklin County	Jay	Franklin County
Civilian Labor Force	2,756	15,593	2,501	15,257	2,708	14,907	-9.3%	-2.2%	+7.6%	-2.3%
Employed	2,618	14,386	2,388	14,531	2,565	14,115	-8.8%	+1.0%	+6.9%	-2.9%
Unemployment Rate	5.0%	7.7%	4.5%	4.8%	5.3%	5.3%	-0.5%	-2.9%	+0.8%	+0.5%

## CLASS OF WORKERS

Table 2 compares workers based on whether they are in the private sector, work for one of the levels of government, or are self-employed or unpaid family workers. In 2023, an estimated 82.2% of workers in Jay were employed in the private sector, 11.8% were employed by the government, and 6% were self-employed workers. Since the year 2015, the share of workers in the private sector, public sector, and self-employed have stayed relatively consistent in Jay.

Table 2: Class of Workers, Employed Persons 16 Years and Older				
2015				
Class of Worker	Jay		Franklin County	
	Number	Percent	Number	Percent
Private Wage/Salary	2,097	80.1%	10,745	74.7%
Fed/State/Local Gov't	323	12.3%	2,139	14.9%
Self-Employed & Unpaid Family Workers	198	7.6%	1,502	10.4%
<b>Total</b>	<b>2,618</b>	<b>-</b>	<b>14,386</b>	<b>-</b>
2020				
Class of Worker	Jay		Franklin County	
	Number	Percent	Number	Percent
Private Wage/Salary	1,876	78.6%	10,853	74.7%
Fed/State/Local Gov't	372	15.6%	2,147	14.8%
Self-Employed & Unpaid Family Workers	140	5.8%	1,531	10.6%
<b>Total</b>	<b>2,388</b>	<b>-</b>	<b>14,531</b>	<b>-</b>
2023				
Class of Worker	Jay		Franklin County	
	Number	Percent	Number	Percent
Private Wage/Salary	2,107	82.2%	10,243	72.6%
Fed/State/Local Gov't	303	11.8%	2,398	17.0%
Self-Employed & Unpaid Family Workers	155	6.0%	1,474	10.4%
<b>Total</b>	<b>2,565</b>	<b>-</b>	<b>14,115</b>	<b>-</b>

Source: U.S. Census ACS 2023 5-Year Estimates Table DP03

## EMPLOYMENT BY SECTOR

It is estimated that the largest share of Jay's population, or 32.3%, were employed in the educational services, health care and social assistance industry. The second largest industry of employment in Jay was manufacturing, at 18.1%. The industry with the lowest number of employees in Jay is Wholesale Trade, as seen in Table 3 below.

**Table 3: Employment by Industry for Jay and Franklin County, 2023**

Sector	Jay		Franklin County	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing & hunting, mining	202	7.9%	444	3.1%
Construction	217	8.5%	1,081	7.7%
Manufacturing	465	18.1%	1,631	11.6%
Wholesale Trade	16	0.6%	146	1.0%
Retail Trade	240	9.4%	1,657	11.7%
Transportation and warehousing, & utilities	106	4.1%	508	3.6%
Information	20	1.1%	142	1.0%
Finance & insurance, real estate and rental and leasing	139	5.4%	612	4.3%
Professional, scientific, & management, & administrative & waste management services	154	6.0%	1,043	7.4%
Educational services, & health care and social assistance	829	32.3%	4,454	31.6%
Arts, entertainment, recreation, accommodation & food services	26	1.0%	1,126	8.0%
Other services, except public administration	67	2.6%	612	4.3%
Public administration	75	2.9%	659	4.7%
<b>Total Civilian employed population 16 years and over</b>	<b>2,565</b>	<b>-</b>	<b>14,115</b>	<b>-</b>

Source: US Census ACS 2023 5-Year Estimates Table DP03

## MAJOR EMPLOYERS

Table 4 below provides a snapshot of some of the larger employers in Jay. Historically, the mills were the largest employers in Jay. This chart does not show employment counts for the former Androscoggin Mill, though it is expected that the current redevelopment of the site will create 125 jobs. This project marks the revitalization of the mill town that Jay once was, while transitioning from a traditional paper mill town to a more diverse industrial hub through leveraging existing infrastructure and harnessing the potential of renewable resources.

The two largest employers in Jay are Spruce Mountain School District (RSU #73), which employs 176 people, and the Town of Jay, which employs 103 people. Educational services and public administration were the industries employing the largest number of employees in Jay, followed by retail trade and construction. The Town has 118 employers and small businesses that operate year-round.

TABLE 4: MAJOR EMPLOYERS IN JAY			
Business	Address	Industry	# of Employees
Spruce Mountain School District (RSU #73)	Tiger Dr & Community Dr	Education Services	176
Town of Jay (Town Hall, Fire, Police)	Main Street	Public Administration	103
Hannaford Supermarket	Commercial Way	Retail Trade	74
Ranor Inc	Main Street	Construction	51
McDonald's	Commercial Way	Food Service	20-49
OTIS Federal Credit Union	Main Street	Finance & Insurance	20-49

CN Brown Heating Oil	Main Street	Wholesale Trade	10-19
Dollar Tree	Jay Plaza	Retail Trade	10-19

Data Sources: Center for Research Information and Workforce, Local Business Employers, RSU #73

In addition to these major employers, smaller local businesses and farm operations also contribute to the local economy and provide job opportunities for Jay residents. These businesses provide essential amenities, local vibrancy, and social opportunities. Local spending is described in further detail through taxable sales and shown on Table 5 Taxable Sales.

## TAXABLE SALES

Taxable sales data is another indicator of economic activity. The greatest number of taxable retail sales in Jay were at Food Stores in 2023, with a total figure of \$9,163,898. The smallest number of taxable sales were in Business Operation, as seen in Table 5 below.

**TABLE 5: JAY TAXABLE SALES, 2007 – 2023**

YEAR	Business Operating	Building Supply	Food Store	General Merchandise	Other Retail	Auto Transportation	Restaurant & Lodging	Total
2007	\$12,151,256	\$1,800,152				\$3,292,803	\$3,112,560	\$26,942,668
2008	\$9,393,563	\$2,232,914				\$3,287,114	\$3,157,407	\$24,596,036
2009	\$5,892,487	\$1,609,963	\$5,181,226	\$795,618	\$1,066,561	\$3,367,278	\$3,125,481	\$21,038,614
2010	\$6,183,299	\$1,313,051				\$3,247,428	\$3,290,427	\$21,259,990
2011	\$6,811,957	\$1,392,720	\$4,917,285	\$1,040,830	\$1,255,357	\$3,732,421	\$3,372,680	\$22,523,250
2012	\$6,250,932	\$1,376,871	\$4,741,392	\$1,145,946	\$1,353,190	\$4,121,506	\$3,889,980	\$22,879,816
2013	\$5,887,796	\$2,312,470	\$4,764,348	\$1,162,822	\$1,608,202	\$4,390,234	\$3,948,270	\$24,074,142
2014	\$6,851,340	\$1,540,321				\$4,219,009	\$3,882,087	\$24,142,316
2015	\$6,887,059	\$1,333,787				\$3,904,671	\$3,979,185	\$23,855,014
2016	\$6,132,071	\$1,472,035	\$6,191,251	\$1,206,737	\$1,464,447	\$3,847,619	\$3,917,864	\$24,232,024
2017	\$4,194,434	\$1,520,783	\$6,206,413	\$1,169,699	\$1,343,879	\$3,963,367	\$3,691,706	\$22,090,280
2018			\$6,555,546	\$1,146,404	\$1,219,358		\$3,770,068	\$25,708,520
2019			\$6,598,799	\$1,157,034	\$981,982		\$3,953,644	\$25,521,678
2020	\$2,026,102	\$1,903,315	\$7,697,515	\$1,207,452	\$1,192,638	\$3,955,062	\$3,493,618	\$21,475,702
2021	\$1,535,203	\$2,366,418	\$8,007,381	\$1,315,475	\$2,219,060	\$4,323,354	\$4,169,323	\$23,936,214
2022	\$1,713,004	\$2,909,636	\$8,614,950	\$1,378,601	\$1,740,842	\$5,139,216	\$4,771,309	\$26,267,556
2023	\$1,558,025	\$3,042,705	\$9,163,898	\$1,584,283	\$1,815,228	\$4,903,918	\$4,537,500	\$26,605,558

Data Source: Maine Revenue Service

Jay is a part of the Livermore Economic Study Area. The Livermore Economic Study Area includes Jay, Livermore, Livermore Falls, Canton, and Fayette. Taxable Retail Sales in the Livermore ESA on January 1<sup>st</sup> 2020-2025 can be seen in Table 6 below. Like taxable retail sales in Jay, Food Stores had the greatest amount of taxable retail sales in the Livermore ESA.



<b>TABLE 6: TAXABLE RETAIL SALES - MONTHLY (IN THOUSANDS OF \$) LIVERMORE ECONOMIC STUDY AREA 2020-2025</b>						
	<b>2020</b>	<b>2021-01</b>	<b>2022-01</b>	<b>2023-01</b>	<b>2024-01</b>	<b>2025-01</b>
Total	\$4,151.03	\$4,164.41	\$4,352.62	\$5,125.77	\$4,971.95	\$5,185.39
Personal	\$3,483.54	\$3,970.69	\$4,136.14	\$4,905.04	\$4,748.38	\$4,919.43
Business Operations	\$667.50	\$193.72	\$216.49	\$220.73	\$223.57	\$265.97
Building	\$329.20	\$511.20	\$571.83	\$867.16	\$857.03	\$897.81
Food Store	\$1,073.32	\$1,214.70	\$1,341.22	\$1,451.04	\$1,405.76	\$1,326.84
General	\$296.21	\$390.48	\$277.73	\$460.04	\$404.72	\$497.46
Other	\$305.06	\$457.20	\$528.06	\$558.85	\$601.66	\$641.02
Auto Transportation	\$1,022.88	\$934.91	\$920.63	\$1,037.82	\$926.18	\$1,023.95
Restaurant and Lodging	\$456.87	\$462.20	\$496.66	\$530.14	\$553.02	\$532.36

Data Source: Maine State Economist

## COMMUTING PATTERNS

Commuting patterns have changed significantly in Jay over the last three years. The number of employees who traveled less than 5 minutes to work increased by 82% between 2020 and 2023. Similarly, the number of employees that traveled over 90 minutes to work decreased by 80% between 2020 and 2023.

<b>Table 7: Travel Time to Work for Jay Residents</b>		
	<b>2020</b>	<b>2023</b>
Workers over 16 who did not work at home	2,347	2,480
Less than 5 minutes	50	275
5 to 9 minutes	296	239
10 to 14 minutes	299	383
15 to 19 minutes	160	138
20 to 24 minutes	251	346
25 to 29 minutes	148	114
30 to 34 minutes	234	502
35 to 39 minutes	202	58
40 to 44 minutes	6	62
45 to 59 minutes	338	149
60 to 89 minutes	143	170
90 or more minutes	220	44

Data Source: Maine State Economist, ACS 2023 5-Year Estimates

The number of workers that worked from home in Jay increased by 51.8% between 2020 and 2023, as seen in Table 8 below. Most workers in Jay commuted alone by car, truck, or van in both 2020 and 2023.

Table 8: Means of Travel to Work in Jay		
	2020	2023
Total	2,388	2,565
Car, truck, or van - drove alone	2,068	2,120
Car, truck, or van - carpooled	254	234
Public transportation (excluding taxicab)	0	0
Walked	13	77
Taxicab, motorcycle, bicycle, or other means	12	49
Worked at home	41	85

Data Source: Maine State Economist, ACS 2023 5-Year Estimates

## WORK LOCATIONS OF JAY'S RESIDENTS

Between 2012 and 2022, the number of Jay residents that worked in Farmington decreased by 4.8%, while the number of Jay residents that worked in Lewiston increased by 1.5%. The number of residents that both work and live in Jay has decreased slightly but is expected to increase with the revitalization of the Androscoggin Mill.

Table 9: Job Counts by Place Where Jay Residents Are Employed 2012- 2022				
	2012		2022	
	Count	Share	Count	Share
Jay	382	17.2%	322	14.0%
Farmington	295	13.3%	195	8.5%
Lewiston	125	5.6%	163	7.1%
Portland	67	3.0%	123	5.3%
Auburn	118	5.3%	113	4.9%
Augusta	81	3.6%	107	4.6%
Livermore Falls	109	4.9%	106	4.6%
Wilton	98	4.4%	100	4.3%
Livermore	-	-	74	3.2%
South Portland	-	-	64	2.8%
Rumford	85	3.8%	-	-
Turner	54	2.4%	-	-
All Other Locations	811	36.4%	938	40.7%
Total	2,225	-	2,305	-

Data Source: Census on the Map

## REGIONAL ECONOMIC DEVELOPMENT PLANS

Jay is included in the 2023-2028 Comprehensive Economic Development Strategy for the Androscoggin Valley Economic Development District. The *CEDS* identifies strategic actions that can move the region forward on its goals and provides a framework within which to track progress and outcomes annually over the next five years of this *CEDS* timeline.

It includes an analysis of the region's major strengths, weaknesses, opportunities, and threats (SWOT), and presents a Vision Statement and goals.

## **JAY COMMUNITY DEVELOPMENT CORPORATION**

The Jay Development Corporation owns 27 acres behind the Jay Shopping Plaza off Route 4. The property was purchased with Housing and Urban Development (HUD) funds in 1979. The property was bought to promote development in the community. Each Select Board Member, upon qualifying for the Select Board's office, becomes a Director of the Jay Community Development Corporation.

## **REVITALIZATION OF ANDROSCOGGIN MILL**

The International Paper, then the largest paper company in the world, built the Androscoggin Mill in 1965. At its peak, the Androscoggin Mill provided 1,500 jobs in Jay. In 2006, the Androscoggin Mill was sold to Verso Paper Holdings LLC. Pixelle Specialty Solutions bought the Androscoggin Mill and associated properties from Verso Corp in 2020. At the time of purchase, the mill had roughly 500 employees.

In April 2020, Pixelle experienced a digester rupture that caused an explosion and ceased production of pulp. After financial difficulties recovering from the explosion, Pixelle ceased operations in 2023.

JGT2 purchased the Androscoggin Mill in December 2023. Godfrey Forest Products intends to convert the site into an oriented strand board (OSB) mill. When construction is completed in approximately 18 to 24 months, the Jay mill project is expected to create 125 jobs on site, in addition to construction jobs. Other developers are exploring projects on the mill site with additional jobs prospects.

## **PUBLIC INPUT**

The public survey received the following responses in relation to the economy and economic opportunity in Jay:

### **1) ECONOMIC STRUGGLES AND TAX CONCERNS**

Several respondents highlight financial struggles, particularly among the elderly and those living on fixed incomes (ex: Social Security). High property taxes, rising energy costs, and a lack of local job opportunities are significant challenges. There's a call for more assistance for seniors and low-income residents.

## **2) JOB OPPORTUNITIES AND ECONOMIC DEVELOPMENT**

A common theme is the lack of good-paying jobs in the area. Residents expressed frustration with the limited job market, noting that the available jobs often don't provide a livable wage. There are calls for more local employment opportunities, small businesses, and a focus on industries like eco-friendly manufacturing, technology (such as EV batteries), and tourism. Some respondents are open to encouraging industrial growth but stress that businesses must be suitable for the area and environmentally responsible.

## **3) PUBLIC OPINION ON SPECIFIC BUSINESSES**

There is a significant portion of the community that opposes marijuana-related businesses in the area, believing they contribute negatively to the town's image and economy. Instead, many advocate for businesses that align with the town's goals of recreation, tourism, and small-scale entrepreneurship.

In summary, residents of Jay are seeking a balance between economic development, maintaining the town's charm, and improving opportunities for families and seniors.

# ECONOMIC DEVELOPMENT PLAN FOR JAY

## INTRODUCTION

The Jay Economic Development Committee presents a comprehensive economic development plan for Jay, Maine, aimed at fostering growth, enhancing community vitality, and elevating the quality of life for all residents. Rooted in extensive collaboration with community stakeholders, this plan is guided by a thorough SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats). This strategic framework informs our community's direction, articulates clear and actionable goals, and establishes robust evaluation mechanisms to ensure measurable progress. By leveraging Jay's unique strengths, addressing its challenges, seizing emerging opportunities, and proactively mitigating threats, this plan sets the stage for a resilient, innovative, and prosperous future, positioning Jay as a model of quality rural development.

## OVERALL STRATEGY

This Economic Development Plan focuses on leveraging Jay's natural and human resources to foster economic growth, improve infrastructure, enhance community life, and prepare for technological and demographic shifts. This involves:

1. Strategic partnerships with educational institutions, businesses, and regional organizations.
2. Educational enhancements to build a skilled workforce.
3. Community engagement to transform weaknesses into strengths and opportunities while mitigating threats.

## STRENGTHS

### 1. Transportation:

- Strategic location along Route 4, facilitating logistics and distribution.
- Rail infrastructure through the town for mass transportation of goods.
- **Growth Strategy:**
  - Develop logistics hubs near Route 4 to attract distribution centers, leveraging connectivity for efficient goods transport.
  - Advocate for improvements in road infrastructure and explore alternatives like rail or water transport to connect with larger markets.
  - Promote Jay as a distribution center for local products, reducing shipping times and costs for businesses.

### 2. Manufacturing:

- Strong heritage with skilled labor, particularly in paper and wood products, supported by the historical presence of the Androscoggin Mills.
- **Growth Strategy:**

- Diversify product lines into advanced materials or eco-friendly products, capitalizing on the skilled labor force and infrastructure.

### 3. Tourism:

- o Proximity to natural attractions such as lakes, ski areas, suitable for outdoor activities and winter sports, and positioned on the main route to tourist destinations in western Maine.
- o **Growth Strategy:**
  - Create a tourism board to market Jay as an outdoor adventure destination, emphasizing winter sports and natural beauty.
  - Develop infrastructure like trails, campsites, and visitor centers that respect and highlight the natural environment, including collaboration with ATV clubs to develop trail systems.
  - Host annual festivals or events celebrating the local landscape and culture to draw tourists year-round.

### 4. Natural Assets:

- o Abundant forests and water resources, including the Androscoggin River, supporting industries like forestry and hydropower, as well as eco-tourism.
- o **Growth Strategy:**
  - Invest in forestry practices, aiming for certifications to increase product value in international markets.
  - Explore expansion into renewable energy, particularly hydropower, by modernizing or expanding facilities along the Androscoggin River.
  - Launch eco-tourism initiatives like guided forest tours or river expeditions to educate visitors on local ecology and conservation.

### 5. Healthcare:

- o Access to healthcare facilities in nearby Farmington, Livermore Falls, Lewiston, Augusta, Rumford, and Portland.
- o **Growth Strategy:**
  - Collaborate with regional healthcare providers to establish satellite clinics or wellness centers in Jay, serving residents and tourists.
  - Develop health tourism by offering retreats or wellness programs utilizing the natural setting for stress relief or rehabilitation.
  - Advocate for telehealth services to bridge gaps in care, especially for an aging population.

### 6. Educational Institutions:

- o Proximity to institutions like the University of Maine at Farmington, as well as schools, the University of Maine System, and technical colleges, offering educational and cultural enrichment.
- o **Growth Strategy:**
  - Establish cooperative programs with the University of Maine System for internships, research, and community projects benefiting both the town

and university.

- Facilitate the creation of a technology or innovation hub for collaboration among students, faculty, and local businesses.
- Use university resources to enrich community life, attracting more residents and professionals.

## **7. Community:**

- Strong community bonds and small-town charm, enhanced through local events, fostering potential for local development.
- **Growth Strategy:**
  - Revitalize community hub areas with public art, events, and small business support to enhance local identity.
  - Leverage community spirit for volunteer programs aimed at local beautification projects.
  - Develop a community brand around small-town living to attract new residents and businesses.

## **8. Forestry:**

- Encouraging good practices, value-added products, and forest-based tourism.
- **Growth Strategy:**
  - Promote forestry, develop outdoor tourism, and support local artisans and craftspeople using local wood to add value.

## **9. Manufacturing Revitalization:**

- Targeting growth in high-potential industries, workforce development, and infrastructure improvements.
- **Growth Strategy:**
  - Attract manufacturers in new technology, offering incentives for businesses that reduce environmental impact or use raw wood materials.

## **10. Community Enhancement:**

- Promoting local businesses, enhancing public spaces, and fostering community stewardship.
- **Growth Strategy:**
  - Implement town beautification projects, support local entrepreneurship with grants or incubators, and foster a culture of community consciousness.

## **11. Workforce and Innovation:**

- Addressing challenges like an aging population, flat or declining population, and lack of innovation through education and industry.
- **Growth Strategy:**
  - Engage educational institutions for lifelong learning and retraining programs, particularly in new technologies.



- Attract young professionals with incentives like housing or job placement programs.

## 12. Infrastructure:

- o Potential for improvements in energy, water, and waste management to support new industries despite aging infrastructure. Broadband internet is available to a wide range of homes in Jay, which can be used to attract remote workers.
- o **Growth Strategy:**
  - Pursue funding for infrastructure upgrades, emphasizing local raw materials and new technologies.

## 13. Economic Vision:

- o Cultivating a vibrant economy with good job opportunities and quality of life.
- o **Growth Strategy:**
  - Promote the vision through community meetings, regional partnerships, and marketing campaigns targeting investors and residents, emphasizing Jay's blend of industry, nature, and community life.

# WEAKNESSES

## 1. Workforce Availability

- o **Current Issue:** Shortage of skilled labor hinders growth and affects existing businesses.
- o **Strategy to Strength:**
  - Partner with educational institutions like RSU #73 Adult Ed, Central Maine Technical College, and other community colleges for tailored training programs.
  - Develop apprenticeship and internship programs with local businesses to attract and train young workers.

## 2. Aging Public Infrastructure:

- o **Current Issue:** Old infrastructure leads to inefficiencies and increased maintenance costs.
- o **Strategy to Strength:**
  - Seek state and federal grants for infrastructure upgrades, focusing on energy efficiency and modern utilities.
  - Engage local businesses in public-private partnerships to co-fund infrastructure projects.
  - Use community workdays or volunteer programs to maintain and repair smaller infrastructure elements, promoting community pride.

## 3. Flat Population Growth:

- o **Current Issue:** Lack of population growth leads to a static economy and aging demographic, potentially due to housing shortages.

- **Strategy to Strength:**
  - Highlight Jay's lifestyle benefits, natural beauty, and low cost of living through marketing campaigns to attract new residents.
  - Expand housing options across socio-economic markets by incentivizing new subdivisions and multi-family housing projects.
  - Offer tax breaks or incentives for businesses relocating to Jay, bringing in new workers.

#### 4. **Aging Population**

- **Current Issue:** An aging population strains social services and reduces the workforce.
- **Strategy to Strength:**
  - Develop senior-friendly services like healthcare, transportation, and social activities.
  - Market Jay as a retirement destination, focusing on quality of life to attract retirees with disposable income.
  - Leverage seniors' experience in mentoring programs for youth or community governance.

#### 5. **Lack of Innovation/Entrepreneurship**

- **Current Issue:** Limited innovation hinders economic diversification.
- **Strategy to Strength:**
  - Create a small business incubator or innovation center offering mentorship, funding, and workspace.
  - Host innovation challenges or hackathons to spur local entrepreneurship.
  - Offer classes or workshops on modern business practices, digital marketing, and tech skills.

#### 6. **Lack of Services for Elderly/Vulnerable Populations:**

- **Current Issue:** Insufficient services lower quality of life for these groups.
- **Strategy to Strength:**
  - Partner with local health providers to offer home visits, telehealth, or mobile clinics.
  - Establish volunteer networks to assist with errands and medical appointments.
  - Apply for grants to improve services for elderly and vulnerable populations.

#### 7. **Lack of Large Industries:**

- **Current Issue:** Absence of large employers may cause economic stagnation.
- **Strategy to Strength:**
  - Identify and court industries aligned with Jay's strengths, such as renewable energy and tourism.

- Develop or repurpose areas for industrial use with incentives like tax abatements.
- Support small to medium enterprises (SMEs) with potential for growth.

## 8. **Business-Friendly Environment:**

- **Current Issue:** State and federal regulations may deter new companies.
- **Strategy to Strength:**
  - Streamline local business regulations to simplify starting or expanding businesses.
  - Offer tax incentives, grants, or low-interest loans for local business development.
  - Regularly solicit feedback from businesses to adjust policies and support mechanisms.

## 9. **School System:**

- **Current Issue:** Perceived underperforming schools deter families of professionals.
- **Strategy to Strength:**
  - Invest in extracurricular facilities and programs, focusing on STEM and vocational training.
  - Encourage community participation in schools through volunteering or partnerships.
  - Attract quality educators with competitive salaries and community incentives.

## 10. **Mentality of Not Wanting to Change:**

- **Current Issue:** Resistance to change hinders progress.
- **Strategy to Strength:**
  - Educate residents on the benefits of change while respecting town identity.
  - Involve citizens in planning to ensure their voices are heard, reducing opposition.
  - Highlight past successful changes to build a positive outlook.

## 11. **Lack of Companies Supporting Career Growth:**

- **Current Issue:** Limited career opportunities contribute to brain drain.
- **Strategy to Strength:**
  - Partner with businesses to offer career ladders or professional development programs.
  - Support startups with potential to grow and diversify the business landscape.
  - Host skill development workshops to enhance local workers' value.

## 12. Community Spaces (e.g., YMCA, restaurants, outdoor kids' places):

- **Current Issue:** Insufficient community spaces impact cohesion.
- **Strategy to Strength:**
  - Revitalize existing facilities to serve broader community needs.
  - Encourage local businesses to sponsor or co-develop community areas.

## 13. Lack of Social Activities:

- **Current Issue:** Limited social activities lead to isolation and affect mental health.
- **Strategy to Strength:**
  - Organize community events like festivals, concerts, or sports days.
  - Facilitate the formation of hobby or interest groups.
  - Partner with surrounding towns to share resources for larger, more frequent events.

# OPPORTUNITIES

## 1. Higher Education (certificates, credentials, skilled trades):

- **Leveraging Opportunity:** Partner with institutions like community colleges or the University of Maine System for programs matching local industry needs.
- **Strategy:**
  - Develop certificate programs in high-demand fields like renewable energy, forestry management, or healthcare.
  - Offer adult education classes through RSU 73, focusing on employable skills.
  - Establish apprenticeships with local businesses for hands-on training.

## 2. Recreational Assets:

- **Leveraging Opportunity:** The Androscoggin River and surrounding landscape offer significant recreational potential.
- **Strategy:**
  - Promote eco-tourism through trails, water sports, and winter activities like snowmobiling.
  - Market Jay as a base camp for adventures in Western Maine's mountains or lakes.
  - Host regional sports and outdoor events to stimulate the local economy.

## 3. Agriculture and Forest Products:

- **Leveraging Opportunity:** Rich natural resources support agriculture and forestry.

- **Strategy:**
  - Encourage value-added production, like artisanal wood products or local farming.
  - Support local food initiatives and agrotourism to boost produce sales.

#### 4. **Energy Creation (biomass, hydropower, solar):**

- **Leveraging Opportunity:** Abundant resources enable energy production.
- **Strategy:**
  - Develop alternative energy projects or encourage installations on public buildings.
  - Upgrade or expand hydropower facilities along the Androscoggin River.
  - Explore biomass energy projects using local wood waste.

#### 5. **Tourism:**

- **Leveraging Opportunity:** Jay's natural beauty and small-town charm attract tourists interested in travel.
- **Strategy:**
  - Market Jay as an outdoor destination with accommodations and activities.
  - Develop educational tours on local wildlife and conservation efforts.
  - Promote local crafts, food, and culture to enhance the economic cycle.

#### 6. **Migration:**

- **Leveraging Opportunity:** Attracting new residents can revitalize the community.
- **Strategy:**
  - Promote Jay to remote workers or digital nomads with incentives like housing or tax benefits.
  - Highlight quality of life and access to nature to attract families or retirees.
  - Develop housing to accommodate growth.

#### 7. **Distribution/Logistics/Warehousing:**

- **Leveraging Opportunity:** Jay's location and transportation networks support logistics.
- **Strategy:**
  - Develop or repurpose land for warehousing, targeting goods needing quick distribution.
  - Improve rail and road linkages to establish Jay as a regional logistics hub.

#### 8. **Infrastructure (electricity, waste, water, shipping channels):**

- **Leveraging Opportunity:** Upgrading infrastructure supports industrial expansion.

- **Strategy:**
  - Seek grants or bonds for projects enhancing capacity.
  - Invest in waste-to-energy or water management systems for new industries.

## 9. **Expand Power Production:**

- **Leveraging Opportunity:** Increasing local power production reduces costs and attracts businesses.
- **Strategy:**
  - Incentivize private investment in renewable energy projects.
  - Develop microgrids for energy resilience in industrial zones.
  - Connect companies focusing on technologies like EV, batteries, or recycling to industrial park opportunities.

## 10. **High Energy Use and High-Water Use Industries (data centers, greenhouses):**

- **Leveraging Opportunity:** Jay's resources attract such industries.
- **Strategy:**
  - Market Jay to data centers with low-cost, renewable energy and natural water cooling.
  - Encourage greenhouses for year-round agriculture using local biomass for heating.

## 11. **Energy Storage:**

- **Leveraging Opportunity:** Renewable energy production requires storage solutions.
- **Strategy:**
  - Invest in battery storage or explore pumped hydro storage near local water bodies.

## 12. **RSU 73:**

- **Leveraging Opportunity:** The local school district can serve as a community development hub.
- **Strategy:**
  - Use school facilities for community education, sports, and cultural events outside school hours.
  - Develop programs preparing students for careers in emerging local industries.

## 13. **AI Data Centers:**

- **Leveraging Opportunity:** The rise of AI increases demand for data centers.

- **Strategy:**
  - Attract AI data center businesses with energy solutions, land, and connectivity.
  - Position Jay as a tech-friendly community with incentives for tech companies.

#### 14. **Economic Development Collaboration:**

- **Leveraging Opportunity:** Partnerships with organizations like the Jay, Livermore, Livermore Falls Chamber of Commerce, Greater Franklin Development Council, SBA, and AVCOG enhance opportunities.
- **Strategy:**
  - Connect and leverage relationships with partner organizations to bring opportunities to Jay.

## THREATS

### 1. **AI:**

- **Threat:** AI could disrupt traditional jobs, particularly in service sectors.
- **Mitigation:**
  - Implement programs teaching AI literacy and tech-related skills.
  - Promote local tech startups or innovation hubs to enhance industries with AI.

### 2. **Lack of Rural Planning and Growth Planning:**

- **Threat:** Without strategic planning, Jay may miss development opportunities or face haphazard growth.
- **Mitigation:**
  - Develop a long-term community plan with stakeholder input.
  - Collaborate with neighboring towns and regional planning commissions.

### 3. **Retention of Youth:**

- **Threat:** Young people leaving for better opportunities causes brain drain.
- **Mitigation:**
  - Focus on industries appealing to younger demographics, like technology or tourism.
  - Engage youth in community decision-making and provide leadership roles.
  - Support opportunities for positive spaces for teenagers.

### 4. **Weak Economy:**

- **Threat:** A weak local economy leads to high unemployment and low-income



levels.

- **Mitigation:**
  - Attract new industries, particularly manufacturing or tech sectors.
  - Offer tax incentives or grants for local entrepreneurs and small businesses.

## **5. Business Resilience:**

- **Threat:** Small businesses struggle with economic fluctuations or lack of support.
- **Mitigation:**
  - Establish a local business development center offering consultancy, marketing, and financial advice.
  - Provide workshops on adapting to market changes, including digital transformation.

## **6. Culture Clash:**

- **Threat:** New residents or projects may cause social friction.
- **Mitigation:**
  - Foster community events mixing old and new residents to share heritage.
  - Ensure community projects consider diverse views to prevent alienation.

## **7. Housing Availability:**

- **Threat:** Limited housing deters population growth.
- **Mitigation:**
  - Encourage construction of varied housing types, including affordable options.

## **8. Access to Capital:**

- **Threat:** Lack of capital hinders business and project growth.
- **Mitigation:**
  - Work with local credit unions or banks for special loans or grants.
  - Support local crowdfunding platforms for community projects.
  - Work with AVCOG to seek grant opportunities.

## **9. Town Mil-Rate:**

- **Threat:** High property taxes discourage business and residential growth.
- **Mitigation:**
  - Offer tax programs available through the State of Maine.
  - Review town spending for fiscal efficiency.

#### **10. Mentality of Not Wanting to Change:**

- **Threat:** Resistance to change stagnates growth or modernization.
- **Mitigation:**
  - Educate on change benefits while respecting historical elements.
  - Implement changes incrementally to ease community transition.

#### **11. Not in My Back Yard (NIMBY):**

- **Threat:** Opposition to developments hinders progress.
- **Mitigation:**
  - Explain project benefits transparently and involve residents in planning.

#### **12. No Social Activities:**

- **Threat:** Lack of social activities reduces community cohesion and attractiveness.
- **Mitigation:**
  - Schedule regular community events, clubs, or sports leagues.
  - Invest in spaces for social gatherings.

#### **13. Not Prepared to Grow:**

- **Threat:** Lack of readiness leads to infrastructure or service overload.
- **Mitigation:**
  - Anticipate growth areas and plan for infrastructure scaling.
  - Ensure resources like water, energy, and services can handle demand.

#### **14. Lack of Planning/Budgeting:**

- **Threat:** Poor financial planning leads to fiscal crises or inability to fund growth.
- **Mitigation:**
  - Develop multi-year budgets accounting for growth and emergencies.
  - Engage the community in budget discussions to align expectations.

# GOALS, POLICIES & ACTION STRATEGIES FOR THE ECONOMY IN JAY

## STATE OF MAINE GOAL

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

## TOWN OF JAY GOALS

1. **Enhance Transportation Infrastructure:**
  - Develop logistics hubs and improve road, rail, and water transport to establish Jay as a regional distribution center.
2. **Revitalize Manufacturing:**
  - Diversify to include high-tech manufacturing, encouraging innovation through research partnerships.
3. **Boost Tourism:**
  - Promote Jay as an outdoor adventure tourism destination by enhancing natural attractions, hosting festivals, and developing infrastructure.
4. **Leverage Natural Assets:**
  - Expand forestry and energy sectors, particularly hydropower, while promoting outdoor tourism.
5. **Improve Healthcare Services:**
  - Collaborate with nearby facilities for local healthcare solutions and explore health tourism opportunities.
6. **Strengthen Educational Ties:**
  - Forge partnerships with universities for educational and research programs benefiting the community and students.
7. **Foster Community Engagement:**
  - Revitalize downtown areas, support local businesses, and enhance community spaces to build a vibrant community brand.
8. **Promote Workforce Development and Innovation:**
  - Establish continuous learning and innovation centers to attract and retain young professionals, focusing on technology and entrepreneurship.
9. **Upgrade Public Infrastructure:**
  - Invest in upgrades to electricity, waste, water, and transportation infrastructure.
  - Digitize payment systems for taxes, water, and sewer.
  - Streamline government services for efficiency.
10. **Support Economic Diversification:**
  - Attract diverse industries to mitigate economic risks and create well-paying jobs.

11. **Address Demographic Challenges:**
  - Implement strategies for youth retention, attract new residents with migration incentives, and cater to an aging population with tailored services.
12. **Enhance Business Environment:**
  - Simplify regulations, provide financial incentives (e.g., TIF programs), and engage the business community to foster a business-friendly environment.
13. **Improve Quality of Education:**
  - Invest in educational facilities and programs to attract families, ensuring competitive, community-integrated schools.
14. **Promote Cultural and Social Activities:**
  - Develop heritage programs and social events to enrich community life and reduce isolation.
15. **Mitigate Threats from Technological Changes:**
  - Prepare for AI and technological disruptions by educating the workforce and encouraging local tech innovation.

## **STATE OF MAINE POLICIES**

1. Support economic development activities desired by the community, reflecting Jay's role in the region.
2. To make financial commitments, if necessary, to support desired economic development, including public improvements.
3. To coordinate with regional development corporations and surrounding towns to support economic development goals.

## **STATE OF MAINE STRATEGIES**

1. If appropriate, assign responsibility and provide financial support for economic development activities to the proper entity (e.g., a local economic development committee, a local representative to a regional economic development organization, the community's economic development director, a regional economic development initiative, or other).

**Responsibility:** Planning Board, Code Enforcement Officer

**Time Frame:** Short-Term & Ongoing

2. Enact or amend local ordinances to reflect the desired scale, design, intensity, and location of future economic development.

**Responsibility:** Ordinance Committee, Planning Board

**Time Frame:** Short-Term & Ongoing

3. If public investments are foreseen to support economic development, identify the mechanisms to be considered to finance them (local tax dollars, creating a tax increment financing district, a Community Development Block Grant or other grants, bonding, impact fees, etc.)

**Responsibility:** Select Board, Town Manager, JLLF Chamber of Commerce

**Time Frame:** Long-Term & Ongoing

4. Participate in any regional economic development planning efforts.

**Responsibility:** Comprehensive Plan Implementation Committee, Planning Board

**Time Frame:** Long-Term & Ongoing

# HOUSING IN JAY

## DATA RELIABILITY

The data contained within the comprehensive plan consists of figures reported by the United States Census Bureau in the 2023 American Community Survey (ACS) 5-Year Estimates and the 2020 Decennial Census. It should be noted that the 5-Year Estimates often have a large margin of error due to the small size of the sample subset. This creates less reliable data, especially for small geographic areas. It is important to keep in mind that **all ACS data are estimates** and that the data contained within the 2023 ACS 5-Year Estimates should be interpreted through the lens of an estimate. It should also be noted that **the accuracy of the 2020 Decennial Census may have been affected by the Covid-19 Pandemic.**

## FINDINGS AND CONCLUSIONS

- There were 2,171 homes in Jay in 2023. The housing stock decreased by 6 units, or 0.4%, between 2010 and 2020. Jay is not expected to need additional housing units over the next decade, as population size is decreasing.
- 52.9% of the housing stock in Jay was built prior to 1980. It was estimated that 18.2% of the housing stock was built before 1940.
- In 2023, 62.1% of households in Jay were unable to afford the median home price. The yearly median income needed to afford a home at the median price in Jay was \$84,863 in 2023, while the median income earned was only \$69,695. Housing at more affordable rates is needed to accommodate Jay's population.

## INTRODUCTION

Housing characteristics within a community are an important metric in understanding current community characteristics and projecting future needs. The overall availability of housing for rent and for sale is an important indicator of a housing market's ability to welcome new households and support existing residents. As such, the documentation of housing growth trends, availability, affordability and condition are important considerations for future planning. The analysis in this section will allow decisions to be reached concerning the need for additional housing, improvement of existing housing, ways in which to keep housing affordable, and the need for a mixture of housing types to accommodate the existing and future needs of the citizens of Jay.

## CONDITIONS & TRENDS

### HOUSING UNITS

The number of housing units in Jay, Franklin County, and all surrounding communities increased slightly between 2000 and 2010. The number of housing units in Jay increased by 97 units, or 4.5%, between 2000 and 2010, and in Franklin County by 2,550 units, or 13.3%.

Between 2010 and 2020, there was a small decline in the number of units in Jay and all surrounding communities, aside from Livermore, which saw an increase in housing units by 2.1%. The largest decrease in housing units between 2010 and 2020 was in Chesterville. The housing stock in Chesterville decreased by 57 units between 2010 and 2020, or by 7.3%. Dixfield also showed a decrease in housing stock between 2010 and 2020, with a reduction of 54 units, or by 4.6%. In Jay, the housing stock decreased by 6 units, or 0.4%. The slowdown in housing growth was the result of increasing costs of construction, decrease in workforce skilled in building, and high interest rates.

Both population size and housing stock have decreased slightly in Jay over time. Population trends provided by the Maine State Economist indicate little change to the population size in Jay over the next ten years, with eventual decreases.

In some years, the population size in Franklin County increased while housing stock remained the same, leaving a gap in the number of housing units needed to accommodate the population. The State of Maine Housing Needs Production Study of 2023 identified that Franklin County has a historic underproduction of 900 units. The Study estimates future need for housing units in Franklin County at a low of 820 units and a high of 1,100 units. The combined annual production needed to account for both historic underproduction and future need in Franklin County is estimated at a low of 1,720 units and a high of 2,000 units. The need for housing units in Franklin County could lead to potential in-migration to Jay as the population seeks suitable housing. The availability of land and vacant dwellings units that currently exist in Jay could accommodate potential increases in population size should additional economic opportunities draw new residents to Jay.

NUMBER OF HOUSING UNITS 2000-2020				
	2000	2010	2020	% Change 2010-2020
JAY	2,155	2,252	2,246	-0.4%
LIVERMORE FALLS	1,503	1,534	1,494	-2.6%
LIVERMORE	1,066	1,127	1,151	2.1%
WILTON	1,882	2,025	1,971	-2.7%
CHESTERVILLE	684	779	722	-7.3%
FARMINGTON	3,048	3,441	3,435	-0.2%
DIXFIELD	1,116	1,180	1,126	-4.6%
FRANKLIN COUNTY	19,159	21,709	20,856	-3.9%

Source: U.S. Census Bureau Table H1

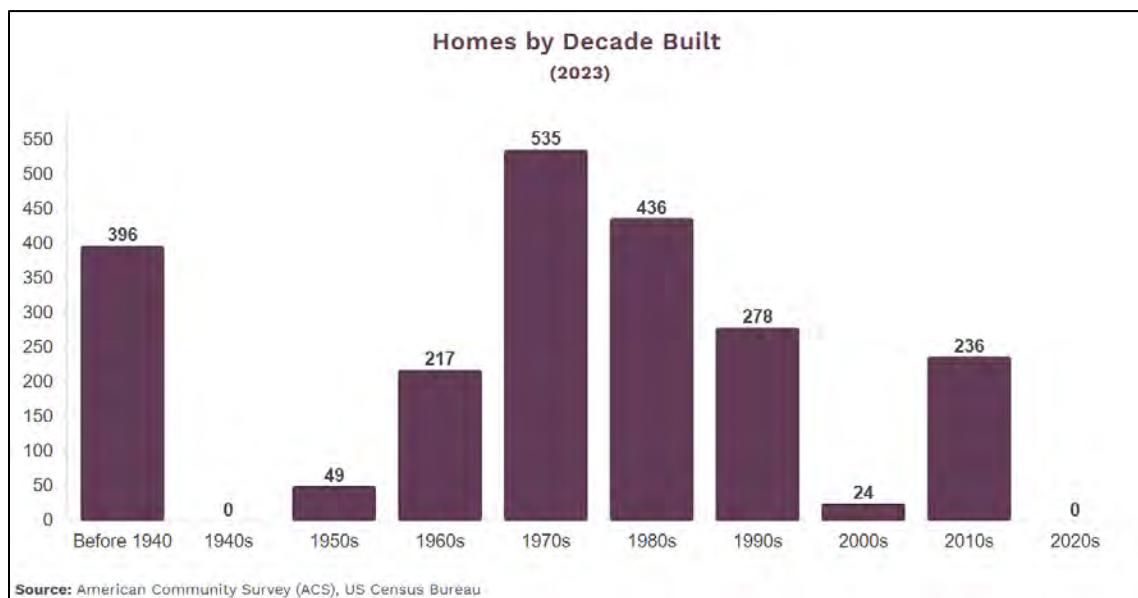
## AGE OF HOUSING STOCK

Changes in local and regional employment opportunities have affected housing needs throughout Franklin County. The closure of various mills in Franklin County resulted in the need to travel further distances to work, often leading to a decrease in property values and an increase in housing vacancies. Because of this, housing stock in former mill towns often falls into disrepair, while housing stock in service centers sees increases in demand and investment.



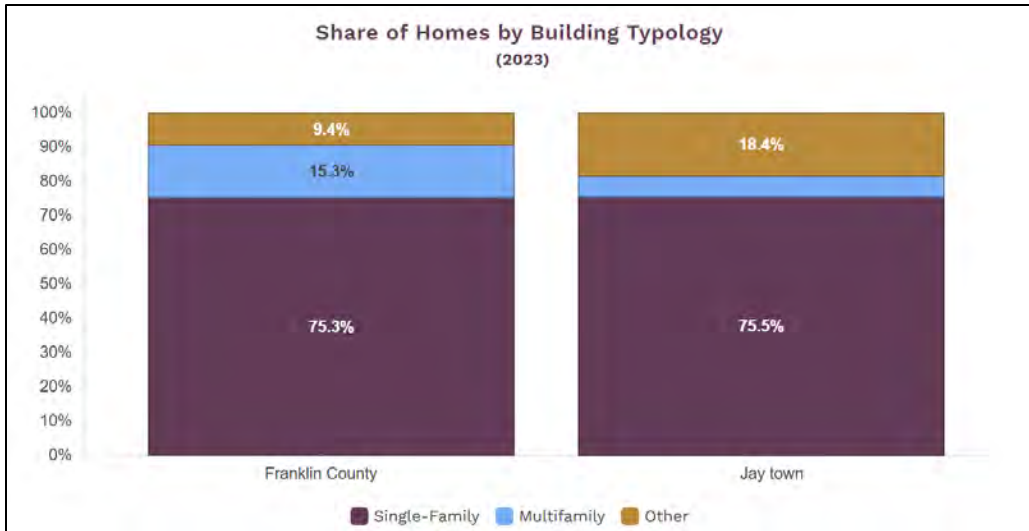
One indicator of the overall physical condition of a community's housing stock can be its age. However, caution must be exercised when age is considered as an indicator of physical condition. Many of Jay's older homes are in excellent condition and are considered assets to the community.

According to the 2023 American Community Survey 5-Year Estimates, there were 2,171 homes in Jay in 2023. Most of the homes in Jay were built before the 1940's (18.2%), in the 1970's (24.6%), or in the 1980's (20%), as seen in the chart below. Between 2000 and 2009, 24 homes (1%) were built in Jay, and between 2010 and 2019, 236 homes (11%) were built. According to the 2023 American Community Survey 5-Year Estimates, there were no housing units built in Jay in the 2020s. Due to the fact that Jay does not track building permits, it is difficult to verify if this figure is accurate.



## HOUSING TYPES

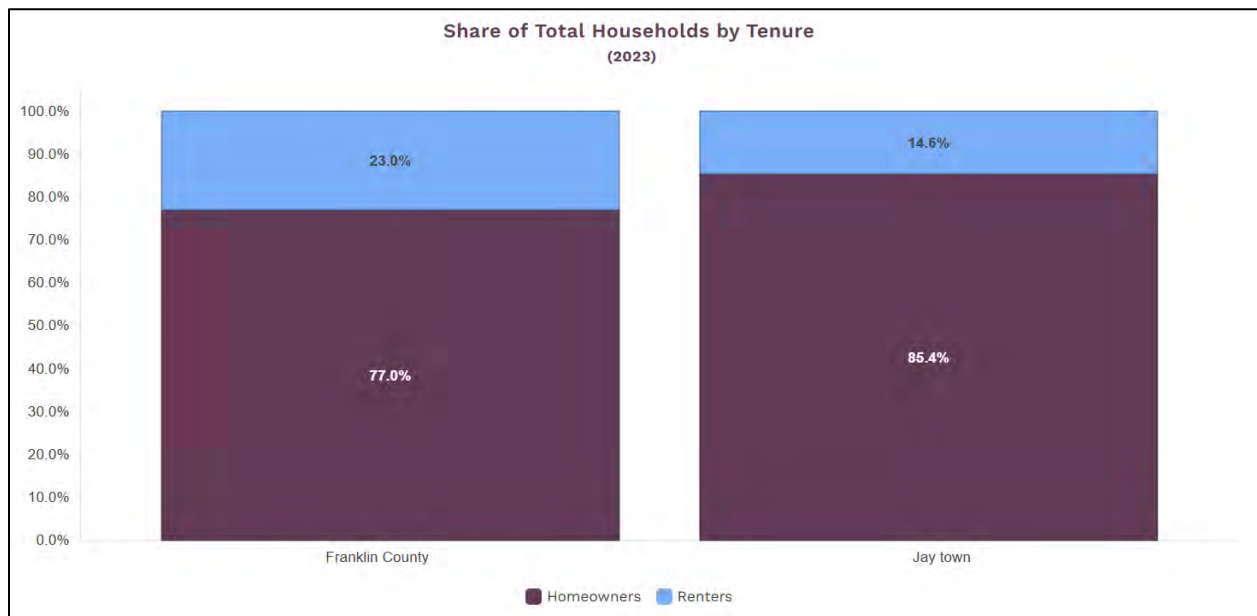
Single family housing made up the largest share of housing in Jay in 2023 (75.4%, or 1,638 homes). Other housing typologies (not multifamily or single family) were next with 400 homes (18.4%). The number of homes in multifamily buildings (2+ units) decreased by 149 homes in Jay between 2013 and 2023, according to 2023 American Community Survey 5-Year Estimates.



Source: U.S. Census Bureau, MaineHousing & American Community Survey Estimates (ACS) 2023

## HOUSING OCCUPANCY CHARACTERISTICS

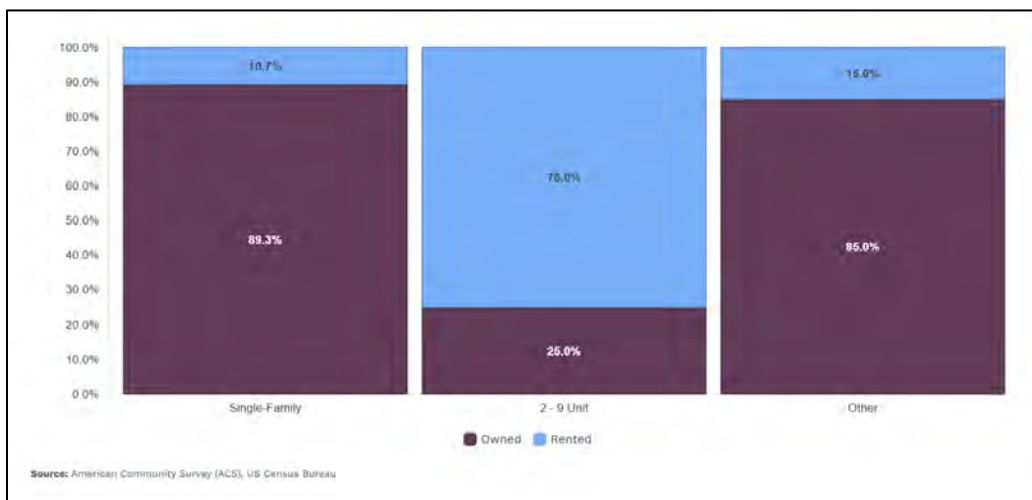
According to the American Community Survey Estimates, there were 2,024 occupied housing units and 147 vacant housing units in Jay in 2023. Of these 2,024 occupied housing units, 85% were owner-occupied and 15% were renter-occupied. In Franklin County, rental occupancy rates were higher, with 77% of occupied housing units being owner-occupied and 23% renter occupied.



Source: U.S. Census Bureau, MaineHousing & American Community Survey Estimates (ACS) 2023

Occupancy by housing type is indicative of the needs of owners versus renters regarding house size and type. Of the 1,528 total single-family homes in Jay in 2023, 11% were renter-occupied, and 89% were owner-occupied. For multi-family units, rental occupancy rates were higher than owner occupancy rates, with 75% being renter-occupied and 25% being owner-occupied. For other housing types, rental occupancy rates were higher than owner occupancy rates, with 15% being renter-occupied and 85% being owner-occupied.

### HOUSING TYPE BY TENURE



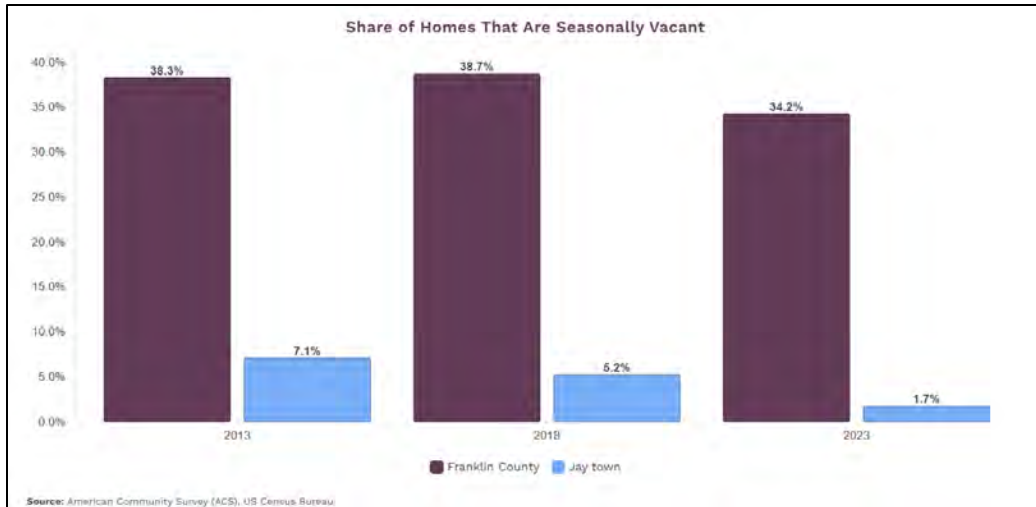
### VACANT HOUSING

When determining the share of housing stock available for new renters and owners, only homes that are 'for rent' and 'for sale' can be occupied by new renters and owners. While 147 homes were vacant in Jay in 2023, none of these homes were listed as vacant and for rent or vacant and for sale. 25.2% of all vacant homes were for seasonal use, in which the home is unoccupied most of the year. The vacant and available home rate decreased by 1.8% between 2013 to 2023.

### SEASONAL HOUSING

Housing that is seasonally vacant can make up a substantial part of some markets, particularly in vacation destinations. In Jay, 25.2% of vacant homes, and 1.7% of all homes, were vacant for seasonal use in 2023, meaning they were reported as being vacant for seasonal, recreational, or occasional use. The seasonal vacancy rate has decreased since 2013, when 7.1% of all homes were seasonally vacant, as seen below.

These figures are significantly lower than those of Franklin County, where 34.2% of all homes were seasonally vacant in 2023 and 38.3% were seasonally vacant in 2013. This indicates that seasonal populations do not affect the housing landscape in a large way in Jay. There will be no additional units required to accommodate the seasonal population.



## HOUSING AFFORDABILITY

In simple terms, a home or rent is affordable if a person or family earns enough money to pay for the monthly cost for decent, safe and sanitary housing, and have sufficient money left over to pay for other living necessities. A household is considered “cost burdened” when 30% or more of the monthly household income is spent on housing costs. For owned units, this includes principle, interest, taxes and insurance. For renters, this includes rent and utilities.

According to Title 30-A M.R.S.A. §4301 Definitions, “Affordable housing” means a decent, safe and sanitary dwelling, apartment or other living accommodation for a household whose income does not exceed 80% of the area median income (AMI), as defined by the United State Department of Housing and Urban Development (HUD). For a 3-person household in Jay, 80% of the AMI in Jay is \$54,640, as seen in the table below.

Area Median Income by Household Size (2023)							
AMI	1	2	3	4	5	6	7
<b>100% (Median)</b>	\$53,100	\$60,700	\$68,300	\$75,800	\$81,900	\$88,000	\$94,000
<b>30%</b>	\$15,930	\$18,210	\$20,490	\$22,740	\$24,570	\$26,400	\$28,200
<b>50%</b>	\$26,550	\$30,350	\$34,150	\$37,900	\$40,950	\$44,000	\$47,000
<b>60%</b>	\$31,860	\$36,420	\$40,980	\$45,480	\$49,140	\$52,800	\$56,400
<b>80%</b>	\$42,480	\$48,560	\$54,640	\$60,640	\$65,520	\$70,400	\$75,200

Source: US Department of Housing and Urban Development (HUD)

Workforce housing can mean almost any type of housing, but it is always affordable. It is intended to appeal to key members of the workforce including but not limited to teachers, office workers, factory workers, police officers and hospital staff. Workforce housing is in or near employment centers rather than in distant rural sprawl locations in efforts to reduce travel to employment locations and to connect the workforce with available services.

Changes in local and regional employment opportunities have affected housing needs throughout Franklin County. The closure of many mills resulted in an increased need to travel further distances to find work. As a result of this, housing stock in former mill towns remained consistent, sometimes falling into disrepair, while housing in service centers faced increasing demand and price.

## **HOMEOWNERSHIP AFFORDABILITY INDEX**

The Maine State Housing Authority Homeownership Affordability Index is the ratio of Home Price Affordable at Median Income to Median Home Price. An index greater than one means that the median value home is affordable to median income households; an index less than one means that the median value home is unaffordable for median income households. Median income in this Affordability Index is configured from a variety of Maine sources in addition to the census. This causes variation from the reported median income figure in the American Community Survey.

The Affordability Index in Jay was greater than one from 2000 to 2021. Between 2021 and 2022, the median home price in Jay increased from \$177,250 to \$220,000, while the median income went from \$59,854 to \$63,466. This means that while median home price increased by 24%, median income only increased by 6%, causing housing costs to become unaffordable. As of 2023, 62.1% of households are unable to afford the median home price in Jay. Housing offered at a price that is affordable to those earning the median income will be necessary to meet the needs of the citizens of Jay.



## HOMEOWNERSHIP AFFORDABILITY INDEX IN JAY 2000-2023

County Name	Name	Year	Index	Median Home Price	Median Income	Income Needed to Afford Median Home Price - Annual	Home Price Affordable to Median Income	Households Unable to Afford Median Home (%)	Total Households	Percentage of Homes Sold Unaffordable at Median Income	Total Homes Sold
Franklin	Jay	2023	0.82	\$225,000	\$69,694	\$84,863	\$184,782	62.1%	2,043	80.0%	40
		2022	0.86	\$220,000	\$63,466	\$73,850	\$189,065	59.7%	1,942	66.0%	53
		2021	1.23	\$177,250	\$59,854	\$48,860	\$217,134	39.5%	1,939	28.4%	81
		2020	1.40	\$147,000	\$61,223	\$43,602	\$206,406	35.8%	1,909	14.5%	55
		2019	1.45	\$125,000	\$57,558	\$39,607	\$181,655	35.7%	1,916	13.8%	58
		2018	1.53	\$118,750	\$58,599	\$38,243	\$181,960	31.4%	1,925	14.0%	50
		2017	2.02	\$90,000	\$53,825	\$26,612	\$182,034	16.6%	1,941	4.9%	61
		2016	1.90	\$98,500	\$53,837	\$28,393	\$186,771	20.0%	1,948	4.0%	50
		2015	1.88	\$90,100	\$47,453	\$25,246	\$169,357	20.0%	1,968	11.6%	43
		2014	1.59	\$111,000	\$49,935	\$31,329	\$176,919	27.5%	1,997	17.5%	40
		2013	1.22	\$106,000	\$37,802	\$31,014	\$129,201	38.6%	2,004	28.6%	28
		2012	2.19	\$72,000	\$45,036	\$20,528	\$157,956	20.9%	2,067	17.4%	23
		2011	1.60	\$96,500	\$44,796	\$28,047	\$154,128	30.6%	1,986	11.1%	27
		2010	1.16	\$129,750	\$50,060	\$43,250	\$150,182	43.1%	1,978	25.0%	20
		2009	1.84	\$80,000	\$49,134	\$26,666	\$147,404	25.6%	2,005	20.0%	20
		2008	1.59	\$92,000	\$48,090	\$30,157	\$146,708	30.4%	2,027	4.5%	22
		2007	1.11	\$130,000	\$47,423	\$42,613	\$144,673	44.3%	2,053	21.6%	37
		2006	1.47	\$94,250	\$45,442	\$30,895	\$138,630	33.2%	2,054	20.6%	34
		2005	1.37	\$96,000	\$43,843	\$32,000	\$131,530	35.7%	2,076	24.3%	37
		2004	1.41	\$87,750	\$42,215	\$29,931	\$123,763	34.8%	2,073	37.9%	58
		2003	1.23	\$93,900	\$39,500	\$32,053	\$115,716	40.2%	2,058	24.1%	29
		2002	1.71	\$59,500	\$35,990	\$21,108	\$101,451	37.0%	2,060	22.9%	35
		2001	1.25	\$83,500	\$38,286	\$30,558	\$104,617	50.3%	1,903	22.7%	22
		2000	1.39	\$72,250	\$36,746	\$26,406	\$100,541	45.7%	2,181	20.0%	25

Source: Maine State Housing Authority

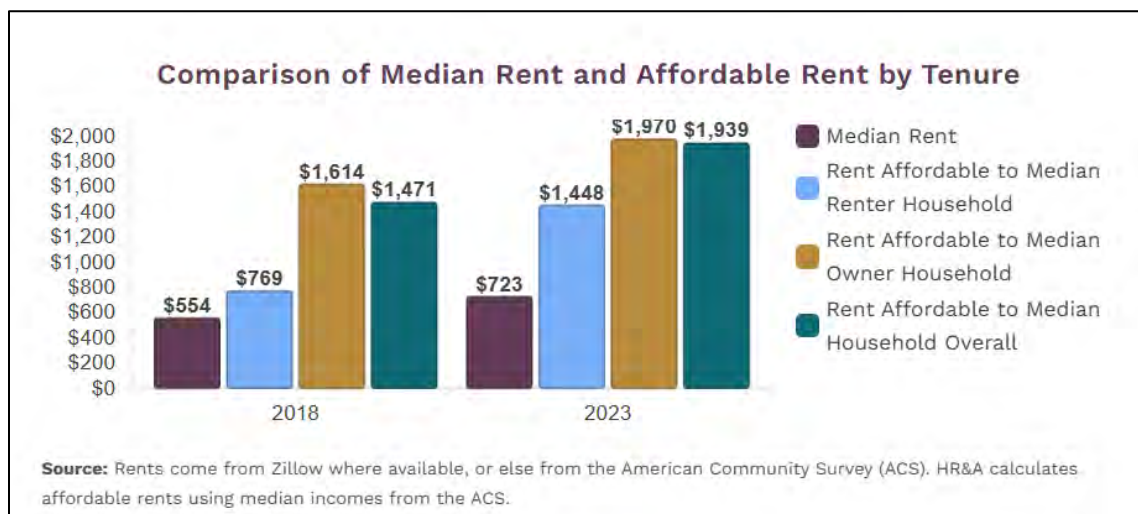
As of 2023, 62.1% of households in Jay were unable to afford the median home price. The yearly median income needed to afford a home at the median price in Jay was \$84,863, while the median income earned was only \$69,694, according to figures provided by the Maine State Housing Authority. As a result, additional housing that is affordable to those earning less than or equal to the median income will be necessary to meet the projected needs of the community in Jay. Though, the homeownership affordability index shows that housing prices in Jay were more affordable than in some adjacent areas. In 2023, Jay had an affordability index of 0.82 and Wilton had an affordability index of 0.87, while Livermore Falls had an affordability index of 0.77. The affordability index for all of Franklin County was 0.68 in 2023, as seen in the table below.

2023 - MEASURE	FRANKLIN COUNTY	JAY	LIVERMORE FALLS	WILTON
Homeownership Affordability Index	0.68	0.82	0.77	0.87
Median Home Price	\$250,000	\$225,000	\$164,000	\$180,000
Median Income	\$61,202	\$69,695	\$44,391	\$58,613
Yearly Income Needed to Afford Median Home Price	\$90,535	\$84,863	\$57,582	\$67,614
Home Price Affordable to Median Income	\$169,001	\$184,782	\$126,431	\$156,037
Total Number Households	12,931	2,043	1,331	1,632
Households Unable to Afford Median Home Price	68.9%	62.1%	62.0%	57%
% of Homes Sold Unaffordable at Median Income	76.1%	80.0%	80.0%	63%
Total Homes Sold	360	40	50	46

Source: Maine State Housing Authority

## RENTAL HOUSING AFFORDABILITY

Rental housing is important in meeting the needs of affordable, workforce and elderly housing. In 2023, the rent affordable to renters earning a median income in Jay was \$1,448. In comparison, the median rent was \$723. 10% of renters spent 50% or more of their income on housing, meaning they were severely cost-burdened. In total, the overall cost burden rate in Jay was 10% of all renters.



The largest share of rental homes in Jay required a minimum household income between 31-50% AMI to afford rent, with 70 homes (32%) affordable at this AMI level. The next largest rental affordability bands were the 51-60% AMI range (50 homes, or 23%), followed by the 0-30% AMI range (43 homes, or 20%). A common eligibility metric for housing assistance is an income at 60% AMI. In 2023, 74% of rental homes in Jay (163 units) were affordable to households earning less than 60% AMI.

## REGIONAL AFFORDABLE HOUSING

There are currently no regional affordable housing coalitions serving Jay. The Greater Franklin Economic and Development Council is a nonprofit organization that receives funding annually through private businesses and investors, including financial institutions. Greater Franklin Development Council provides municipal assistance with Tax Increment Financing and guidance on attainable housing. The Maine Affordable Housing Coalition (MAHC) is a statewide organization focused on creating and preserving affordable housing statewide through collaborations with local organizations.

## SUBSIDIZED HOUSING

Even in healthy housing markets, some households will require assistance to afford market-rate rents because they do not have incomes or their incomes are too low. Subsidized housing is for low-income households, the elderly and the disabled. The tenant pays no more than 30% of their monthly income toward rent; HUD (Housing and Urban Development) pays the remaining amount.



Rent Restricted means rents are typically based on a specified percentage of the median income for the area. Income limits are restricted.

The Section 515 multifamily loan program has been a critical source of funding for affordable rental homes in rural parts of Maine. The U.S. Department of Agriculture (USDA) Rural Development (RD) office provided Section 515 to underwrite the costs of construction and renovation of affordable homes in rural areas, in exchange for deed-restricted affordability for the term of the mortgage. As of December 31, 2024, there were 2 rental properties in Jay supported by the Section 515 program. Jay's Section 515 properties had 78 affordable rental homes, of which 73 received additional rental assistance, meaning Section 515 supported about 26% of all rental homes in Jay. Subsidized housing in Jay can be seen in the table provided by the Maine State Housing Authority below.

### SUBSIDIZED HOUSING UNITS IN JAY

Property Name and Address	Housing Type		Units	Type of Assistance <sup>1</sup>		Contact Information
	Elderly			Income Based Rent	Restricted Unit	
	55 and older	62 and older With Disabilities				
	Family/All					
Jay						
Jay Elderly Housing 17 Lavoie Street	•	•	44 units 1, 2 br	•	Madison Avenue Associates (207) 743-7961	
Jay Hill Family 446 Main Street			34 units 1, 2 br	•	Madison Avenue Associates (207) 743-7961	

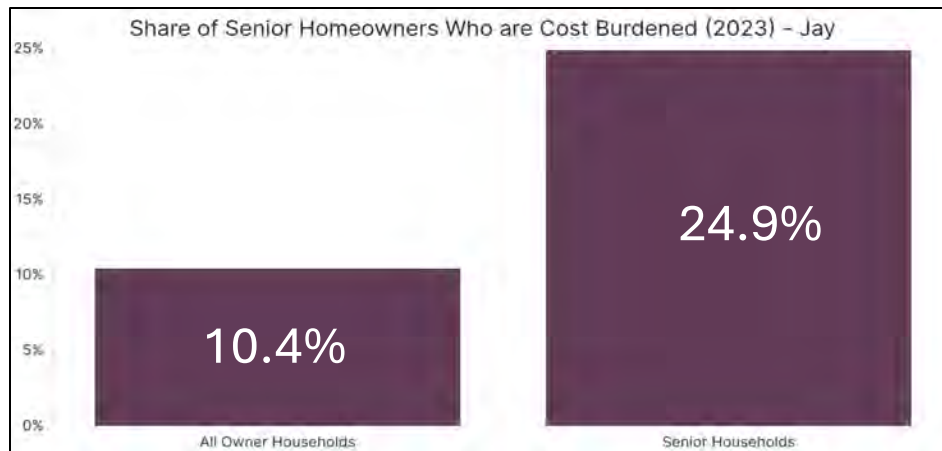
Data Source: Maine State Housing Authority

### COST BURDENED HOUSEHOLDS

The overall cost burden rate for homeowners in Jay fell by 5.4% between 2018 (15.9%) and 2023 (10.4%). However, in 2023, 5.6% of homeowners in Jay spent 30-49% of their income on housing, meaning they were cost burdened, while an additional 4.8% of homeowners spent 50% or more of their income on housing meaning they were severely cost-burdened.

In total, the overall cost burden rate in Jay was 10.4% of all homeowners in 2023. For the population aged 65 and older, 24.9% were reported as cost burdened. Those aged 65 and older often have a set income, which creates additional hardship when attaining housing. Subsidized housing plays a crucial role in providing safe and stable housing for vulnerable populations, including seniors and people with disabilities.

As the population in Jay continues to age, additional affordable and subsidized housing will be necessary to accommodate the population. Subsidized housing helps bridge the gap between income and rising housing costs, preventing housing insecurity and instability.



Source: Maine State Housing Authority

## TOWN REGULATION OF DEVELOPMENT

In 2012, the State of Maine adopted the Maine Uniform Building and Energy Code (MUBEC). As a result, towns with a population greater than 4,000, including Jay, were required to enforce these Codes. All buildings in Jay must be constructed in compliance with MUBEC. The citizens of Jay voted not to require building permits and Town inspections for new residential dwelling units. Therefore, compliance inspections are not performed by the Town. It is the responsibility of the property owner to contract with a licensed Third-Party Inspector to conduct all inspections required under the Code.

Before a Certificate of Occupancy may be issued for any new building, addition, renovation, etc. an inspection report prepared by a State certified Third Party Inspector must be submitted to the Town verifying compliance with MUBEC. There is no minimum lot size requirement in areas served by public sewer. The minimum lot size in areas that are not served by public sewer is 20,000, in accordance with Maine's Subsurface Wastewater Disposal Rules.

The Town's Floodplain Ordinance regulates the flood areas around the Androscoggin River, Seven Mile Stream, and Parker Pond. Work in a floodplain area may require a permit from the Town. Most land uses within 250 of Maine's rivers, wetlands, lakes, and within 75 feet of certain streams are subject to the regulations of Maine's Mandatory Shoreland Zoning Act, and work in these areas may require a permit. The shoreland zone in Jay includes areas around the Androscoggin River, Seven Mile Stream, Parker Pond, and other wetland areas.

Jay reviewed existing ordinances for compliance with the mandatory provisions of Title 30-A M.R.S.A. §4364, §4364-A & §4364-B upon their passage. As a result, Jay adopted Chapter 15 Town-Wide Residential Land Use Standards in Jay's Environmental Control and Improvement Ordinance to allow for increased housing density in designated growth areas, a density bonus for affordable housing developments, and an accessory dwelling unit on the same lot as a single-family dwelling.

Jay will continue to enforce minimal land use regulations in efforts to facilitate the creation of additional housing.

## **FUTURE HOUSING DEMAND**

Future population and the characteristics of the existing housing stock are major factors in identifying future housing demands. Adequate housing is of the utmost importance in supporting economic growth. This element of the comprehensive plan identifies the need for additional housing over the next ten years. As with any projection or estimation, unforeseen influences can greatly impact the validity of the projection.

In the 2011 Comprehensive Plan, it was projected that Jay's population would decline to 4,600 by the year 2020. The US Census Bureau reported an actual population size of 4,620 in the 2020 Decennial Census. The population projections provided by the Maine State Economist project the population in Jay to remain nearly the same by 2030, with an estimated 4,612 people. By 2040, it is projected that the population will decline slightly to 4,499. This plateau, and eventual decrease, in population is predominately due to low birth rates and an aging population, with 22.5% of the population being aged 65 or older in Jay, according to the 2023 ACS 5-Year Estimates.

Based upon an average household size of 2.29 persons, as reported in the 2023 ACS 5-Year Estimates, with a population projected at 4,612 people in 2030, Jay would need 2,014 housing units to accommodate the population in 2030. The 2023 ACS 5-Year Estimates reported 2,171 housing units in Jay in 2023, indicating that there will not be a demand for additional housing units over the next 10 years.

Due to the increasing utilization of remote work options, commuting time has become less important in relation to housing, as people can live further from their place of work than they could ten years ago. As a result, the housing pressures that started within service centers where jobs were available now continue to sprawl towards rural areas as employees are able to work from home. Changing housing consumer needs, the replacement of aging housing stock, and historic underproduction of housing in Franklin County may influence people to move to Jay, which could result in additional need for housing.

Of Jay's 78 affordable rental homes assisted by Section 515, 44 homes (56%) are set to exit the program by 2030, while 34 additional homes (44%) with longer terms are eligible to exit early. This means that 100% of Section 515 homes are at the highest levels of risk of losing affordability. Unfortunately, none of the Section 515 rental homes in Jay have had their affordability preserved as of early 2025. Existing affordable rental homes will need to be preserved and expanded upon to meet the needs of the citizens of Jay.

## **PUBLIC INPUT**

The public survey received the following responses in relation to Housing:

## **1) AFFORDABLE HOUSING CONCERNS**

Many residents express the need for more affordable housing, but there's a clear desire for careful implementation. Some want to see affordable housing with proper upkeep, emphasizing quality over quantity. There's also a concern that poorly maintained affordable housing can lower property values and attract undesirable elements.

## **2) PROPERTY AND NEIGHBORHOOD MAINTENANCE**

A significant number of responses focus on the need to clean up neglected properties, particularly along Main Street. There's a call for the town to enforce codes and ensure that properties are well-maintained to prevent the spread of unsightly and hazardous conditions.

## **3) REDEVELOPMENT AND REPURPOSING OF EXISTING PROPERTIES**

There's a desire to make better use of existing vacant buildings, especially along Main Street. Some suggest repurposing these spaces for new businesses, rather than adding more retail or cannabis stores, and revitalizing the town's appearance and economy.

## **4) HOUSING AFFORDABILITY VS. QUALITY**

While there is support for affordable housing, there is also caution about its potential impact on property values and the town's aesthetics. Residents call for responsible development that avoids over-saturation of low-income housing or low-quality apartments, and there is concern about the condition of rental properties.

## **5) DETERIORATING AREAS AND COMMUNITY PRIDE**

The state of Jay, especially areas on Route 140, are frequently criticized. Many feel that the town's appearance detracts from the community's pride and that significant investments are needed to restore dilapidated buildings and improve the overall aesthetic appeal.

## **6) ECONOMIC DEVELOPMENT AND JOB OPPORTUNITIES**

There is an underlying desire for the town to attract new businesses that can provide employment opportunities. However, many also recognize that Jay may not be able to rely on large employers to bring in new jobs, and therefore, need to focus on smaller-scale investments and improvements.

## **7) DIVERSITY**

One response raises concerns about how housing development might affect community diversity, questioning whether efforts to attract affordable housing would be inclusive and welcoming to diverse groups.

In summary, public comment revolves around finding a balance between improving housing availability, maintaining property standards, and revitalizing the town's infrastructure and aesthetics. Residents are looking for a cleaner, more vibrant, and welcoming community, with a strong focus on responsible growth and careful attention to preserving the quality of life for all.

# GOALS, POLICIES & ACTION STRATEGIES FOR HOUSING IN JAY

## STATE OF MAINE GOAL

To encourage and promote affordable, decent housing opportunities for all Maine citizens.

## STATE OF MAINE POLICIES

1. To encourage and promote adequate workforce housing to support the community's and region's economic development.
2. To ensure that land use controls encourage the development of quality affordable housing, including rental housing.
3. To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.

## STATE OF MAINE STRATEGIES

1. Maintain, enact or amend land use regulations in growth areas to increase density, decrease lot size, setbacks and road widths, or provide incentives such as density bonuses, to encourage the development of affordable/workforce housing.

**Responsibility:** *Town Manager, Code Enforcement Officer, Select Board, Planning Board*

**Timeframe:** *Ongoing*

2. Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.

**Responsibility:** *Planning Board*

**Timeframe:** *Short-Term*

3. Create or continue to support a community affordable/workforce housing committee and/or regional affordable housing coalition.

**Responsibility:** *Town Manager, Select Board, Planning Board, AVCOG*

**Timeframe:** *Ongoing*

4. Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2).

**Responsibility:** *Planning Board*

**Timeframe:** *Short-Term*

5. Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.

**Responsibility:** Town Manager, Select Board, Planning Board, AVCOG

**Timeframe:** Ongoing

6. Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.

**Responsibility:** Town Manager, Select Board, Planning Board

**Timeframe:** Ongoing

## **JAY'S STRATEGIES**

- (1) Assure that subsidized housing remains at affordable rates to ensure that senior and disabled populations may continue to live in these locations.

**Responsibility:** Select Board, Town Manager, Maine State Housing Authority

**Timeframe:** Ongoing

- (2) Establish a Building Permit tracking process to assess and understand residential development trends in compliance with LD 1184.

**Responsibility:** Code Enforcement Officer, Planning Board, AVCOG

**Timeframe:** Ongoing

- (3) Review existing land use patterns and lot sizes on developed lots to determine if the minimum lot size for multi-unit housing should be reduced, or grandfathered for existing uses, to allow for reconstruction of units in the case of a fire.

**Responsibility:** Planning Board, Code Enforcement Officer, Town Manager, Highway  
Department

**Timeframe:** Short-term

# TRANSPORTATION

## FINDINGS & CONCLUSIONS

- Jay has 7.6 miles of Arterial Roads, 21.2 miles of Major Collector Roads, and 68 miles of Local Roads.
- The High Crash Location at the intersection of Route 156 and Route 133 at Beans Corner had a significant Critical Risk Factor of 9.83 in 2023. With the addition of a four-way stop, signage, and traffic calming measures, the Critical Risk Factor was reduced to 7.55 in 2024. MaineDOT is currently seeking comments on the addition of a roundabout to improve safety conditions.
- There were three FEMA declared storms in Jay in 2023 that caused extreme damage to road infrastructure. Storm intensity will continue to increase as a result of climate change and stormwater management best practices should be promoted to assist in mitigation of infrastructural damages.

## INTRODUCTION

The location and condition of transportation routes in Jay are key factors in determining development potentials, economic vitality, and vulnerability to natural hazards. Jay's transportation system consists of state, local and private roads, sidewalks and bridges, as well as bicycle, pedestrian, snowmobile, ATV, transit, and rail systems. This multimodal system is extremely important to existing and future economic development, both at the local and regional levels.

## CONDITIONS & TRENDS

### FEDERAL FUNCTIONAL CLASSIFICATION & STATE HIGHWAY SYSTEM

The Federal functional classification of a roadway defines the role that a particular roadway plays in serving travel needs and traffic flows through a network. Roadways are assigned to a functional classification based on the character of the service they are intended to provide. Typically, roadways fall into the following categories: arterial roads, collector roads, and local roads.

The State Highway System describes the type of service that a public road or highway is expected to provide, and which entity is responsible for maintenance. Private roads are not classified in the Federal function classification or State Highway System.

*Brief definitions of functional classifications in Jay, as used by MaineDOT, are as follows:*

### ARTERIAL ROADS

A series of continuous routes that are expected to provide high overall travel speeds and minimal interference to through movement. Arterial roads include principal and minor subcategories and are defined as State highways. The only arterial road in Jay is Main Street (Route 4), which is a principal arterial road that spans 7.6 miles. The state is responsible for road repair, resurfacing and maintenance year-round on arterial roads.



## COLLECTOR ROADS

Routes that collect and distribute traffic to and from the arterial routes and serve towns with lower population densities and disconnected travel routes. Collector roads are grouped into urban, major, and minor subcategories.

Jay has 21.2 miles of major collector roads. Major collector roads in Jay include Franklin Road (Route 133), East Dixfield Road (Route 17), Depot Street & Chesterville Road (Route 156), Maxwell Road, Crash Road, and Intervale Road (Route 140). Major collector roads are classified as State aid highways and are maintained by MaineDOT year-round. In urban compact areas, winter maintenance is provided locally. There are no minor collector roads in Jay.

## PUBLIC LOCAL ROADS

Local roads are designed primarily to serve adjacent land areas and usually carry low volumes of traffic. They include public roads not classified as arterial or collector roads. Jay has 68 miles of Public Local roads. The Town of Jay maintains local roads year-round.

## PRIVATE ROADS

Private Roads are maintained by the property owners that utilize them for access. The Jay Highway Department and MaineDOT are not responsible for any maintenance on these roads. Private roads are the responsibility of those landowners who utilize the private road. The Town of Jay articulates road requirements in Jay's Town Way Ordinance, Jay's Traffic Ordinance, and Jay's Environmental Control and Improvement Ordinance Chapter 5 Subdivisions.

The Federal functional classification of arterial and collector roads in Jay are illustrated on *Map 1: Federal Functional Classification in Jay*, of the Transportation Map Index.

## ROAD INVENTORY

The following table shows the road inventory data provided by the Town of Jay, including both public and private roads:

Adams Road	Cross Street	Jewell Street	Intervale Road	Roger Lane	
Adrian Court	Crystal Spring Lane	Juniper Road	Jackson Lane	Rolling Ridge	
Alden Hill Road	Dale Lane	Keep Road	Jake's Lane	Rose Ridge	
Alices Way	Davenport Hill Road	Knapp Street	Jay Plaza Lane	School Bus Road	
Allen Street	Davis Road	Knight Lane	Jerry Street	Ski Slope Road	
Androscoggin Lane	Demillo Lane	Knoll Circle	Oak Street	Skyline Drive	
Annettes Way	Depot Street	Kyesland Avenue	Old County Road	Smith Avenue	
Apple Lane	Dorey Lane	Lake School Road	Old Jay Hill Road	Sonny Park Lane	
Barbridge Drive	Drift Lane	Lambert Street	Orchard Drive	Soules Hill Road	
Barker Street	Dubord Street	Langevin Lane	Osgood Road	Spring Street	

Bartlett Road	East Dixfield Road	Latham Road	Otis Street	Spruce Mountain Rd
Bean Road	East Jay Road	Laverdiere Road	Ouellette Street	Stone Street
Beechridge Road	Eastern Avenue	Lavoie Street	Park Way	Summit Street
Beedy Road	Eden Lane	Leon's Lane	Parker Pond Road	Sunset Avenue
Begin Road	Elm Street	Lomie Rivers Road	Phipps Cananda Road	Tessier Road
Belanger Road	Emery Street	Look Brook Circle	Pinc Street	Therrien Road
Bellevue Drive	Emma Lane	Loon Hollow Lane	Pineau Street	Treetop Lane
Belmont Drive	Evergreen Road	Lucarelli Road	Pinewood Road	Turmel Road
Berube Lane	Farrington Road	Ludden Drive	Piper's Way	Tweedie Street
Bickford Road	Forest Circle	Macomber Hill Road	Plaisted Road	Village View
Birchwood Road	Fortier Road	Main Street	Pleasant Drive	Vista View Drive
Bj's Lane	Franklin Road	Maple Street	Pomerleau Lane	Walker Hill Road
Boivin 's Lane	Free Street	Marcello Street	Purinton Road	Warren Hill Road
Bonnie Bog View	French Falls Lane	Masterman Road	Quarry Street	Water Tower Lane
Borough Road	Fuller Road	Maude Lane	Quirion Road	Western Avenue
Bridge Street	Gildersleeve Road	Maxwell Road	Rainbow Ridge	Weston Heights
Brook Trail	Gingras Road	Meadow Crossing Lane	Raymond's Way	Whispering Lane
Bryant Drive	Granite Heights	Melanson Way	Reservoir Road	Whistle Stop Way White Avenue
Bucklin Street	Greenridge Way	Merriman Street	Richardson Place	Whitetail Way
Bucks Crossing	Hanson Lane	Middle Street	Ridge View Drive	Winter Heights
Canton Mountain Road	Hermit Trail	Mill Street	Riley Road	Woodman Hill Road
Cemetery Road	Hidden Circle	Mill View Road	Riverview Road	Woodsdale Drive
Cessna Lane	Highland Road	Moose Hill Road'	Roberts Way	Tripp Lane
Chesterville Road	Hillsdale Road	Morse Hill Road	Rocky Road	
Chickadee Ave	Holden Lane	Mosher Lane	Cook Road	
Church Street	Holman Road	Mossy Lane	Cortland Road	
Claybrook Road	Horan Street	Mountain View	Crash Road	
Commercial Way	Hutchinson Road	Murphy's Lane		
Community Drive	Hyde Road	North Village View		

## TOWN MAINTENANCE & APPROPRIATIONS

In 2023, three FEMA declared storms in May, June, and December, caused significant road and infrastructure damage in Jay. The largest repair projects, Macomber Hill, Begin and Hutchinson Road, were completed in Fall 2024. Jay town staff worked through the FEMA process to obtain

reimbursement of expenses, receiving over \$3.52 million in reimbursement as noted in the Town of Jay 2024 Annual Report.

Another project completed in 2024 was the paving of the North Jay Fire Station parking lot, including a concrete apron in front of the building to support the weight of the trucks. Roads on the schedule for full or partial paving in 2025 are Bartlett Road, East Jay Road, Macomber Hill Road, Bellview Drive, Elm Street, Eastern Avenue, Lavoie Street and Knapp Street. Jay invests \$325,000 into a paving program annually in addition to the Local Voluntary Response Action Program. Significant increases in the cost of diesel, winter salt, and winter sand have required that some services be reduced to avoid an increase in taxes.

## **TOWN STANDARDS FOR ROAD DESIGN & ACCESS MANAGEMENT**

The Town Road Committee is tasked with researching road surface treatments, balancing cost and need, recommending an annual paving appropriation, and deciding how and where to best expend available funds annually.

Road design, traffic mobility, driveway design and frontage are regulated through Jay's Traffic Ordinance, Jay's Town Way Ordinance, and Jay's Environmental Control and Improvement Ordinance. Posted roads are regulated through Jay's Vehicle Weight Restriction on Posted Ways Ordinance. Provisions for road maintenance and construction within the shoreland zone are articulated in the Shoreland Zoning Ordinance for the Town of Jay.

## **DEAD END ROADS**

Jay's Environmental Control and Improvement Ordinance Chapter 5 Subdivisions requires that lots in a subdivision be laid out on turnarounds or cul-de-sacs with a minimum 60 feet radius in §401 General Design Guidelines.

## **ASSET MANAGEMENT**

Road conditions can help direct future development and suggest the need for capital expenditures for reconstruction. MaineDOT provides a fair structure to prioritize programs and projects through the "Highway Asset Management" framework. Highway asset management includes two parts: Highway Corridor Priority (HCP), and Customer Service Level (CSL).

## **HIGHWAY CORRIDOR PRIORITY (HCP)**

MaineDOT uses Highway Corridor Priorities to categorize transportation systems by level of priority, as described below. Highway Corridor priorities in Jay are illustrated in *Map 2: Jay Highway Corridor Priority* of the Transportation Map Appendix.

**PRIORITY 1:** Interstate and all other National Highway Systems. Main Street (Route 4) is the only Priority 1 road in Jay.

**PRIORITY 2:** High priority, non-NHS arterials. There are no Priority 2 roads in Jay.

**PRIORITY 3:** Remaining arterials and high-volume major collector highways. Depot Street & Chesterville Road (Route 156), and Franklin Road (Route 133) are Priority 3 roads.

**PRIORITY 4:** Remainder of the major and minor collector highways, and state aid system, in which road responsibilities are shared between the state and municipalities. East Dixfield Road (Route 17), Maxwell Road, Crash Road, Intervale Road (Route 140), and Riley Road starting at the intersection of Riley Road and Route 4 continuing until 4,800 feet northwest of the intersection of Riley Road and Crash Road are Priority 4 roads.

**PRIORITY 5:** Local roads that are the year-round responsibility of Jay.

## **CUSTOMER SERVICE LEVEL (CSL)**

The Customer Service Level (CSL) is used by MaineDOT to measure the State's highway assets in customer-based metrics. Customer service levels include three indicators: safety, condition, and serviceability. Each area is graded similar to a report card, **A:** Excellent, **B:** Good, **C:** Fair, **D:** Poor, and **F:** Unacceptable.

### **1. SAFETY**

The first indicator of customer service levels is safety. Safety is evaluated by crash history, paved roadway width, pavement rutting, and bridge reliability. Franklin Road (Route 133) south of Claybrook Road to the Livermore Falls townline received the lowest safety score in Jay, with a grade of "F". This was due to the crash history and pavement width. Franklin Road (Route 133) from Bean Road to the Wilton townline also received an "F" rating due to crash history.

Crash Road to the Livermore Falls townline, Franklin Road (Route 133) from Claybrook Road to the Livermore Falls townline, Intervale Road (Route 140) from Bridge Street to where the road meets Seven Mile Stream, and Maxwell Road from Main Street (Route 4) to the Wilton townline all received a safety grade of "D" due to crash history and pavement width. Safety grades in Jay are shown on *Map 3: Jay Customer Service Level – Safety* of the Transportation Map Appendix.

### **2. CONDITION**

The second indicator of MaineDOT's customer service levels is condition. Conditions are evaluated by ride quality, pavement condition, roadway strength, and bridge conditions. The POW/MIA Remembrance Bridge received the lowest condition score with an "D" rating. This was due to structural bridge conditions. Main Street (Route 4) between Intervale Road and Merriman Street also received a "D" rating due to ride quality. Main Street (Route 4) from the Livermore Falls townline to Otis Street was rated "C" due to ride quality and pavement conditions. Franklin Road

(Route 133) from the Livermore Falls townline to Sunset Avenue was also rated a “C” due to ride quality. Condition grades in Jay are shown on *Map 4: Jay Customer Service Level – Condition of the Transportation Map Appendix*.

### 3. SERVICEABILITY

The last indicator of MaineDOT’s customer service levels is serviceability. Serviceability conditions are evaluated on if a roadway is eligible for temporary posting to mitigate vulnerabilities associated with spring thaw, if the weight load restrictions of bridges are posted, and whether capacity can accommodate traffic volumes during peak summer months due to the potential impacts of tourism. A posted state road’s maximum weight limit is 23,000-pounds. State roads in Jay received either a score of “A” or “C.” The “C” grade on Intervale Road (Route 140) from Main Street (Route 4) to the crossing of Sevenmile Stream was attributed to road posting. Serviceability grades in Jay are shown on *Map 5: Jay Customer Service Level – Serviceability of the Transportation Map Appendix*.

### CRASH DATA

MaineDOT maintains records of all reportable crashes involving at least \$1,000 damage or personal injury. A report entitled “Maine Accident Report Summary” provides information relating to the location and nature of motor vehicle crashes. One element of the summary report is the identification of “Critical Rate Factor” (CRF), which is a statistical comparison to similar locations in the state. Locations with CRFs of 1.0 or greater and with more than eight crashes within a three-year period are classified as “High Crash Locations” (HCLs).

There were four HCLs identified in Jay in 2024. There were 72 accidents between the four identified HCLs in 2024, as seen in Table 1 below. The Intersection of Route 156 and Route 133 at Beans Corner had a significant CRF of 9.83, indicating that safety improvements were needed. Safety improvement completed in 2024 included the addition of a four-way stop, signage, and traffic calming measures, which reduced the Critical Risk Factor to 7.55. High Crash Locations in Jay are shown in Table 1 below, and on *Map 6: High Crash Locations of the Transportation Map Appendix*.

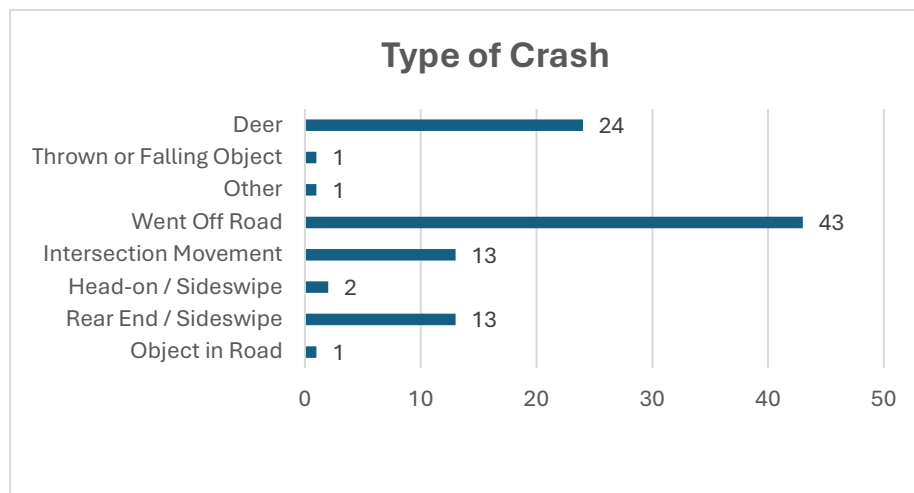
TABLE 1: JAY HIGH CRASH LOCATIONS 2024					
Location	Total Crashes	Percent Injury	Fatalities	Injuries	CRF
1. Intersection of Chesterville Road (Route 156), Depot Steet, and Franklin Road (Route 133) at Beans Corner	22	54.5%	0	19	7.55
2. Main Street (Route 4) between Old Jay Hill Road and East Dixfield Road (Route 17)	32	15.6%	0	6	1.12
3. Main Street (Route 4) between Hyde Road and Tweedie Street	9	22.2%	0	2	1.09

4. Main Street (Route 4) between East Dixfield Road (Route 17) and Look Brook Circle	9	44.4%	0	5	1.09
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Source: MaineDOT

There was a total of 98 crashes in Jay in 2024. Of these 98 crashes, 24 included deer, 43 included driving off the road, 13 included rear-ending or sideswiping, 13 included intersection movement, one included a thrown or falling object, two included head-on sideswiping, one included an object in the road, and one was defined as “other”, as seen in Table 2 Below.

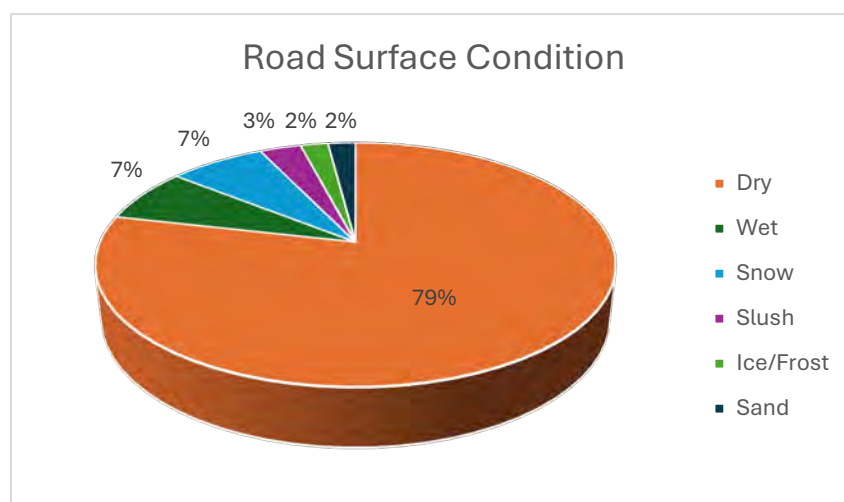
**TABLE 2: TYPES OF CRASHES IN JAY 2024**



Source: MaineDOT Crash Query Tool

The greatest number of crashes, 79%, occurred in dry conditions in 2024. The least number of crashes, 4%, occurred in ice/frost and sand conditions, as seen in Table 3 below.

**TABLE 3: CRASHES BY ROAD SURFACE**



Source: MaineDOT Crash Query Tool

MaineDOT has recently made safety and condition improvements at the intersection of Route 156 and Route 133 at Beans Corner. This included the addition of flashing lights, and a four-way stop. There were 35 crashes at the intersection between 2020-2022. The intersection was listed as number one in the state for right-angle crashes, with 28 in the past five years, according to MaineDOT. There have been five crashes since the four-way stop was installed. MaineDOT is currently investigating the addition of a roundabout to further increase safety and condition at the Beans Corner intersection. A roundabout would have traffic flow in a counterclockwise circular pattern instead of the four-way stop implemented in May 2024.

In 2024, the Jay Police Department issued 1,585 citations for traffic violations and placed a focus on speeding in school zones and distracted driving. This enforcement action has had a direct impact on reduced traffic crashes, which have decreased by 28.57% since 2023.

## HIGHWAY CAPACITIES

MaineDOT maintains traffic volume data for selected roads in Jay. Typically, these counts are done every three years, though some locations do not contain data in certain years. The traffic counts for the year 2020 were often lower due to the COVID-19 pandemic. Average Annual Daily Traffic Counts in Jay can be seen in Table 4 below.

TABLE 4: AVERAGE ANNUAL DAILY TRAFFIC				
Location	2014	2017	2020	2023
SR 140(INTERVALE RD) W/O SR4/17(MAIN ST) ST)	2,090	1,680	2,070	1,620
SR 4/17 (MAIN ST) SE/O SR 140(INTERVALE)	11,470	9,220	9,070	8,930
SR 4/17 (MAIN ST) NW/O SR 140(INTERVALE)	10,550	8,900	8,510	8,440
RILEY RD SW/O SR 4/17 (MAIN ST) @BR#6050	4,900	3,450	2,930	2,710
SR 4/17 (MAIN ST) SE/O RILEY RD	9,070	x	7,370	7,650
SR 4/17 (MAIN ST) NW/O HYDE RD	8,930	7,400	7,500	7,630
RILEY RD NW/O CRASH RD	3,540	1,670	1,160	x
SR 140 E/O IR 474 (DAVENPORT HILL RD)	1,930	1,340	1,580	1,460
SR 4/17 (MAIN ST) N/O PINEAU ST	8,190	7,270	8,680	7,130
ELM ST NE/O SR 4/17 (MAIN ST)	170	x	x	150
SR 4/17 (MAIN ST) SE/O ELM ST	8,310	7,050	7,020	7,140
SR 4/17 (MAIN ST) S/O CHURCH ST	8,320	7,060	x	7,210
JEWELL ST E/O SR 4/17 (MAIN ST)	1,410	1,160	1,220	1,190
SR 133 (FRANKLIN RD) N/O JEWELL ST	3,310	3,630	4,000	3,560
SR 133 (FRANKLIN RD) S/O OSGOOD RD	x	x	3,920	3,570
CLAYBROOK RD SE/O SR 133 (FRANKLIN RD)	x	x	780	450

SR 133(FRANKLIN) S/O IR488(MACOMBER HILL RD)	3,470	x	3,080	3,720
SR 17(E DIXFIELD) NW/O SR4(MAIN)@BR#2040	1,740	1,530	1,510	1,530
SR 4/17 (MAIN ST) NW/O LUDDEN DR	8,180	6,800	6,780	6,970
SR 17 SE/O IR 472 (MORSE HILL RD)	1,420	x	1,280	1,320
SR 4/17 S/O IR 605(OLD JAY HILL RD)N JCT	7,170	x	5,170	6,470
SR 4 (MAIN ST) S/O IR 1153 (MAXWELL RD)	6,520	6,070	5,130	6,530
SR 133(FRANKLIN RD) S/O SR 156(DEPOT RD)	3,120	3,430	3,810	4,090
SR 156(CHESTERVILLE) E/O SR 133(FRANKLIN RD)	2,380	2,300	2,360	2,410
SR 133(FRANKLIN) N/O SR 156(CHESTERVILLE RD)	2,490	x	3,260	3,940
Source: Maine Department of Transportation				

Traffic volumes can change as the result of new development in a town or region or because of changes to the economy. New developments put pressure on road infrastructure, which must be taken into consideration when reviewing development applications.

## BRIDGES

There are 6 publicly owned bridges in Jay. Five of these bridges are owned by the state and maintained by MaineDOT: the Bartlett Bridge, Look Brook Bridge, POW & MIA Remembrance Bridge (West Channel and East Channel), Ridley Brook Bridge, and Seven-Mile Stream Bridge on Morse Road and on Intervale Road. One bridge, Stubs Mill Bridge on East Jay Road, is owned and maintained by the Town. The bridge inventory and classification system of public bridges in Jay has been established by MaineDOT. Bridges in Jay can be seen on Map 8: Culverts, Bridges & Airports in Jay of the Transportation Map Appendix. The information in Table 5 has been provided by MaineDOT:

**Table 5: Jay Bridge Inventory and Classification**

Bridge Name	Capital/ Maintenance Responsibility	Location	Structure Class	Length (Feet)	Substructure Condition	Superstructur e Condition	Deck Condition	Culvert Condition	Inspection Date
<b>STUBS MILL</b>	Town	East Jay Road – 1.5 miles east of Route 133	Minor Span on Town Way	18	Good	Good	Good	N/A	6/28/2023
<b>SEVEN MILE STREAM (MORSE HILL ROAD)</b>	MaineDOT	Morse Hill Road – 300 feet from Route 17	Bridge on Town Way or State Aid Road	50	Good	Good	Good	N/A	7/18/2023
<b>POW &amp; MIA REMEMBRANCE (WEST CHANNEL)</b>	MaineDOT	Riley Road – 0.4 miles west of Junction with Route 4	Bridge on Town Way or State Aid Road	235	Poor	Satisfactory	Satisfactory	N/A	9/13/2023
<b>POW &amp; MIA REMEMBRANCE</b>	MaineDOT	Riley Road – 0.2 miles west	Bridge on Town Way	145	Poor	Satisfactory	Satisfactory	N/A	9/13/2023



(EAST CHANNEL)		of Junction with Route 4	or State Aid Road						
<b>SEVEN MILE STREAM</b> (ROUTE 140)	MaineDOT	Route 140 – 2.1 miles westerly of Junction with Route 4	Bridge on Town Way or State Aid Road	95	Very Good	Very Good	Very Good	N/A	7/18/2023
<b>RIDLEY BROOK</b>	MaineDOT	Route 140 – 1.5 miles east of townline	Minor Span on State Aid Road	12	N/A	N/A	N/A	Moderate to Major Deterioration	4/8/2022
<b>LOOK BROOK</b>	MaineDOT	Route 4 – 3 miles south of townline	Minor Span on State Highway	10.3	N/A	N/A	N/A	Deterioration or initial disintegration	6/28/2023
<b>BARTLETT</b>	MaineDOT	Route 17 – 5.5 miles north of townline	Minor Span on State Aid Road	15	Satisfactory	Satisfactory	Satisfactory	N/A	6/28/2023

MaineDOT defines the Federal Sufficiency Rating of a bridge as “a numeric indicator of the overall value of the sufficiency of the bridge.” The rating will be from 0 to 100 (100=best, 0=worst), and gives an overall value of the sufficiency of a bridge. Federal Sufficiency Rating is computed using a federally supplied formula.

Beginning with the 2018 data archive, the term structurally deficient was eliminated from use in the National Bridge Inspection Program. A new term, **Poor** condition, was adopted to characterize the summary condition of a bridge that has any component (Deck, Superstructure, Substructure, or Culvert) in Poor or worse condition.

To qualify for replacement, the Sufficiency Rating must be less than 50. To qualify for rehabilitation, the Sufficiency Rating must be 80 or less. This does not imply the bridge is unsafe, but rather in need of repair. See the Federal Sufficiency Rating for the Bridges in Jay in Table 6 below.

Table 6: Jay Bridge Sufficiency Rating				
Bridge Name	Year Built	Bridge Road Width	Federal Sufficiency Rating	Annual Average Daily Traffic
<b>STUBS MILL</b>	1988	21 feet	80.9	916
<b>SEVEN MILE STREAM</b> (ROUTE 140)	2021	28 feet	83.9	1,460
<b>POW &amp; MIA REMEMBRANCE</b> (WEST CHANNEL)	1966	30 feet	77	2,710
<b>POW &amp; MIA REMEMBRANCE</b> (EAST CHANNEL)	1966	30 feet	76.9	2,710
<b>SEVEN MILE STREAM</b> (MORSE HILL ROAD)	1990	28 feet	96	1,460

<b>RIDLEY BROOK</b>	1937	0	85.2	391
<b>LOOK BROOK</b>	1954	0	73.2	5,814
<b>BARTLETT</b>	1963	38 feet	95.1	1,530

Source: MaineDOT

## CULVERTS

Large culverts refer to drainage structures, like pipes or box culverts, that are larger than typical culverts and are used under state roadways. They are specifically defined as having a span width greater than 5 feet and less than 10 feet, or multiple pipes where the total flow area is between 20 and 80 square feet. These culverts are crucial for managing water flow and maintaining the integrity of roadways.

There are 9 large culverts in Jay, which can be seen on *Map 8: Culverts, Bridges & Airports in Jay* of the Transportation Map Appendix. Three large culverts were rated good, four were rated fair, and two were rated poor. Ratings by asset name can be seen in Table 7 below.

<b>Table 7: Condition of Large Culverts in Jay</b>									
<b>Asset #</b>	913575	46544	980698	46539	911656	202550	46536	986742	986083
<b>Rating</b>	Poor	Fair	Poor	Good	Good	Fair	Fair	Fair	Good

Data Source: MaineDOT

## SAFETY/COMPLETE STREETS

MaineDOT adopted its first Complete Streets Policy in 2014 and completed an update in 2024. Complete Streets project elements provide demonstrated safety and mobility benefits for all roadway users and are an important part of Maine's transportation projects. MaineDOT recognizes that some users, especially those outside of motor vehicles, are inherently more vulnerable than others, and that safety is a shared responsibility between all stakeholders and transportation system users. The 2024 update of the policy now utilizes the Roadway Context Classifications in providing contextually appropriate guidance for incorporating Complete Streets elements into transportation projects.

## MAINEDOT ROADWAY CONTEXT CLASSIFICATION SYSTEM

MaineDOT has created a context classification system that applies to all public roads in the State. The roadway context classification system will assist in the implementation of MaineDOT's speed limit setting process, the updated Complete Streets Policy, and increased utilization of speed management strategies. MaineDOT is implementing five context classifications. The five current contexts are shown below. These context categories will not replace urban compact lines, which are important to existing agreements for maintenance and cost share responsibility. Context Classification of roads in Jay can be seen on *Map 7: Jay Roadway Context Classifications* of the Transportation Map Appendix.

**RURAL:** The Rural context represents roadways that serve as higher-speed connections between communities. These road segments often have higher posted speeds (typically 40 to 55 MPH), fewer buildings with larger building setbacks from the road, low access density, low density of public and commercial facilities, and lower bicycle and pedestrian volumes. All public roads in Jay that are not defined as Rural Town context, Village context, Urban context, or Suburban context are considered Rural context. These roads are shown in white on *Map 7: Jay Roadway Context Classifications* of the Transportation Map Appendix.

**RURAL TOWN:** The Rural Town context represents areas where small, built-up areas suddenly appear to drivers after traveling through miles of high-speed Rural context. These contexts are developed slightly closer together and closer to the road than Rural context areas but are not as densely developed as Village context areas. Pedestrian volumes are often higher where sidewalks have been built, but moderate levels of pedestrian and bicyclist activity can be expected even when these facilities are not present.

In Jay, Summit Street, Belmont Drive, Route 4 between Old Jay Hill Road and the Livermore Falls town line, Route 133 between Highland Drive and Sunset Avenue, Hillsdale Road, Cortland Road, Belleview Drive, Eastern Avenue, Marcello Street, Elm Street, Lavoie Street, Western Avenue, Pine Street, Maple Street, Otis Street, Dubord Street, Highland Drive, Orchard Drive, Juniper Road, Woodsdale Drive, Birchwood Road, Beechridge Road, Water Tower Lane, Reservoir Road, Hermit Trail, Riverview Road, Ouellette Street, Ludden Drive, Barker Street, School Bus Road, Hyde Road between Main Street and School Bus Road, Spring Street, Forest Circle, Tweedie Street, Park Way, Bucklin Drive, Smith Avenue, Bridge Street, Commercial Way, Merriman Street, Stone Street, Knight Lane, Oak Street, Bryant Drive, Pinewood Road, Lambert Street, Knoll Circle, Cemetery Road, Intervale Road from Main Street to 780' northwest of Bridge Street, Chickadee Avenue, Skyline Drive, Purington Road, Old Jay Hill Road from the intersection of Purington Road to the intersection of East Dixfield Road and Keep Road, Jerry Street, Route 4 for 675' south starting at the intersection of Old Jay Hill Road and Main, and Look Brook Circle to the Whistlestop Rail Trail are classified as Rural Town context roads by MaineDOT, as seen on *Map 7: Jay Roadway Context Classifications* of the Transportation Map Appendix.

**VILLAGE:** The Village context represents the centers of heavily developed rural communities. Village areas are developed at a similar intensity to Urban areas, but they typically cover a smaller area, serve fewer people, have lower traffic volumes, and have less variety of land uses and businesses present. Villages are also more likely to be isolated communities with smaller building setbacks. Heavy active transportation activity is expected, and sidewalks and on-street parking are common.

In Jay, Horan Street, Cross Street, Jewell Street, Knapp Street, Free Street, and Route 133 from Sunset Avenue to the Livermore Falls town line are classified as Village context roads by MaineDOT, as seen on *Map 7: Jay Roadway Context Classifications* of the Transportation Map Appendix.

**SUBURBAN:** The Suburban context is characterized by a higher density of driveway access, large commercial shopping areas, moderate pedestrian or bicycle use, and larger building setbacks. These contexts experience potential conflict with vehicles entering and exiting these commercial areas. High-priority roads through Suburban contexts are some of the highest traffic volume roads, as they are commuter corridors for people who live in Rural and Suburban towns. There are no roads classified as Suburban context by MaineDOT in Jay.

**URBAN:** The Urban context exists in cities and metropolitan planning areas with dense land use, smaller building setbacks, on-street parking, mixed commercial and residential use, and higher use by pedestrians and bicyclists. Speeds in the urban context should prioritize safety for all road users to foster comfortable access to businesses, public facilities, and residential neighborhoods. There are no roads classified as Urban context by MaineDOT in Jay.

## **PUBLIC INPUT**

The following narratives summarize the opinions expressed in the public survey that was distributed as a part of this comprehensive planning process. In summary, residents want better transportation options, improved infrastructure, safer streets for pedestrians, and enhanced amenities to make Jay more livable and accessible.

### **1) TRANSPORTATION AND ACCESSIBILITY**

Many residents expressed frustration with the lack of public transportation options, particularly in rural areas where walking to businesses or amenities is impractical. Suggestions included expanding regional bus services, creating more local transportation options, and providing better infrastructure for electric vehicles (EV) such as charging stations. A few residents also mention the need for more reliable services for families or individuals without vehicles.

### **2) ROAD CONDITIONS**

Road quality is a consistent issue, especially in winter months. Respondents noted that roads, particularly side roads, are poorly maintained and prone to potholes, sinkholes, and other damage. Some feel that maintenance has declined over the years and that roads need more thorough repairs. Specific roads, like Route 4, Route 17, and Riley Road, were frequently mentioned as in need of attention. Additionally, there are concerns that the repairs often don't address long-term durability.

### **3) SIDEWALKS AND PEDESTRIAN SAFETY**

Many mentioned that sidewalks are in poor condition, with some completely broken or impassable, especially near busy roads. People are concerned about pedestrian safety, particularly at night, and advocate for more sidewalks, crosswalks, and streetlights to make

walking safer. Some also expressed concern about the lack of walkability, particularly in the winter when sidewalks are poorly maintained.

#### **4) GENERAL SAFETY CONCERNS**

There were concerns about crime and personal safety, particularly about people walking alone at night.

### **ACTIVE TRANSPORTATION**

In 2023, MaineDOT released the first Maine State Active Transportation Plan (AT Plan) to assess the current state of active transportation (AT) in Maine. The AT Plan identifies and evaluates the state's goals and proposes an implementation plan to accommodate pedestrians, bicyclists, and other AT users in a coordinated and holistic manner within the resources available.

In 2025, MaineDOT created the Active Transportation Partnership Initiative (ATPI) to assist in funding small location-specific improvements in the transportation system that enhance safety and mobility for vulnerable road users (VRU). The ATPI program seeks to design and implement transportation system improvements in partnership with Municipal partners via three available implementation tracks: Targeted Transportation Improvements, Measurable Safety Interventions, and Demonstration/Pilot Projects. Trails, sidewalks, and on-road AT facilities are important elements for a seamless multimodal transportation system.

### **TRAILS**

Off-road, multimodal routes provide alternative ways to travel through, and within, town. While these routes are sometimes considered to be for recreational use, they can be vital transportation corridors. There are three trail networks in Jay, the Jay Recreation Area Trail System, the Whistlestop Trail, and French Falls Riverwalk. Additionally, there are two active snowmobile and ATV clubs in Jay: the Andy Valley Riders and the Western Maine ATV Club. The Western Maine ATV Club consists of a 35-mile trail system extending from Jay to Farmington. In 2024, 713 ATVs, snowmobiles, and boats were registered in Jay.

The Whistle Stop Trail begins in Livermore Falls and spans the entirety of Jay, connecting Jay, Wilton, and Farmington. This section of the former broad gauge Androscoggin Railroad (later the Maine Central) has been converted into a multi-use, four-season rail trail that is managed by the Bureau of Parks and Lands. The Jay Recreation Area Trail System is a network of ten trails owned and managed by the Town of Jay. The Jay Recreation Area can be accessed from Water Tower Lane.

French Falls Riverwalk is a 29.4-acre riverside property owned by Androscoggin Land Trust, 10 of which are leased to the Town of Jay. The Jay Recreation Committee manages the network of trails. The property is situated between Route 4 and the Androscoggin River. French Falls Park is at 28 French Falls Lane, across from Spruce Mountain Middle School.

Jay is currently in the process of completing a Tri-Town Outdoor Recreation and Facilities Masterplan in partnership with the towns of Livermore and Livermore Falls, with the assistance of the Jay, Livermore and Livermore Falls Chamber of Commerce, AVCOG, and Fourth Economy Consultants, through a Community Outdoor Recreation Assistance Recovery Program (CORA) Grant. Outdoor recreation in Jay is described in further detail in the Outdoor Recreation chapter of this Plan.

## **SIDEWALKS & CROSSWALKS**

The Jay sidewalk system allows pedestrian movement in the village between compact residential areas, the school, and commercial enterprises at Jay Plaza. The sidewalks are located along Main Street (Rt 4) from the Livermore Falls townline to Commercial Lane. Public comments noted that sidewalk conditions in Jay need improvement. Cracking sidewalk surfaces reduce walkability. Walkability is further reduced in the winter, when cracking and poor conditions are exacerbated by winter weather. Given the rural nature of Jay, it would not be cost effective to extend sidewalks outside of Village Areas due to the location of existing drainage infrastructure.

MaineDOT's Curb Ramp Inventory analyzes each crosswalk to determine the degree of compliance with the Americans with Disabilities Act (ADA). Four in Jay were found in compliance with the ADA. The compliant curb ramps are located at Main Street and East Dixfield Road east, Main Street east, and Main Street and Tweedie Street north.

The Jay Police Department identified enhanced traffic safety as a goal and initiative for continued improvement in Jay's 2024 annual report. A focus will be placed on addressing speeding and other traffic violations, particularly in high-risk areas around schools and busy intersections.

## **BICYCLE INFRASTRUCTURE**

There are currently no designated bicycle lanes or paved paths in Jay. The Whistlestop Trail is widely used by mountain bikers and snowmobilers due to the even terrain of the former railroad bed.

## **PARKING INFRASTRUCTURE**

Jay allows for public parking at the Town Hall. Parking is also offered on many side streets and at the Jay Plaza. Many residents utilize the Jay Plaza parking lot for pick up by the Western Maine Transportation System's Green Line route.

## **TOWN PARKING STANDARDS**

Parking regulations in Jay are dictated in the Traffic Ordinance for the Town of Jay. According to Schedule I of the Traffic Ordinance, parking is prohibited in certain locations when signs are erected giving notice thereof. According to Schedule II of the Traffic Ordinance, parking hours are limited in certain locations when signs are erected giving notice thereof.

## **WINTER PARKING**

The Traffic Ordinance dictates in Section 7-3 that no person shall park a vehicle on any street for longer than 30 minutes between the hours of midnight and 6:00 a.m. on any day from November 1<sup>st</sup> to April 15<sup>th</sup> inclusive, except physicians on emergency calls.

## **ACCESS MANAGEMENT**

Access Management balances safe access to property with mobility, or traffic flow. To achieve this balance, anyone installing a driveway or entrance along a state or state aid highway must get a permit from MaineDOT. State law mandates that, even if you intend to change the use of your entrance (for example from strictly residential to residential and small businesses), a permit must be obtained. While safety is always a top priority, MaineDOT also considers economic development and efficient traffic flow when reviewing access applications. MaineDOT's Access Management Program sets up a permitting process for property owners who will impact a state roadway by:

- building a driveway or entrance, or
- changing a current driveway in a way that will increase traffic volume or create a safety or drainage concern.

A Driveway or Entrance permit must be obtained by the MaineDOT if a driveway or entrance in Jay is proposed to enter onto Route 4, Route 17, Route 133, Route 140, Route 156, Maxwell Road, Crash Road, or Riley Road.

A "Mobility Arterial" is defined as a non-urban compact arterial that has a posted speed limit of 40 m.p.h. or more and is part of an arterial corridor located between urban compact areas or "service centers" that has 5,000 average annual daily traffic for at least 50% of its length. MaineDOT has identified Main Street (Route 4) in Jay as a Mobility arterial.

A "Retrograde Arterial" is a mobility arterial where the access-related crash-per-mile rate exceeds the 1999 statewide average for arterials of the same posted speed limit. In addition to meeting the standards for mobility arterials, mitigation measures will be required along retrograde arterials before new curb openings will be permitted by MaineDOT. MaineDOT has identified the southern half of Route 4 in Jay as a retrograde arterial.

## **PARK & RIDE FACILITIES**

There are no MaineDOT Park & Ride facilities in Jay. The closest MaineDOT Park & Ride lots are located in Dixfield and Farmington.

## **PUBLIC TRANSIT**

Public transportation in rural areas is an increasingly necessary but inherently expensive service for local (county or municipal) governments to provide. There are a significant number of adults who

have no personal transportation or license to operate a vehicle. Additionally, seniors want to remain engaged, but do not want to drive or have surrendered their licenses.

In Jay, public transportation is provided by the Western Maine Transportation Services' (WMTS) Green Line Commuter bus service, as well as on demand service offered Monday-Friday. This service provides daily round trips between Farmington and Lewiston-Auburn, with stops in Jay and other surrounding towns like Livermore Falls and Turner. The pickup location in Jay is at the McDonald's in Jay Plaza. On demand service has shrunk since the implementation of the Green Line, but is still available to residents upon request.

Connections can be made at the Auburn Transportation Center at Great Falls to the Lewiston/Auburn Citylink. Connections are also provided at the Lewiston-Oak Street bus station to the Lewiston - Auburn Citylink, the Lisbon Connection (between Lewiston & Lisbon Falls), the Blue Line (between Lewiston - Auburn and Bath, via Lisbon, Topsham Fair Mall, and Brunswick), and the LAP Bus (between Lewiston - Auburn and Portland).

Buses and vans operated by WMTS are open to the general public. Riders may use services provided by WMTS mostly as they would a personal vehicle, with the exception of limitations on the size, number and type of parcels allowed, and pets/animals being limited to small animals in carriers or trained service animals under control of the rider.

## **RAIL**

There is one active railway in Jay, the Maine Central Railroad Rumford Branch. The Rumford Branch operates as part of the CSX Transportation system.

## **AVIATION**

There are no public airports in Jay. The Hilltop Airport on Jay Hill is privately-owned. The location of the Hilltop Airport can be seen on *Map 8: Culverts, Bridges & Airports in Jay* of the Transportation Map Appendix. Other private airports are in the neighboring communities of Dixfield and Livermore Falls.

## **NATURAL HAZARDS AND CLIMATE CHANGE**

The Maine Climate Council released *Maine Won't Wait: A Four-Year Plan for Climate Action* in December 2020. The climate action plan identified three statewide goals for improving the reliability of the State's transportation network while reducing emissions. This included accelerating Maine's transition to electric vehicles, increasing fuel efficiency and alternative fuels, and reducing vehicle miles traveled (VMT).

In September 2024, MaineDOT released the *Statewide Climate Change Vulnerability Assessment* to identify key climate risks within the transportation infrastructure and inform a longer-term strategy for preparing for those risks. The assessment included the recommendation that MaineDOT develop interim design guidance that allows for the incorporation of projected climate change



shifts in precipitation, and that MaineDOT conduct a statewide assessment of closed drainage systems that could impact its assets to understand the overall exposure, vulnerability and risks. MaineDOT is actively working on transportation resiliency, focusing on adapting infrastructure to future climate conditions and enhancing the state's ability to withstand extreme weather events.

## **ELECTRIC VEHICLES**

A reduction in vehicle emissions can increase resilience to storm events and help mitigate climate change. Transportation is responsible for 54% of Maine's annual greenhouse gas emissions: of which 59% is from light-duty passenger cars and trucks; 27% from medium- and heavy-duty trucks; and the remaining 14% from rail, marine, aviation, and utility equipment vehicles.

According to the Environmental Protection Agency, "A significant advantage of EVs compared to conventional gasoline vehicles is their energy efficiency. EVs use approximately 87%–91% of the energy from the battery and regenerative braking to propel the vehicle. Gasoline vehicles only convert about 16–25% of the energy from gasoline into movement (averaging highway and city driving)".

There are currently no EV charging stations in Jay. The closest charging stations are located in Livermore Falls and Wilton. Comments from the public survey indicated a desire to improve infrastructure for electric vehicles, including additional charging stations.

## **REGIONAL TRANSPORTATION PLANS**

The Androscoggin Valley Council of Governments (AVCOG) 2022 Regional Strategic Transportation Investments Plan identified the following projects, which could provide opportunities for Jay:

- Improving Route 140 between Jay and Buckfield to provide adequate shoulders for safe bicycle and pedestrian access.
- Increasing the number of electric vehicle charging stations throughout AVCOG's region.
- Connecting local trail networks to regional systems.
- Construction of a multi-use bridge over the Sandy River in Farmington to the Whistle Stop Trail to provide safe mobility and connectivity for bicyclists, pedestrians and others.
- Working with MaineDOT, St. Lawrence & Atlantic Railroad, & CSX to maintain safety of at-grade crossings as passenger and freight rail services increase, including Crash Road in Jay.

## **MAINE DOT PLANS**

MaineDOT maintains several transportation plans including the Statewide Long-Range Transportation Plan, the Statewide Transportation Improvement Program, the Statewide Active Transportation Plan, and the capital/maintenance Work Plan.

The Long-Range Transportation Plan is a 20-year policy-based transportation plan. The Plan identifies MaineDOT's vision for the future and provides guidance and insight on the necessary

strategies to meet the state’s transportation goals over the next 20-30 years. MaineDOT has identified eight key trends that are anticipated to impact transportation in the years ahead: Maine's aging population, labor market/industry, global trade/freight movement, urbanization/shifting population, tourism, technology, safety, and climate.

The Statewide Transportation Improvement Program (STIP) is a four-year, federally required, transportation capital improvement program. The STIP includes the Transportation Improvement Programs (TIPs) of Maine’s four Metropolitan Planning Organizations (MPOs). The STIP identifies federal funding by year for scheduled transportation projects that may be receiving FHWA or FTA funding and includes capital projects identified in MaineDOT’s three-year Work Plan.

MaineDOT’s Work Plan outlines the capital and maintenance projects that the department plans to perform over the next three years. The Work Plan is calendar year-based and includes all MaineDOT work activities. The majority of the capital projects listed in the Work Plan are eligible for FHWA and FTA funding. MaineDOT’s 2025 Edition of their 3-Year Work Plan identifies the following projects in Jay. Total project cost in Jay is \$644,000, and \$1.62M for Route 133 highway reconstruction and rehabilitation in Jay and Livermore Falls.

**Table 8: MaineDOT 3-Year Work Plan Projects in Jay**

Project ID Number	Year	Road/ Subject	Location	Project Description	Project Cost
027674.00	2027	Route 133	Beginning at Searles Street and extending north 1.23 miles.	Highway Construction/ Rehabilitation	\$1,620,000
027156.00	2025	Riley Road	POW & MIA Remembrance West and East Channel Bridge (#6499, #6050) over Androscoggin River. Located 0.08 and 0.21 of a mile northeast of Adams Road.	Highway-Bridges Bridge Improvements- PE Only	\$500,000
028422.00	2027	Route 133/ Route 156	Located at the intersection of Route 133 and Route 156 (Beans Corner).	Highway Construction/Rehabilitation Roundabout Construction	\$44,000
WR 47743	2025	Route 4	Ditching on Route 4 in Jay. Beginning 320 feet north of the intersection of Route 17 and extending 2.22 miles north at the Jay-Wilton town line.	Drainage Maintenance	\$100,000

Source: MaineDOT 3-Year Work Plan 2025 Edition

# GOALS, POLICIES & ACTION STRATEGIES FOR TRANSPORTATION

## STATE OF MAINE GOALS

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

## STATE OF MAINE POLICIES

1. To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
2. To safely and efficiently preserve or improve the transportation system.
3. To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
4. To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).
5. To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

## JAY'S POLICIES

1. Encourage the mixed use of the railroad rights-of-way for uses other than the railroad on the active and abandoned sections.
2. Assess improvements to reduce the rate of accidents at identified high accident locations.
3. Assure that future development or redevelopment does not exceed capacity.
4. Encourage public transit is available to all Jay residents including the disabled, elderly, and youth.

## STATE OF MAINE STRATEGIES

1. Develop or continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.

**Responsibility:** Town Manager, Public Works Department, Highway Department, Road Committee, Select Board

**Timeframe:** Ongoing

2. Initiate or actively participate in regional and state transportation efforts.

**Responsibility:** Town Manager, Public Works Department, Select Board, AVCOG

**Timeframe:** Ongoing

3. Maintain, enact or amend local ordinances as appropriate to address or avoid conflicts with:
  - a) Policy objectives of the Sensible Transportation Policy Act
  - b) State access management regulations
  - c) State traffic permitting regulations for large developments

**Responsibility:** Planning Board, Ordinance Committee, Code Enforcement Officer, Town Manager, AVCOG

**Timeframe:** Short-term, Ongoing

4. Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation efficient growth patterns and provide for future street and transit connections.

**Responsibility:** Planning Board, Ordinance Committee, Code Enforcement Officer, Town Manager, AVCOG

**Timeframe:** Ongoing

## JAY'S STRATEGIES

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

**Responsibility:** Town Manager, Highway Department, Road Committee

**Timeframe:** Short Term & Ongoing

2. Seek funding from MaineDOT and other available sources for projects relating to bicycle and pedestrian trails, bike lanes and sidewalks.

**Responsibility:** Town Manager, AVCOG, Road Committee

**Timeframe:** Ongoing

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

**Responsibility:** *Town Manager, Select Board, Road Committee & Department Heads*

**Timeframe:** *Ongoing*

# **OUTDOOR RECREATION**

## **FINDINGS AND CONCLUSIONS**

- Key recreation areas in Jay include the French Falls, Spruce Mountain Ski Slope, Spruce Mountain Conservation Area, Jay Recreation Area, the Whistlestop Trail, four boat launches, and various areas for fishing.
- Jay leases land from the Androscoggin Land Trust for the recreation area at French Falls.
- The North Jay White Granite Park was closed permanently in 2021. Many of the previously listed recreational areas have closed or are otherwise unavailable now. There are many opportunities still waiting to be realized with the remaining areas, though.
- The Town of Jay is currently working with AVCOG through a CORA grant to create a Tri-Town Recreation and Facilities Master Plan in coordination with Livermore and Livermore Falls to improve the quality and quantity of recreational activities.

## **CONDITIONS & TRENDS**

### **JAY RECREATION COMMITTEE**

The Jay Recreation Committee is composed of dedicated volunteers committed to organizing events that bring people together and strengthen the sense of community in Jay. This includes the “Music in the Parks” series at French Falls. The Jay Recreation Committee works to maintain the trail networks located at French Falls and the Jay Recreation Area.

### **ANDROSCOGGIN LAND TRUST**

The Androscoggin Land Trust works to conserve and steward land within the Androscoggin River watershed. They maintain the natural and historical values of conserved lands through monitoring, management, restoration, and enforcement. ALT works to protect land by engaging in voluntary, cooperative, and confidential relationships with individual landowners to develop the most appropriate conservation method for their property. Jay continuously works with ALT through a lease for the recreation area located at French Falls, and to seek additional conservational opportunities.

### **RECREATIONAL GROUPS & YOUTH SPORTS**

There are two ATV and Snowmobile Clubs that include Jay. These are the Andy Valley Riders and the Western Maine ATV Club. Area Youth Sports is a non-profit organization that offers sports and activities to Jay, Livermore Falls, Livermore, and Fayette.

## PUBLIC RECREATION FACILITIES

Below is the list of areas currently still in use and some possible suggestions for future development:

### BALL FIELDS

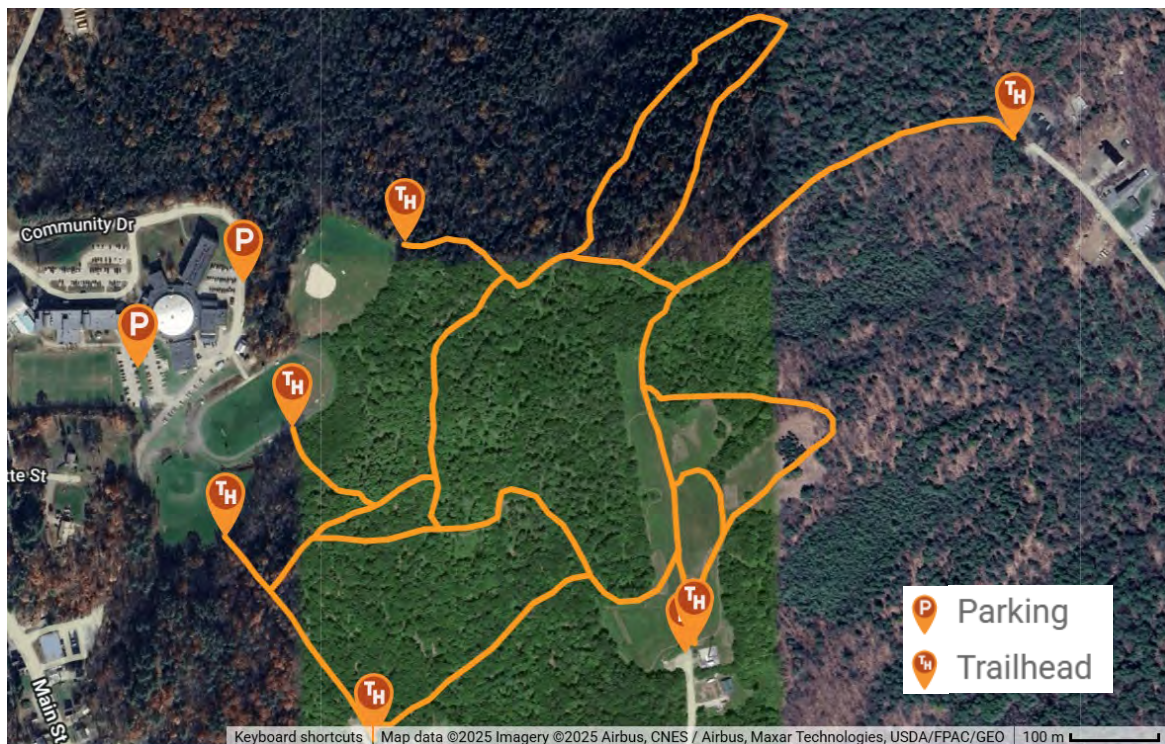
There are currently three ballfields in Jay:

- Dow Field off of Route 133
- Jay Village which is off of Stone St
- French Falls, located in French Falls Park and leased from the Androscoggin Land Trust

### JAY RECREATION AREA

The Jay Recreation Area is owned and managed by the Town of Jay and features ten trails and abuts the middle and high schools (RSU 73). The site hosts a network of trails great for hiking in the warmer months and snowshoeing/cross-country skiing in the winter months. Osgood Farm, a student-maintained tree farm, can also be accessed via the trail network. The Jay Recreation Committee maintains the trail network. The Jay Recreation Area can be accessed via the High School or from a small parking area on Watertower Lane. The view from Watertower Lane would surely promote visits if advertised. Timber harvesting at Jay Recreation Area provided funds for maintenance performed by the Jay Recreation Committee. Trailheads and parking areas at Jay Recreation Area can be seen on the AllTrails Map below.

#### JAY RECREATION AREA TRAILS, PARKING, AND TRAILHEADS



## **PINE ISLAND PARK**

Pine Island Park is in the middle of the Androscoggin River. The park is owned and maintained by Eagle Creek and available for public use, with access located off Riley Road. It has a picnic area, ample parking space, a boat launch, and short side trails leading to outlooks of the Androscoggin River.

## **PARKER POND**

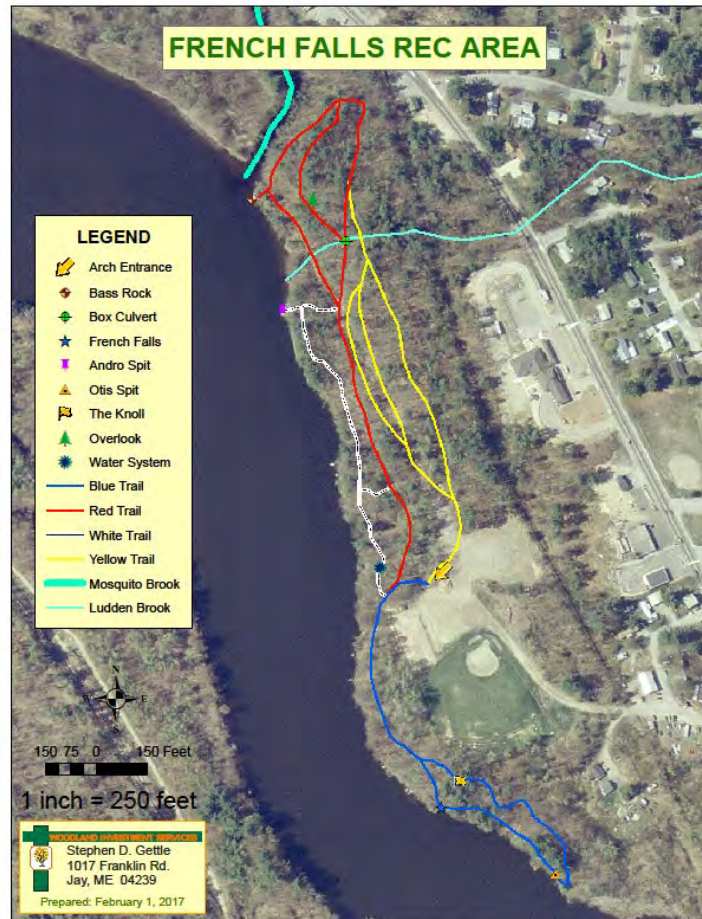
There is currently no public access to Parker Pond or the North Jay Granite Quarry. A public access point to these resources should be discussed by the Jay Select Board and Jay Recreation Committee.

## **FRENCH FALLS**

French Falls is a 29.4-acre riverside property in Jay that is owned by Androscoggin Land Trust. The property is located in the Village of Chisholm situated between Route 4 and the Androscoggin River and includes trails that run through the property and to the “French Falls”, and an approximately 10-acre recreational facility at the center which includes ball fields and a parking lot.

The Town of Jay leases the recreational facility from ALT and hold many family-friendly events including a “Music in the Park” event series in the Summer, and Winter Fest in the winter, which is wholly contingent on having enough snowfall to create the sledding hill that draws in families and children. The Jay Recreation Committee and the Androscoggin Land Trust maintains French Falls. French Falls Park is at 28 French Falls Lane, across from Spruce Mountain Middle School, as seen in the Map of French Falls provided by the Androscoggin Land Trust below.





## CHURCH STREET PARK

The ¼ acre park on Church Street contains several recreational amenities for children and is frequented by the neighborhood youth.

## WHISTLESTOP TRAIL

The Whistlestop Trail runs 15.2 miles from (Bridge Street) in Livermore Falls to Farmington and provides recreation opportunities for ATVs, snowmobiles, snowshoers, hikers, cross-country skiers, horses and more. It can be accessed at multiple points between Livermore Falls and Farmington.

## SPRUCE MOUNTAIN SKI AREA

Spruce Mountain Ski Area is accessed via Ski Slope Road. It sits directly across the Androscoggin River from Church Street and the lights during the winter months are a favorite of the locals there. Ownership is shared between Jay, Livermore Falls, and Livermore. The lodge was redone in 2024 and was featured on Maine Cabin Masters after the community members of the towns came together in a fundraising drive to help get the slope on the show. The slope uses rope tows and snowmaking occurs when there's a lack during the winter months.



In 2024, Spruce Mountain Ski Area held the first Spruce Mountain Sled with much success, indicating that the event will likely continue to be held. The Spruce Mountain Ski Area board is currently partnering with the Jay Recreation Committee to host town recreation events at the lodge, particularly during the warm months. They are currently in talks about hosting an Open Mic event at the lodge in September of 2025, with the possibility of bringing in the VFW and AmVets. Spruce Mountain aims to become a recreation destination year-round.

## **SPRUCE MOUNTAIN CONSERVATION AREA**

The Androscoggin Land Trust (ALT) owns approximately 125 acres abutting Spruce Mountain Ski Area and running along the Androscoggin River. Combustion vehicles are not allowed in this area, but the trails are wide and decently maintained. In the winter the area is used for cross-country skiing and snow shoeing. Hunters should check with private landowners before hunting on private property. There is some public land where hunting is permitted as well.

## **FISHING**

The Androscoggin River runs through Jay and is fished from several areas including French Falls Park and Pine Island. Bass and cold-water species can often be caught, and up-river stock has been known to make its way to Jay. Fishing enthusiasts have ample opportunities along the Androscoggin River, which boasts some of the best bass fishing in the northeast. Wily brown trout can be found lurking in the riffles, providing a thrilling pursuit for fly fishermen. The Androscoggin River offers something for anglers of all ages and skill levels.

## **BOAT LAUNCHES & ACCESS TO SURFACE WATERS**

There are four boat launches in Jay, though most aren't well-publicized or well-known:

- One behind Clarks Riverside Scrap on the Androscoggin River
- One at the foot of the Nordic Trail in the Spruce Mountain Conservation Area
- Pine Island Park to the Androscoggin River
- Riley Boat Ramp & Canoe Portage located on Route 140

The Source to Sea Canoe Trek, organized by the Androscoggin Watershed Council, is a scenic journey from the Androscoggin River's origin in New Hampshire to its culmination in Merrymeeting Bay that occurs every July.

## **TRI-TOWN RECREATION & FACILITIES MASTER PLAN**

The Recreation and Facilities Master Plan for Jay, Livermore, and Livermore Falls (the tri-town region) was prepared for the Androscoggin Valley Council of Governments (AVCOG) by Fourth Economy. The master plan investigates existing and future opportunities for outdoor and year-round recreation in the tri-town region and considers how regional collaboration around recreation may support economic development.

The creation of the Master Plan included robust community engagement efforts that included representatives from the Jay Comprehensive Plan Committee in efforts to align public engagement efforts on the formation of the Comprehensive Plan and the Tri-Town Recreation & Facilities Master Plan. The six core strategies for the Master Plan are listed below:

1. Strengthen Administrative Foundation for Supporting Recreation
2. Create Maintenance Strategies
3. Increase Access to Outdoor Events and Spaces
4. Invest in Core Locations and Infrastructure & Increase Year-Round Usability
5. Support Programming for Youth and Seniors
6. Promote Volunteerism

Details including how these strategies will be activated and achieved, who will lead them, and how they will be prioritized over the next five years is described within the Master Plan. The strategies identified in the Master Plan will be included in the implementation program and evaluation methods of this Comprehensive Plan. The Tri-Town Recreation and Facilities Master Plan will additionally be furthered through the Regional Coordination Program of this Comprehensive Plan.

## **FUTURE SUGGESTIONS**

Most of these would require grants or some other sort of funding, in conjunction with approval from the current landowners if not owned by the town:

### **SPRUCE MOUNTAIN SKI AREA**

This is an area that should be advertised more as there is limited signage to inform people of its existence. It's a sort of local secret that could produce a moderate increase in tourism if word was spread of its existence. Adding a tubing slope with rope pull would entice more families to come. Road access needs to be improved, and the parking area increased.

### **FRISBEE GOLF**

This came up recently on a local Facebook page and there was *a lot* of support for it. Sites like the Jay Recreation Area, French Falls or Spruce Mountain Conservation Area may be worth considering for something like this, as well as the unused 70 acres on Belanger Road.

### **ROPE COURSE**

The closest rope courses are either north of Rangely or in Southern Maine. Adding a warm weather activity could be a way to introduce tourism year-round to Jay. Again, potential sites could be Belanger Road (this is currently being used as a Police Department shooting range), Spruce Mountain, Jay Recreation Area or French Falls Park.

## **PICKLEBALL**

Pickleball has taken off across the country and there is a demand for it here in Jay. French Falls Park has a largely unused section to the right, towards Main Street, that may be ideal for a pickleball court. As of the time of this writing, the Jay Recreation Committee is looking into the pricing to add a Pickleball court to the aforementioned French Falls site, or at the Jay Village Ballfield. The Jay Recreation Committee received estimates on pickleball courts, and the costs associated with development of courts at the Jay Village Ballfield were significantly less expensive due to its existing infrastructure.

## **VOLLEYBALL AND BADMINTON**

A combination volleyball-badminton court could be accommodated in French Falls Park, near the aforementioned pickleball court location.

## **FISHING COMPETITIONS/KAYAKING/CANOEING**

The Androscoggin River is a vastly under-utilized resource in Jay. As the water quality continues to improve, holding events that help shake off the reputation it gained before the Clean Water Act was passed in 1972 will help Jay move forward recreationally. It is undeniably one of our largest unrealized recreational opportunities.

## **AMPHITHEATER OR ICE RINK/PLAY AREA**

The site of the old Otis Mill, which is currently privately owned, has so much potential once the scrap is cleared away. Some ideas have been an amphitheater or a small water park that doubles as an ice rink and play area. The fact that the site includes both the towns of Jay and Livermore Falls, as well as Franklin and Androscoggin counties, could complicate future development or allow for collaboration between the two.

## **DOG PARK AND COMMUNITY GARDEN**

A large section of the 150+ acres of the Jay Recreation Area is cleared, allowing for easy construction of a fenced dog park and designated community garden area.

## **PUBLIC INPUT**

The public survey received the following responses in relation to Recreation:

### **1) RECREATION AND COMMUNITY DEVELOPMENT**

Many respondents expressed a desire for more recreational opportunities, particularly for families and young people. There are suggestions for developing parks, playgrounds (e.g., at French Falls), and recreational spaces such as a disc golf course or a dog park. The need for

more family-friendly entertainment options, such as sit-down restaurants or non-fast-food dining, is also a recurring request.

## **2) NEED FOR MORE COMMUNITY AMENITIES AND ACTIVITIES**

A recurring concern is the lack of recreational opportunities, particularly for children and families. Suggestions included creating parks, a rec center, and more community events to foster engagement and reduce boredom, especially among young people.

## **3) LIMITED AMENITIES AND SERVICES**

Several respondents noted that Jay lacks a wide variety of shopping, dining, and recreational opportunities. Many travel to nearby towns like Farmington or Auburn for these services, highlighting the need for greater economic development and expansion of recreational opportunities in Jay.

## **4) OPPORTUNITIES FOR GROWTH**

The town is encouraged to think creatively about utilizing its natural resources, such as the Androscoggin River, Spruce Mountain, and other town-owned properties, to attract new industries, tourism, and recreational activities. Emphasis is placed on creating a balance between progress and preserving the town's natural and historical assets.

## **5) NEED FOR YOUTH-ORIENTED AMENITIES**

There's a desire for more activities and opportunities for younger generations, including spaces like dog parks, community gardens, or trails, which could help make Jay a more vibrant and engaging place for youth.

# GOALS, POLICIES & ACTION STRATEGIES FOR OUTDOOR RECREATION

## STATE OF MAINE GOAL

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

## STATE OF MAINE POLICIES

1. To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.
2. To preserve open space for recreational use as appropriate.
3. To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming, and work with nearby property owners to address concerns.

## JAY'S POLICIES

1. To strengthen administrative foundation for supporting recreation through the formation of a Tri-Town Recreation Committee.
2. To create maintenance strategies for recreational opportunities in coordination with Livermore and Livermore Falls.
3. To increase access to outdoor events and spaces in coordination with conservation organizations and private landowners.
4. To invest in core locations and infrastructure to increase year-round usability in coordination with Livermore and Livermore Falls.
5. To support programming for youth and seniors.
6. To promote volunteerism in the creation of additional recreational opportunities.

## STATE OF MAINE STRATEGIES

1. Create a list of recreation needs or develop a recreation plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.

**Responsibility:** Jay Recreation Committee, AVCOG, Planning Board, Tri-Town Recreation Committee, Comprehensive Plan Implementation Committee

**Timeframe:** Ongoing

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

**Responsibility:** Tri-Town Recreation Committee, Jay Recreation Committee, AVCOG, Planning Board, ATV Club, Androscoggin Land Trust, Comprehensive Plan Implementation Committee

**Timeframe:** Ongoing

3. Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.

**Responsibility:** Recreation Committee, AVCOG, Planning Board, Androscoggin Land Trust, Maine Farmland Trust

**Timeframe:** Ongoing

4. Provide educational materials regarding the benefits and protections for landowners allowing public recreational access to their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use as defined in Title 14, M.R.S.A. §159-A.

**Responsibility:** Recreation Committee, AVCOG, Planning Board, Androscoggin Land Trust, Comprehensive Plan Implementation Committee

**Timeframe:** Ongoing

# **WATER RESOURCES**

## **FINDINGS AND CONCLUSIONS**

- Parker Pond is used to supplement the public water supply source available at Moose Hill Pond in Livermore Falls. Both Parker Pond in Jay and Moose Hill Pond in Livermore Falls are on the Maine Department of Environment Protection's Nonpoint Source Priority Watersheds List due to their usage for public drinking water.
- The Parker Pond Watershed is identified as a threatened watershed.
- Point sources of pollution in Jay are identified at the wastewater outfall at the North Jay Sewage Treatment Plant, the Jay Dam, and the former Androscoggin Mill.
- There were three FEMA declared storms that caused significant flooding in Jay throughout 2023. The devastation cost the town approximately \$4,000,000 due to damage of roads and infrastructure.
- Due to historic point source pollution from the paper mill industry, the Androscoggin River is identified as an impaired stream by the Maine Department of Environmental Protection. The Androscoggin River is classified as a "C". All other rivers and streams in Jay are Class B.

## **INTRODUCTION**

Water resources are crucial for a town's well-being, supporting public health, the economy, and the environment. Clean water is essential for drinking, sanitation, and hygiene, while also playing a role in recreation, agriculture, and industry. There are many emerging factors that make providing safe drinking water increasingly difficult. This includes groundwater contamination from PFAS, increasing impacts from extreme weather conditions and flooding, and disruption to supply chains. Protecting water resources safeguards public health, sustains ecosystems, and contributes to the town's overall quality of life.

## **CONDITONS & TRENDS**

### **SURFACE WATER RESOURCES**

Jay has several major waterbodies as well as various ponds, wetlands, and streams that make up the landscape, as seen on Map 1 Water Resources in Jay. Major waterbodies include the Androscoggin River, Seven-Mile Stream, and Parker Pond. Other water bodies include Nash Brook, James Brook, Meadow Brook, Mosquito Brook, Ridley Brook, Little Norridgewock Brook, and four unnamed streams. There are two unnamed ponds in Jay (8789 and 8801).

### **ANDROSCOGGIN RIVER**

The Androscoggin River is the most predominant surface water resource in Jay. It flows for approximately 4.5 miles in a north to south direction across the southwest corner of Jay. By the time

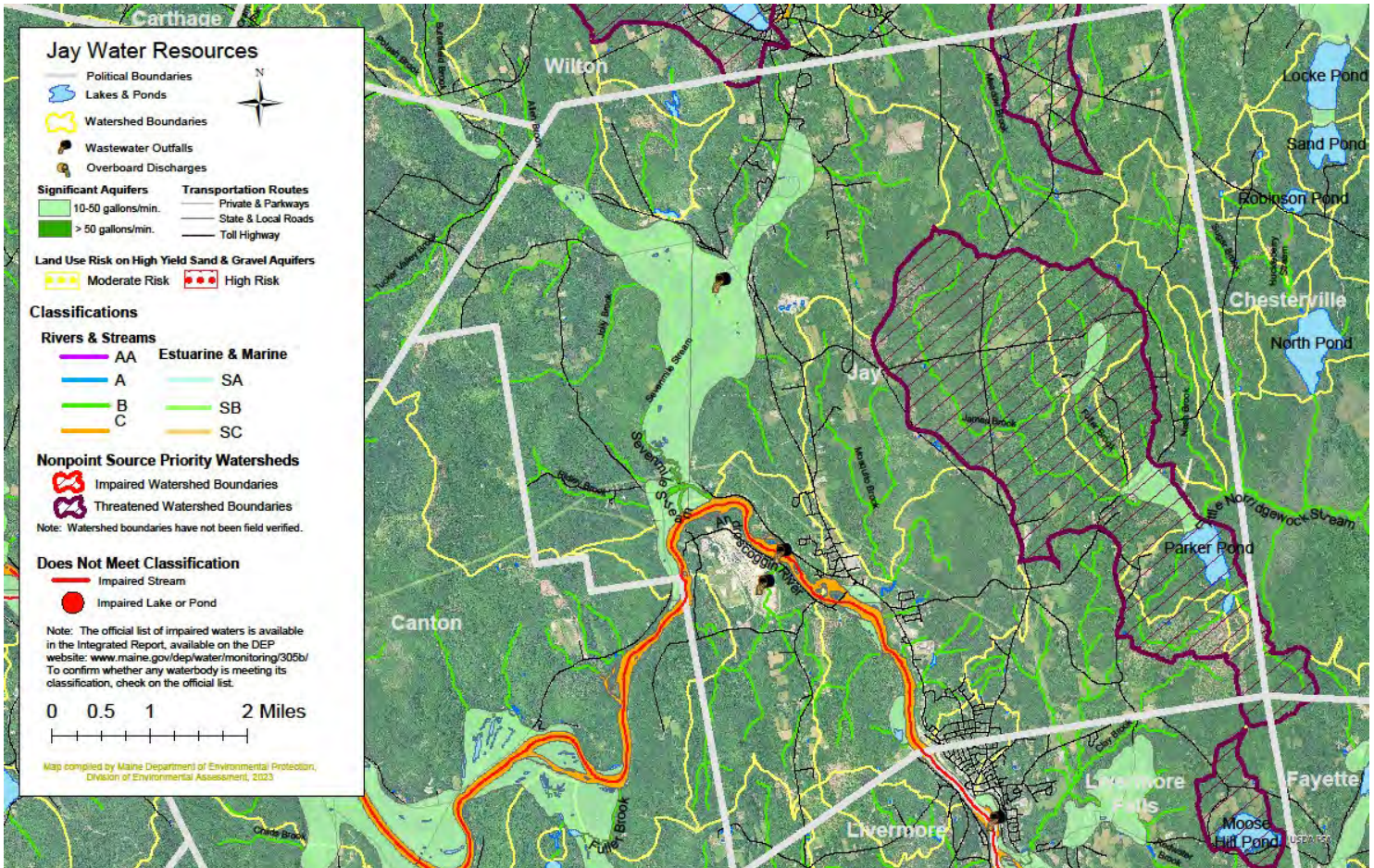
the Androscoggin River leaves Jay it has drained some 2,500 square miles of Maine and New Hampshire. The watershed above Jay includes the western mountains of Franklin and Oxford Counties and several large lakes. As the River flows through New Hampshire, it passes Berlin and Gorham on its way to Bethel and Rumford. Land use in the Androscoggin River watershed ranges from large tracts of commercial forest land and agricultural land to urban uses in Berlin, Gorham, and Rumford.

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

The Androscoggin River is classified as "C", the fourth highest classification, as it flows through Jay. Class C waters are considered suitable for navigation, industrial processes and cooling water supply. Class "C" waters must be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; agriculture; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation (except as prohibited under Title 12, Section 403 *Special protection for outstanding rivers*) navigation; and as a habitat for fish and other aquatic life. Due to historic point source pollution from the paper mill industry, the Androscoggin River is identified as an impaired stream by the Maine Department of Environmental Protection.



**MAP 1: WATER RESOURCES IN JAY**



Class C waters must be of sufficient quality to support all species of fish indigenous to those waters and to maintain the structure and function of the resident biological community. The dissolved oxygen content of Class C water may not be less than 5 parts per million or 60% of saturation, whichever is higher, except that in identified salmonid spawning areas where water quality is sufficient to ensure spawning, egg incubation and survival of early life stages, that water quality is sufficient and must be maintained.

In addition to the industrial values of the Androscoggin River, its recreation value is becoming an economic factor. French Falls, located in Chisholm between Route 4 and the Androscoggin River, includes trails that run through the property to the “French Falls”.

The water quality of the Androscoggin River has improved significantly over time. Advocacy groups working on the Androscoggin River include the Androscoggin River Watershed Council, Androscoggin River Alliance and the Androscoggin Land Trust. The Clean Water Act of 1972 established water quality standards, required permits for discharges, and spurred investment in wastewater treatment facilities. This led to a significant reduction in pollutants entering the Androscoggin River.

In 2022, the Maine Legislature voted to reclassify the 14-mile stretch of the Androscoggin River from the Worumbo Dam in Lisbon Falls to Merrymeeting Bay where the Androscoggin and Kennebec rivers meet. The Androscoggin River Watershed Council is currently working with DEP to extend the “B” classification from the Worumbo Dam all the way to Ellis River near Rumford. This request was denied.

## **SEVEN MILE STREAM**

The Seven-Mile Stream flows through the northwest corner of Jay to the Androscoggin River and has a drainage area of 37 square miles. The Stream originates in Carthage and flows through parts of Dixfield and Wilton before reaching Jay. Bank fishing is the primary recreational use on the Seven-Mile Stream. The Seven Mile Stream watershed is composed of undeveloped commercial forest land, and associated floodplains are used for agriculture.

The State of Maine Surface Water Classification System classifies Seven-Mile Stream as "B", or third highest classification. Class B waters must be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; agriculture; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation (except as prohibited under Title 12, section 403 *Special protection for outstanding rivers*) navigation; and as habitat for fish and other aquatic life. The habitat must be recognized as unimpaired.

Meadow Brook, Mosquito Brook, Ridley Brook, Jolly Brook, Little Norridgewock Stream, James Brook, Sugar Brook, Allen Brook, Fuller Brook, Nash Brook, Clay Brook, and four unnamed streams all are classified as 'B' waters. Each waterbody has a relatively small, undeveloped watershed, as seen on Map 1 above.

## **PARKER POND**

Parker Pond has a surface area of 102 acres, a maximum depth of 26 feet, and a drainage area of 7.5 mi<sup>2</sup>. The Pond is used to supplement the public water supply source available at Moose Hill Pond in Livermore Falls. Parker Pond is listed by the Maine Department of Environmental Protection as a lake at risk from new development because it is a public water supply source. Parker Pond is classified as GPA in respect to aquatic life, primary contact, swimming, and trophic state.

Water quality in Parker Pond is marginal for cold-water gamefish. Water temperatures reach critical levels during the warm summer months. Salmonid spawning and nursery habitat is limited, but landlocked salmon utilize the inlet to maintain low numbers. Bass, perch, and pickerel are present year-round. The pond is not stocked by MaineDEP. Fish observed in Parker Pond include Brook Trout, Chain Pickerel, Golden Shiner, Largemouth Bass, Pumpkinseed Sunfish, Redbreast Sunfish, White Perch, White Sucker, and Yellow Perch.

The watershed of Parker Pond is approximately 6,100 acres. There is no public boat launch located at Parker Pond. Roads and residential development account for the remaining land area. Parker Pond is on the Maine Department of Environment Protection's Nonpoint Source Priority Watersheds List due to its usage in the public water system for drinking water. The Parker Pond Watershed is identified as a threatened watershed. The greatest threats to the water quality of Parker Pond are from non-point sources associated with future development.

## **NONPOINT SOURCES OF POLLUTION**

Maine's Nonpoint Source (NPS) Water Pollution Management Program helps restore and protect water resources from nonpoint source pollution. The basic objective of the NPS program is to promote the use of state agency-defined "best management practice guidelines" (BMPs) to prevent water pollution. DEP uses a combination of statewide programs and targeted watershed projects to make progress towards restoring and protecting water quality.

Jay utilizes best management practices to protect water resources in development review, road maintenance, and other public works activities. Jay also protects salt and sand storage from the weather to limit stormwater contamination, cleans and monitors culvert functions to allow for greater flow and aquatic organism passage, and assesses groundwater infiltration.

Community-based monitoring of Maine's lakes by trained and certified volunteers through Lake Stewards of Maine is a vital part of ensuring the continued stewardship for future generations. Monitoring is carried out in order to better understand and assess the risks to ecological and human health. A record of the nature of the nonpoint sources of pollution affecting Jay's waters should be developed to determine mitigation efforts to negate the effects of nonpoint source pollution.

## **POINT SOURCES OF POLLUTION**

The pulp and paper industry settled along the Androscoggin River during the 1800's. Mills were constructed in Berlin, New Hampshire, Rumford, Jay, and Livermore Falls. Continued expansion of this industry has had long-term impacts upon the river basin and water quality, as the mills discharged raw liquors from the sulfite pulping process into the Androscoggin River. As the pulp and paper industry grew the economy, increased demands were placed upon the Androscoggin River to accommodate industrial and domestic waste.

In a report presented to the Maine Sanitary Water Board in February 1942, it was stated that, "the pollution responsible for the objectionable conditions of the (Androscoggin) river is derived from industrial waste and municipal sewage discharges without treatment." It was further noted that "few streams in the United States of comparable size showed evidence of such extreme pollution." It was estimated that the industrial discharge to the river was equivalent to that of a population of 2,411,500. Since the 1940's, both industry and municipalities have constructed treatment plants which treat waste before they are discharged to the river.

There are two wastewater outfalls along the Androscoggin River in Jay, located at the Androscoggin Mill and the Jay Dam. The dam impounds water for the Jay power station, a 3,125-kilowatt hydroelectric facility. The Jay Dam was built in 1912 and features three non-contiguous dam sections separated by islands. The dam is 893 feet long and has a 320-foot forebay leading to a powerhouse with six turbine-generators.

The waste discharge license issued by the Maine Department of Environmental Protections for the former Androscoggin Mill allows for 51 MGD (million gallons/day) of discharge of treated process water, sanitary wastewater, contact and non-contact cooling water, landfill leachate and stormwater to the Androscoggin River. The former Androscoggin Mill property has an on-site wastewater treatment plant, with two primary clarifiers, aeration lagoons and two secondary clarifiers. Licensed wastewater discharges originating at the Jay Mill when operating resulted primarily from the pulp and paper making process. Since the shutdown of the pulp and paper making operations the treatment plant continues to be used to treat leachate from the on-site landfills, stormwater runoff, and sanitary wastewater.

The North Jay Sewer Treatment Plant ceased discharging to Seven Mile Stream in 2020. North Jay's wastewater is now pumped to Livermore Falls Wastewater Treatment Plant to be treated.

## WATER QUALITY

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

The Maine Department of Environmental Protection has calculated the amount of additional phosphorus that would produce a 1-part per billion (1 ppb) increase in each pond's phosphorous concentration. Per-Acre Phosphorus Allocations in Jay's waterbodies can be seen in Table 1 below. The Per-Acre Phosphorus Allocations below are required through Jay's Subdivision Ordinance.

**TABLE 1: PER-ACRE PHOSPHORUS ALLOCATIONS IN JAY**

Lake Name	Water Quality Category <sup>1</sup>	Direct Drainage Area in Jay (Acres)	% of Direct Drainage Area in Jay	Lake Load Allocation (lbs/ppb/yr) <sup>2</sup>
North Pond	Moderate / Sensitive	539	34%	0.05
Parker Pond	Moderate / Sensitive	4,781	100%	0.036
Pease Pond	Moderate / Sensitive	531	38%	0.04



Lake Name	Water Quality Category <sup>1</sup>	Direct Drainage Area in Jay (Acres)	% of Direct Drainage Area in Jay	Lake Load Allocation (lbs/ppb/yr) <sup>2</sup>
<b>Robinson Pond</b>	Moderate / Sensitive	7	2%	0.044
<b>Wilson Pond</b>	Moderate / Sensitive	32	>1%	0.038
<b>Unnamed Pond (8789)</b>	Moderate / Sensitive	170	28%	0.047
<b>Unnamed Pond (8801)</b>	Moderate / Sensitive	538	66%	0.044

Source: Maine Department of Environmental Protection (DEP)

<sup>1</sup> Water quality category is an assessment by the Maine Department of Environmental Protection of the water quality of a lake.

Moderate/Sensitive- Average water quality, but high potential for phosphorus recycling from lake bottom sediments.

<sup>2</sup> Lake Watershed Load Allocation represents pounds (lbs) of phosphorus per acre per year allocated to Jay's share of watershed per parts per billion (ppb).

## FLOODPLAINS

A floodplain is flat land along a river or shoreline that is covered by water during a flood. Under the Federal Insurance Program, the 100-year floodplain is called the Special Flood Hazard Area. During a flood, water depths in the flood plain may range from less than one foot in some areas, to over 10 feet in others. Floodplains along rivers and streams usually consist of the floodway, where the water flows, and the flood fringe, where stationary water backs up. The floodway will usually include the channel of a river or stream as well as some of the land area adjacent to its banks. Major flooding generally occurs in the spring months, from rapid runoff caused by heavy rains combined with spring thaw and melting snow. Less frequently, flooding occurs later in the year as a result of extreme weather events.

To secure financing to buy, build, or improve structures in Special Flood Hazard Areas (SFHAs), property owners are required to purchase flood insurance. An important element in making flood insurance available to home and business owners is a community's agreement to adopt and enforce floodplain management ordinances, particularly with respect to new developments. The National Flood Insurance Program (NFIP) is a voluntary program that offers community residents the opportunity to purchase flood insurance provided by the Program in exchange for the community's commitment to practice viable land use management. Jay has had a Floodplain Management Ordinance in place since 2003.

The more heavily developed areas of the Town along the Androscoggin River are located mostly outside the floodplain. Seven-Mile Stream has an extensive floodplain, most of which is not developed. Other floodplain areas are located at Parker Pond.

## **IMPACTS OF STORM DAMAGES & MITIGATION EFFORTS**

There were three FEMA declared storms that caused significant flooding in Jay throughout 2023. This resulted in substantial damage to Route 4, Route 133, and several other public roads in Jay. Woodman Hill Road had a culvert failure, leaving a massive washout on the road. These storms also damaged the Whistlestop Trail, and the sewer line located on Main Street. The devastation cost the town approximately \$4,000,000 due to damage of roads and infrastructure. Incorporation of mitigation practices to combat the detriment of natural hazards and flooding will be necessary to keep Jay's infrastructure resilient in the face of increasing storm intensity.

## **INVASIVE PLANTS**

According to DEP, invasive aquatic species are introduced exotic flora and fauna that displace native plant and animal communities. Infestations result in habitat disruption, loss of property values, diminished water quality, reduced fishing and water recreation opportunities, and significant expense for mitigating environmental costs. There are eleven invasive aquatic species identified in Maine law as illegal to import, sell, and transport. According to DEP's data on Invasive Aquatic Plants, Jay does not currently have any invasive aquatic plants.

## **GROUNDWATER RESOURCES**

Groundwater is withdrawn from three basic types of aquifers in Maine: unconsolidated glaciofluvial deposits (stratified drift or sand and gravel aquifers), till, and fractured bedrock. Sand and gravel aquifers are a water-bearing geologic formation consisting of ice contact, outwash, and alluvial sediments left by the melting glaciers and subsequent melt-water rivers and streams that were once part of this area of Maine (roughly 12,000 years ago). The sand and gravel deposits range from 10 feet to more than 100 feet thick.

Sand and gravel aquifers are generally large, continuous, sand and gravel deposits that extend along a river valley. The sand and gravel deposits fill the valley between the hills on either side to create a fairly flat valley floor. In most cases, the flow path of groundwater through the aquifer is from the valley walls towards a stream or river flowing along a valley floor. The stream, then, acts as a drain where groundwater enters the surface water drainage system and flows downstream. While these sand and gravel aquifers will unlikely serve as a source of Jay's public water supply in the future, they are viable sources of private water supply and aid in recharging area water supplies. Contamination of both sand and gravel aquifers and bedrock wells is possible. Important sources of groundwater contamination in Maine include disposal activities such as septic systems and landfills, leaking storage facilities, agriculture, spilled hazardous materials, winter salt applications, or previously unregulated activities.

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

abutting the CMP corridor. Low-yield aquifers in Jay can be seen on Map 1 Water Resources in Jay, above.

In Maine, much less information is available concerning bedrock aquifers. However, most private wells are drilled into bedrock and penetrate relatively small fractures that produce only small amounts of water. However, for most residential dwellings, wells drilled into bedrock need not produce large volumes of water. A well 200 feet deep with a yield of 2 gallons per minute will normally provide sufficient water for normal residential uses. According to Maine's Water Well Database provided by the Maine Geological Survey, there are 476 drilled wells in Jay.

## **PUBLIC DRINKING WATER**

There are three types of public water systems, each of which is differently regulated. The Maine Drinking Water Program defines three types of public water systems. Each public water system has different standards for regulation. Types of public water systems in Maine are defined below.

### **COMMUNITY PUBLIC WATER SYSTEMS**

A public water system that serves at least fifteen service connections used by year-round residents or regularly serves at least 25 year-round residents.

### **NON-TRANSIENT, NON-COMMUNITY PUBLIC WATER SYSTEMS**

A public water system that serves at least 25 of the same people for six months or more per year.

### **TRANSIENT PUBLIC WATER SYSTEMS**

Non-community public water systems that serve at least 25 people, but not necessarily the same people, for at least 60 days per year.

There are two public water systems located in Jay: Jay Village Water District and North Jay Water District. These systems are defined as community public water systems by the Maine Drinking Water Program. Jay is also served in part by the Livermore Falls Water District, which provides water in the Chisholm area.

The North Jay Water District is located in the village of North Jay, serving the area from the north side of Jay Hill to the border of Wilton. The North Jay Water District is an independent entity that is regulated by the Public Utilities Commission and managed by an elected Board of Trustees. It is not a department of the Town of Jay. The North Jay Water District purchases its water from the Town of Wilton Water District. The Wilton Water District gets its drinking water from Varnum Pond. The Wilton Water Treatment Plant then filters and treats the water from the pond before it is delivered to residents. The Wilton Water Treatment Plant and Wilton Water District are owned and operated by the Town of Wilton.

The Jay Village Water District serves the village of Jay from Route 4, at the foot of the Jay Community Building, to the north central portion of Jay Hill, including Spruce Mountain Elementary School. Jay Village Water District is an independent entity that is regulated by the Public Utilities Commission and managed by an elected Board of Trustees. It is not a department of the Town of Jay. Water for the district is treated by, delivered, and purchased from the Livermore Falls Water District.

The Livermore Falls Water District serves the southern portion of Jay, specifically the area of Chisholm up to Spruce Mountain Middle and High Schools. Livermore Falls draws water from Moose Hill Pond and Parker Pond, then treats it with filtration and chlorination before distribution. The Livermore Falls Water District is an independent entity that is regulated by the Public Utilities Commission and managed by an elected Board of Trustees. It is not a department of the Town of Livermore Falls.

The Town of Jay owns and operates its own sewer department. It's a publicly owned treatment works regulated by the U.S. Environmental Protection Agency. The town is responsible for the maintenance of the sewer mains in the street, while individual homeowners are responsible for their service lines and connections to the main. Sewer users pay for the operation and maintenance of the sewer system. A new solid waste processing facility is being developed at the former Pixelle Mill site, which will serve as a regional "spoke" for solid waste collection, connecting to the main processing hub in Hampden.

Jay sends its sewage to be treated at the Livermore Falls Wastewater Treatment Plant in Livermore Falls. Maintenance and improvement to the system requires continued coordination between the Select Board's in Jay and Livermore Falls. The North Jay Water District is served by water purchased from the Wilton Water District. The Jay Village Water District is served by water purchased from the Livermore Falls Water District. There has been no Source Water Assessment performed at these sites, making it difficult to define sources of non-point pollution.

## **TOWN REGULATION**

Groundwater and surface water are protected through various ordinances in Jay. Chapter 5, *Subdivision*, of Jay's Environmental Control & Improvement Ordinance requires subdivision applications to be reviewed for negative impacts on surface and groundwaters to ensure protection of water quality. The Subdivision Ordinance requires that the location of watershed boundaries be shown on the Subdivision Plan for analysis if located in the direct watershed of North, Parker, Pease, Robinson or Wilson Ponds.

A Phosphorus Control Plan and impact analysis is required if a subdivision is located in the direct watershed of North, Parker, Pease, Robinson or Wilson Ponds. A Soil Erosion Plan showing the soil erosion, storm water run-off, and sediment control plans for the subdivision, including how and where the applicant intends to control surface water, erosion and sediment, and a Topographic Plan are also required through the Subdivision Ordinance. Phosphorous export from a proposed subdivision developments is calculated according to the procedures defined in *Phosphorous*



*Control in Lake Watersheds: A Technical Guide for Evaluating New Development* (Maine DEP et. al., September 1989, with revision in 1992, and as may be amended), and projects proposed within the direct watershed of North, Parker, Pease, Robinson or Wilson Ponds must be designed to limit phosphorous runoff to the levels defined by Maine DEP.

The Subdivision Ordinance also requires the reasonable use of vegetative buffers, limits on clearing, and minimal road lengths, and encourages the use of other non-structural measures prior to allowing the use of high-maintenance structural measures such as infiltration systems and wet ponds.

Applicants proposing to subdivide land in or within 75 feet of significant wildlife resources identified by the Maine Department of Inland Fisheries and Wildlife must consult with a recognized wildlife or fisheries consultant, or the Maine Department of Inland Fisheries and Wildlife, and provide their written comments to the Planning Board. The Planning Board must consider any recommended measures provided to minimize impacts on such habitats. Any conditions of approval that address wildlife or fisheries habitat preservation must appear on the plan and as deed restrictions to the affected lots.

Chapter 9 and Chapter 12 of the Environmental Control and Improvement Ordinance were suspended on April 27, 2009, after pushbacks from residents and landowners lead to a successful vote on suspension of the provisions at Town Meeting. Chapter 9, *Solid Waste Facilities*, of Jay's Environmental Control & Improvement Ordinance provided for protection of groundwater and surface water quality through performance standards for construction and operation. Chapter 9 also required environmental monitoring and management of waste that results from the solid waste facility. Chapter 12, *Water*, of Jay's Environmental Control & Improvement Ordinance required that, *"No person shall directly or indirectly discharge or cause to be discharged from a point source any pollutant into the Waters of the State in the Town without first obtaining a Jay water permit from the Board."*

Water resources in Jay are protected through the Mandatory Shoreland Zoning Act, the Natural Resource Protection Act, and the Shoreland Zoning Ordinance for Jay. Areas within 250 feet of the upland edge of freshwater wetlands, and wetlands associated with great ponds and rivers, slopes greater than 20% within the shoreland zone, "moderate" or "high" value waterfowl and wading bird habitat areas as identified by the Maine Department of Inland Fisheries and Wildlife, floodplains, freshwater wetlands, areas of two (2) or more contiguous acres supporting wetland vegetation and hydric soils, and land areas along rivers subject to severe bank erosion, undercutting, or riverbed movement are defined as Resource Protection areas through the Shoreland Zoning Ordinance for Jay.

Areas within 250 feet, horizontal distance, of the normal high-water line of Parker Pond are regulated through the Shoreland Zoning Ordinance for Jay, due to its use as a water supply source for Livermore Falls Water District. Areas with 75 feet of a stream are defined as Stream Protection through the Shoreland Zoning Ordinance for Jay. Jay participates in the National Flood Insurance Program, which allows property owners that are located in the 100-year flood plain to purchase

flood insurance. Jay enforces a Floodplain Management Ordinance to dictate regulations in the floodplain. All land use ordinances in Jay are administered and enforced by the Code Enforcement Officer and Planning Board.

## **LOCAL & REGIONAL CONSERVATION**

Protection of water resources in Jay is supported by the Franklin County Soil and Water Conservation District, the Maine Department of Environmental Protection, the Androscoggin River Watershed Council, the Androscoggin River Alliance, the Androscoggin Land Trust, Lake Stewards of Maine, Maine Lakes Society, and the Maine Department of Inland Fisheries and Wildlife. Jay works with these organizations on an ongoing basis to further conservation and mitigation efforts.

## **PUBLIC INPUT ON WATER RESOURCES**

The public survey received the following responses in relation to Water Resources:

### **1) ENVIRONMENTAL CONCERNS WITH DEVELOPMENT AND LAND USE**

Some residents advocated using Jay's natural resources, like the Androscoggin River, for recreational purposes and commercial development. Others suggest utilizing vacant industrial spaces for new business ventures, but with a focus on sustainability and eco-friendly industries. There's an expressed desire to leverage environmental resources for future development, particularly around the Androscoggin River.

Respondents highlighted a strong desire to protect Jay's natural environment, particularly its water resources. Concerns about the impact of the CMP corridor project and its effects on local brooks and rivers have been voiced, with some respondents worried that the environmental damage caused by previous work may not be repaired in the future. There's a degree of skepticism about the growth of industries that may harm Jay's natural environment.

While some respondents advocate for embracing new development (such as alternative industries or more tourism-related infrastructure), others emphasize the importance of protecting natural resources and being mindful of the town's long-term environmental sustainability.

### **2) RECREATIONAL DEVELOPMENT**

Several respondents advocated using the Androscoggin River for recreational opportunities, such as riverboat tours, small boat marinas, kayaking, canoeing, and crew rowing. They suggested turning the area into a vibrant recreational hub, similar to the Bangor waterfront, with weekend events like concerts, food trucks, and festivals.

### **3) CLEAN WATER ADVOCACY**

Many respondents stress the importance of maintaining clean water as a priority, and protecting water resources is seen as crucial for the town's future health and prosperity.

While some respondents supported growth, they advocate for a slow, careful, and thoughtful approach that balances tradition with modern needs. The community should remain cautious about overdevelopment, particularly when it comes to land use and water quality.

Overall, respondents are optimistic about Jay's future potential but believe it will require careful planning, sustainable development, and a commitment to preserving the town's environmental resources.

## **GOALS, POLICIES & ACTION STRATEGIES FOR WATER RESOURCES IN JAY**

### **STATE OF MAINE GOAL**

To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas.

### **STATE OF MAINE POLICIES**

1. To protect current and potential drinking water sources.
2. To protect significant surface water resources from pollution and improve water quality where needed.
3. To protect water resources in growth areas while promoting more intensive development in those areas.
4. To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.
5. To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

### **JAY'S POLICIES**

1. Manage development adjacent to surface waters to protect water quality, maintain wildlife travel corridors, aesthetics values and other natural resources.
2. Manage phosphorus export in lake/pond watersheds which would lead to water quality degradation.

### **STATE OF MAINE STRATEGIES**

1. Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with:
  - a) Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502).
  - b) Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds.
  - c) Maine Pollution Discharge Elimination System Stormwater Program

**Responsibility:** Planning Board, Code Enforcement Officer

**Timeframe:** Short-Term

2. Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.

**Responsibility:** Ordinance Development Committee, Planning Board, AVCOG

**Timeframe:** Short-Term/Ongoing

3. Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.

**Responsibility:** Planning Board, AVCOG, Town Manager

**Timeframe:** Long-Term

4. Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.

**Responsibility:** Ordinance Development Committee, Planning Board, Code Enforcement Officer

**Timeframe:** Short-Term

5. Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.

**Responsibility:** Planning Board, Comprehensive Plan Implementation

**Timeframe:** Ongoing/Long-Term

6. Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.

**Responsibility:** Public Works, Planning Board, Code Enforcement Officer

**Timeframe:** Short-Term, Ongoing

7. Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.

**Responsibility:** Code Enforcement Officer, Planning Board, AVCOG

**Timeframe:** Ongoing

8. Provide educational materials at appropriate locations regarding aquatic invasive species.

**Responsibility:** Comprehensive Plan Implementation Committee, AVCOG

**Timeframe:** Short-Term

## JAY'S STRATEGIES

1. Amend ordinances to require a Phosphorus Impact Analysis and Control Plan for subdivision developments located in pond watersheds.

**Responsibility:** Planning Board, Code Enforcement Officer, AVCOG

**Timeframe:** Ongoing

2. Participate in the development of a joint pond phosphorus protection program with those neighboring municipalities which share common watersheds.

**Responsibility:** Planning Board, AVCOG

**Timeframe:** Short-Term/Ongoing

3. Continue to maintain, enact, and amend ordinance language to include provisions to protect public wellheads, groundwater, and aquifer recharge areas to support safe drinking water.

**Responsibility:** Planning Board, Code Enforcement Officer, AVCOG

**Timeframe:** Ongoing

4. Providing the Planning Board with the list of potential threats to ground water published by the Maine Department of Environmental Protection for use in review of development proposals.

**Responsibility:** Planning Board, AVCOG

**Timeframe:** Short-Term/Ongoing

# NATURAL RESOURCES

## FINDINGS AND CONCLUSIONS

- The Maine Natural Areas Program has identified the existence of the Spotted Wintergreen and Slender False Pimpernel plants in Jay. The Spotted Wintergreen is a threatened plant with a state rank of S2. The Slender False Pimpernel is a species of special concern with a state rank of S3.
- The Maine Natural Areas Program has identified two rare and exemplary natural community in Jay; Silver Maple Floodplain Forest and Unpatterned Fen Ecosystem.
- Wetland areas in Jay range from small, forested wetlands to large, inundated wetland areas associated with Seven Mile Stream and Little Norridgewock Stream. The largest undeveloped habitat block in Jay is 2,666 acres.

## INTRODUCTION

Natural resources play a significant role in shaping the identity and development of a town. They influence where people choose to settle, the types of industries that thrive, and the overall character of the community. The availability of resources like fertile land, water sources, minerals, and timber can determine a town's economic focus, location of infrastructure, and even its community character.

Natural resources provide towns with clean air, sufficient water, food, materials, and space for recreation. Healthy ecosystems filter pollutants, ensuring cleaner water and air for residents. Natural features like wetlands and forests act as buffers, absorbing excess water and reducing the risk of flooding. Limited removal of vegetation helps stabilize soil, prevent erosion, and reduce harmful runoff into waterways.

To adequately protect natural resources, it is important to identify and understand the natural elements and development constraints that are present, and the ways in which they work together to create an ecosystem. Natural resources and ecosystems in Jay are described through this Natural Resource chapter, the Water Resources chapter, and the Agriculture and Forestry chapter of this Plan.

## CONDITIONS & TRENDS

### SETTING

Jay is located southwest of Farmington in Franklin County and is bordered by six towns. These neighboring towns include Wilton and Chesterville in Franklin County, Livermore Falls and Livermore in Androscoggin County, and Canton and Dixfield in Oxford County. Jay has several

lakes, streams, brooks, marshes, and wetlands that compose the landscape. The major waterbodies in Jay are Parker Pond, Seven Mile Stream, and the Androscoggin River.

Important resources to address through protection standards include floodplains, wetlands, riparian buffers, woodlands, steep slopes, natural communities, and threatened and endangered species and their habitats.

## **CRITICAL NATURAL RESOURCES**

### **TOPOGRAPHY**

Topography is the arrangement of the natural and artificial physical features of an area. Topographic maps are detailed records of land area that illustrate geographic positions and elevations for both natural and man-made features. A contour line is a line drawn on a topographic map to indicate ground elevation or depression. The arrangement of the contour lines on a map gives a direct indication of the changes in the field's topography. A contour interval is the vertical distance, or difference in elevation, between contour lines. Contour lines are close together in hilly areas, while they are wider apart on flat slopes. The closer the contour lines, the steeper the slope.

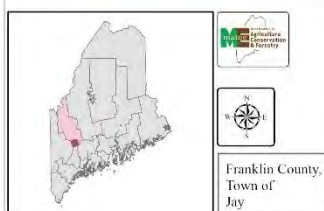
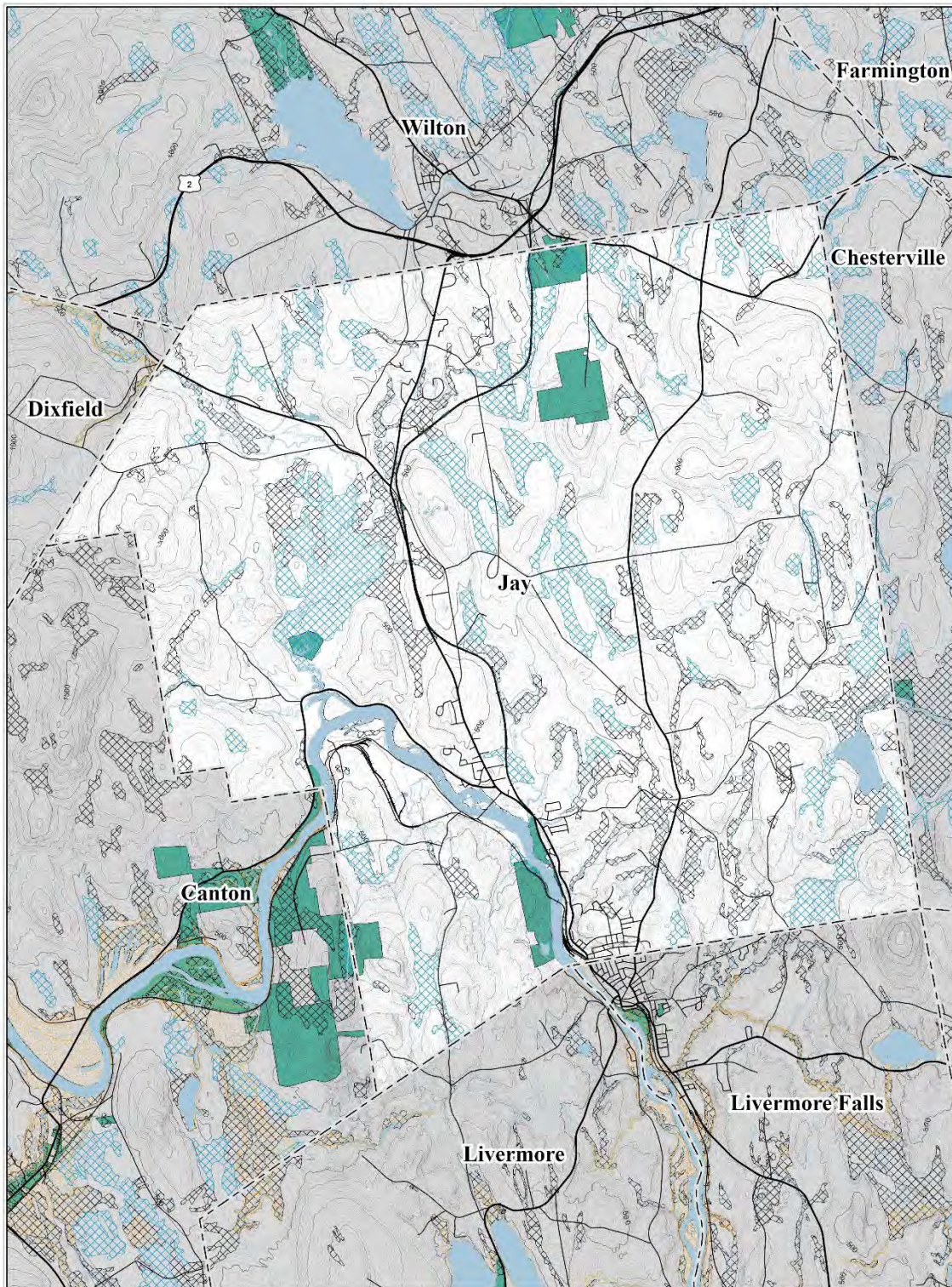
Topography not only influences the views and defines natural aesthetics of the area, but also where and how development may occur. Two factors are considered through topography: relief and slope. The relief is the general height of the land above sea level. The slope is the amount of rise and fall of the ground in a horizontal distance.

The relief varies throughout Jay. Local relief ranges from 1,114 feet above sea level at the top of Spruce Mountain to about 350 feet above sea level on the Androscoggin River at the Jay/Livermore Falls town line. The landscape in Jay is composed of numerous prominent hills that provide the community with outstanding views of the western Maine mountains. The geography of the Town is generally characterized by extensive lowlands in the western areas and moderate hills in the East.

The slope presents various limitations to development and other land use activities. Generally, as slopes become steeper, construction is more expensive, roads and services are more difficult and expensive to construct and maintain, and the potential for environmental degradation increases.

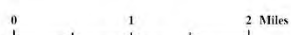
The slope also varies throughout Jay. In general, most of the areas of steep slope, which are slopes greater than 20%, run in sinuous strips in a north-south direction along the sides of hills. Areas with steep slopes include Spruce Mountain, Little Moose Hill, Philbrick Hill, Cow Hill, Treat Hill, Paine Hill, Macomber Hill, Jay Hill, Nebo Mountain, as well as a long stretch of land by the North Jay quarries. Development constraints seen through topography, hydric soil location, and conserved land can be seen on the Jay Constraints Map provided by the Maine Department of Conservation, Agriculture and Forestry below.





**Jay  
Constraints**

Source Data: USDA, MEGIS, Maine DACF  
 Projection: UTM, NAD83, Zone 19, Meters  
 Produced by: Municipal Planning  
 Assistance Program, DACF  
 October 2023



Legend	
	Municipal border
	U.S. Routes
	State Routes
	Railroad
	Contours 500
	Contours 100
	Contours
	Waterbody
	Rivers
	Rivers/Streams
	Wetlands
	1% Flood Zone FEMA
	All hydric soil
	Partially hydric soil
	Conserved Lands

## SOILS

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

The USDA Natural Resource Conservation Service (NRCS) has a rating system that can be used to determine the suitability of soils to accommodate future development. A soil association is a landscape that has a distinctive, proportional pattern of soils. It normally consists of one major soil, and it is named for the major soil.

The Natural Resource Conservation Service indicates five main soil associations found in Jay: Dixfield-Colonel-Marlow, Tunbridge-Lyman-Abram, Adams-Naumburg-Croghan, Swanville-Boothbay-Nicholville, and Charles-Medomak-Cornish. The general description of the major soil associations found in Jay are as follows:

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

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

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

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

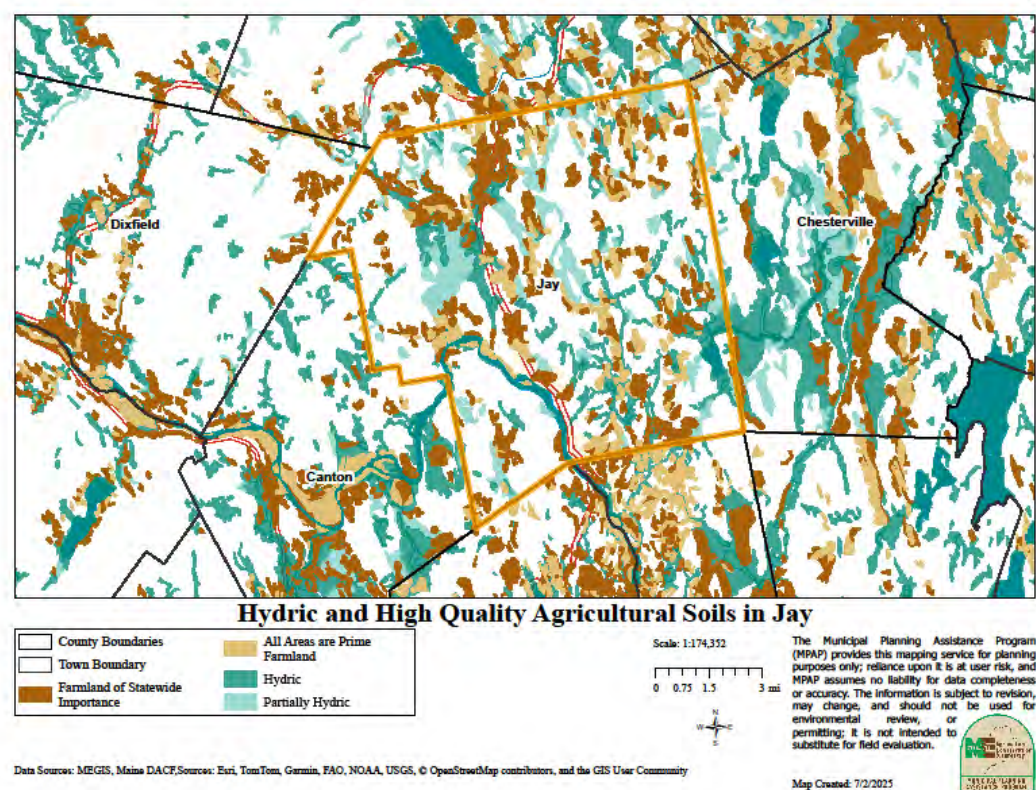
**Charles-Medomak-Cornish:** Very deep, nearly level, very poorly drained to somewhat poorly drained soils formed in recent alluvial sediments.



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

In Maine, "farmland of statewide importance" refers to land that is not prime farmland but is still economically valuable for agricultural production. These soils, along with prime farmland, are considered High-Value Agricultural Land (HVAL). Protection of High-Value Agricultural Land is crucial for Maine's agricultural productivity, biodiversity, and food security.

High-Value Agricultural Land in Jay is concentrated in the northwestern portion of Town west of Seven Mile Stream with smaller concentrations by Kennedy Corners, as seen in the Hydric and High-Quality Agricultural Soils in Jay Map below. There are approximately 2,600 acres of prime farmland soil in Jay.



## WETLANDS

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

Jay's topography and soils are conducive to wetlands. Wetland areas in Jay range from small, forested wetlands to large, inundated wetland areas associated with Seven Mile Stream and Little Norridgewock Stream. The Mandatory Shoreland Zoning Act requires that the area within 250 feet, horizontal distance open freshwater wetlands, and 75 feet, horizontal distance from a stream be protected through shoreland zoning. The Natural Resource Protection Act requires that a permit be obtained for activities impacting certain protected natural resources like coastal wetlands, great ponds, rivers, streams, and brooks, and their adjacent areas. Protected natural resources include significant wildlife habitat, fragile mountain areas, freshwater wetlands, great ponds and rivers, streams or brooks.

Freshwater wetlands, great ponds, rivers and certain streams in Jay are protected under the Mandatory Shoreland Zoning Act. Development standards within the shoreland zone are dictated through the Shoreland Zoning Ordinance for Jay, which is enforced by the Code Enforcement Officer and the Planning Board in review of development. The Shoreland Zoning Ordinance for Jay was last revised in 2024 and is in compliance with the current standards enforced by the Maine Department of Environmental Protection.

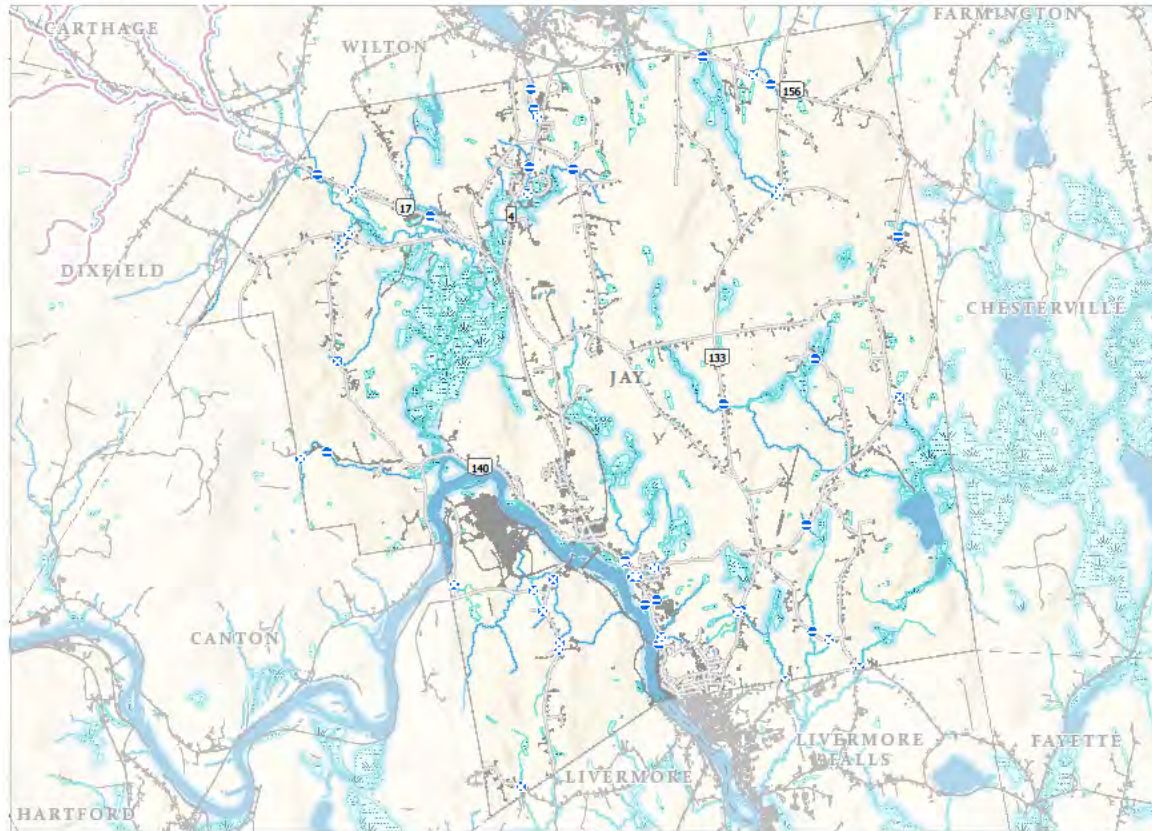
Multi-function wetlands are wetlands that provide three or more of the following functions: flood flow alteration; sedimentation retention; plant, animal and fish habitat; and cultural value. There are 11 multi-function wetlands in Jay that provide flood flow alteration, sedimentation retention, and plant, animal and fish habitat.

A riparian habitat is the transitional zone between open water (wetlands) and dry land (upland habitats). Riparian habitats include the bank and shore of streams, rivers, and ponds, and the upland edge of a wetland. Land adjacent to riparian habitats provides travel lanes for numerous wildlife species. Buffer strips along waterways provide adequate cover for wildlife movements, as well as maintenance of water temperatures necessary for fish survival. There are multiple riparian habitats that exist in Jay which are protected through the Shoreland Zoning Ordinance for Jay. Jay also enforces a Floodplain Management Ordinance that requires review standards for development in the flood hazard zone.

Wetlands and shoreland habitats are shown on Map 1 Water Resources and Shoreland Habitats below.

# Jay

## Water Resources and Shoreland Habitats



This map is nonregulatory and is intended for planning purposes only.

Organized  
Towns

Maine Stream Habitat Viewer Road Stream Crossings

Barrier

Potential  
Barrier

\*Crossings on  
private roads  
not shown.

Find crossing details on the  
Stream Viewer -

[beginningwithhabitat.org/maps](http://beginningwithhabitat.org/maps)

Wild Brook  
Trout Priority  
Conservation  
Areas

Reflects surveys on selected Maine streams.

Wetlands

National Wetlands Inventory (NWI) uses  
aerial photographs to approximate wetland  
locations. NWI data typically under represents  
the presence of wetlands on the landscape.

Shoreland  
Areas

Areas are delineated by ME Dep. of  
Environmental Protection's Mandatory  
Shoreland Zoning Act, which includes areas  
within 250 feet of great ponds, rivers, and  
wetlands, and within 75 feet of streams. The  
regulations within each shoreland zone  
depends on the town, and towns may regulate  
greater areas than what is shown here. For  
more information, please visit: [https://  
www.maine.gov/dep/land/slz/](https://www.maine.gov/dep/land/slz/)

Developed

Impervious surfaces including buildings and  
roads.

Beginning with Habitat (BwH) equips Maine communities, landowners, and conservation partners with tools to protect, restore, and connect important habitats and ecosystems in a changing climate. [www.beginningwithhabitat.org](http://www.beginningwithhabitat.org)

August 2025

TOWNSHIP BOUNDARIES - Maine Office of GIS  
(2020)  
ROADS - ME Office of GIS, ME Dept of  
Transportation (2022)  
HYDROLOGY - USGS National Hydrography  
Dataset (2016)  
DEVELOPED - CCAP NOAA impervious land  
cover (2022)  
NATIONAL WETLANDS INVENTORY - U.S. Fish  
& Wildlife Service (2020)  
SHORELAND AREAS - ME Office of GIS, ME  
Natural Areas Pgm(2011)  
BROOK TROUT PRIORITY CONSERVATION  
AREAS - ME Dept of Inland Fisheries &  
Wildlife (2020)  
MAINE HERITAGE FISH WATERS - ME Dept of  
Inland Fisheries & Wildlife (2022)  
ATLANTIC SALMON HABITAT - ME Dept of  
Marine Resources (2024)  
SHELLFISH - ME Dept of Marine Resources  
(2020)  
ME ROAD STREAM HABITAT CROSSINGS - ME  
Dept of Inland Fisheries & Wildlife, US Fish  
& Wildlife Service (2022)

## UNDEVELOPED HABITAT BLOCKS & CONSERVED LANDS

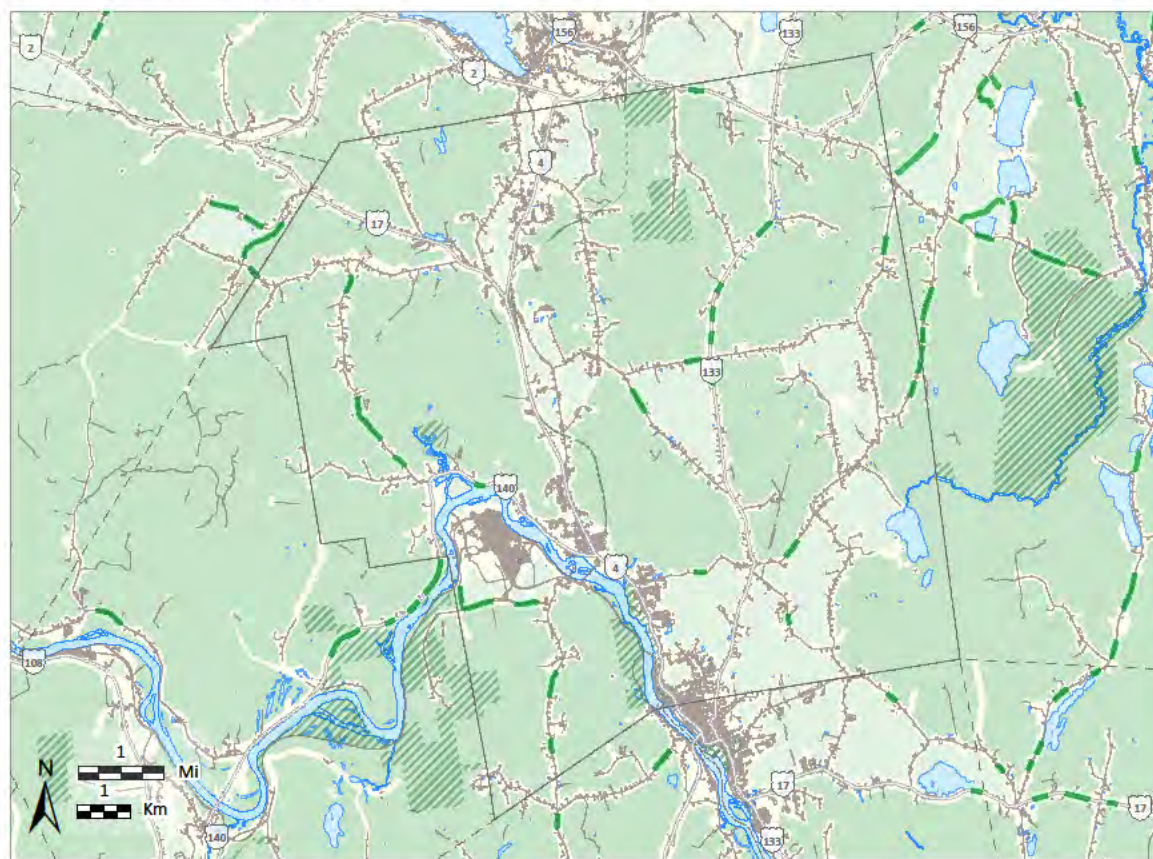
An undeveloped habitat block is a contiguous area of land (not divided by roads, development, or other human-made barriers) that is primarily natural and vegetated, with minimal human development or disturbance. These blocks are important for supporting diverse wildlife populations, providing habitat, and maintaining ecological functions. They are often characterized by the absence of roads, buildings, or other infrastructure that would fragment the landscape. Maintaining these undeveloped habitat blocks and protecting them from development is essential in ensuring the survival of wildlife and ecosystems. There are five privately conserved parcels and two conservation easements that protect land in Jay.

If these undeveloped habitat blocks are fragmented, wildlife is at risk of losing access to resources necessary for survival, which will eventually lead to declining populations. Improvements to infrastructure, construction of new homes, and paving/widening of roads all have implications on habitat connections and wildlife movement and must be planned accordingly.



Large undeveloped habitat blocks are critical for animals that have large home ranges such as bear, bobcat, fisher and moose. Undeveloped habitat block connectors are areas where wildlife crossings are likely to occur given their proximity to undeveloped habitat blocks greater than 100 acres and higher value wetlands. The largest undeveloped habitat block in Jay is 2,666 acres. Undeveloped habitat blocks, conserved lands, and wetlands in Jay can be seen on the Jay Habitat Connectivity Map, below.

## Jay Habitat Connectivity



*This map is nonregulatory and is intended for planning purposes only*

August 2025



**Beginning with Habitat (BwH)**  
equips Maine communities, landowners, and conservation partners with tools to protect, restore, and connect important habitats and ecosystems in a changing climate.  
[www.beginningwithhabitat.org](http://www.beginningwithhabitat.org)

- Area of Interest**
- Organized Towns**
- Impervious Surface**
- Conserved Lands**
  - Fee and Easement Conservation Land**
- Habitat Blocks**  
Comprehensive Plan Review Criteria Rule (DACF Chapter 208) requires blocks >500 acres be considered important natural resources for town comprehensive planning.
  - 0-500 Acres**
  - 500+ Acres**
- Development Buffer**
- Habitat Connectors**
  - Likely Road Crossing Areas for Wildlife**

TOWNSHIP BOUNDARIES - ME  
Office of GIS (2021)  
IMPERVIOUS CCAP NOAA -  
Impervious land cover (2022)  
HYDROLOGY - US Geological  
Survey (2016)  
UNDEVELOPED HABITAT BLOCKS &  
CONNECTORS - ME Dept of Inland  
Fisheries and Wildlife (2020)  
ROAD STREAM CROSSINGS - ME  
Dept of Inland Fisheries and  
Wildlife (2022)

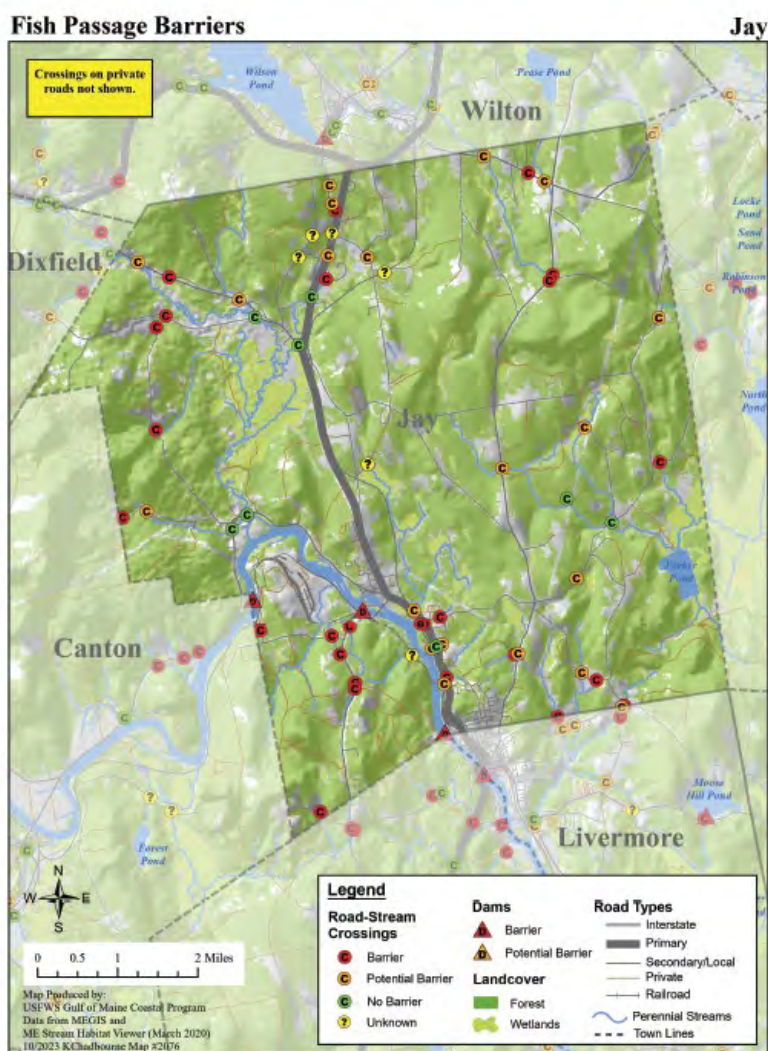
CONSERVATION LANDS -  
ME Dept of Ag., Cons., and For.,  
Land Use Planning Comm'n, ME  
Dept. of Inland Fisheries and  
Wildlife (2024)

## STREAM CROSSINGS

Stream crossings also serve as a significant travel way for wildlife. Where a road crosses a stream, a culvert or bridge is used to allow the stream and the wildlife it supports to pass freely under them. Though, incorrectly sized, poorly placed, or damaged bridges and culverts can conversely prevent wildlife and fish from accessing food, breeding areas, and other habitat areas. In order to further the protection of wildlife and fish that habituate a given resource, it is of utmost importance to maintain the condition of stream crossings.

Historically, culverts were installed at smaller sizes that solely catered to road condition which has led to continued degradation of habitats. Aging and undersized culverts are prone to clogging, flooding, and washouts, especially during increasingly frequent and intense storms. This poses risks to roads, bridges, and public safety. To maintain stream crossings for the wildlife and fish that move through a given area, and reduce erosion, culvert and bridge size and condition should be assessed in Jay for viability. StreamSmart crossings, built with modern designs and materials, are more durable and capable of handling high flows. These designs reduce the likelihood of washouts, road closures, loss of habitat, threats to public safety, and costs associated with repairs.

Stream crossings and their condition for crossing can be seen in the Fish Passage Barriers Map for Jay below. It is recommended that the Town review and update the stream crossing data and explore grant funding opportunities for removing culvert barriers and implementing StreamSmart standards, particularly where fish passage would be likely.



## **WILDLIFE, FISHERIES & HIGH VALUE PLANT & ANIMAL HABITATS**

Wildlife should be considered a natural resource in line with surface waters or forest land. Our wildlife species are a product of the land and thus are directly dependent on the land for habitat. Therefore, if a habitat does not exist or an existing habitat is lost, various types of species will no longer be present.

Critical resources in Jay can be seen through the Habitat Connectivity Map, the High Value Plant and Animal Habitat Map, and the Water Resources and Shoreland Habitats Map, provided by the Department of Inland Fisheries and Wildlife Beginning with Habitat Program. These maps should be incorporated into current town standards for development review in efforts to steer growth away from these areas. Jay is split between Maine's Wildlife Management District 12 (Western Mountain Foothills – Upper Androscoggin Valley) and District 16 (Belgrade Lakes Area). The closest Wildlife Management Area is Tolla Wolla, which is located in Livermore.

Seven wetland areas in Jay have been identified as Inland Waterfowl and Wading Bird Habitat (IWWH), a Significant Wildlife Habitat regulated under the Natural Resources Protection Act. In addition to providing nesting and feeding habitat for waterfowl and other birds, wetlands are used in varying degrees by nearly every species of wildlife in Maine. While not every wetland is rated as IWWH, wetlands are inherently some of the most valuable habitats on the landscape due to the value they provide wildlife as well as the ecosystem services provided to people, including groundwater recharge, drought and flood resistance, and water purification.

Another important and often overlooked form of wetland are vernal pools. These wetlands are easy to miss – they're dry for significant portions of the year, typically only holding water from spring into summer. The temporary nature of these pools means that fully aquatic species like fish cannot exist in them, and that species with unique life histories can take advantage of them. Vernal pools can be an excellent breeding habitat for some amphibians and are the only place one can find Fairy Shrimp, which may have been laid as eggs hundreds of years ago. Many other species can utilize them in other ways; the concentrations of amphibians, invertebrates, and early spring vegetation create a massive food source for a variety of wildlife immediately after winter. In some cases, a vernal pool may meet qualifications to become a Significant Vernal Pool (SVP), where special considerations are given to projects within 250 feet of pools. Only about a fifth of all surveyed vernal pools are significant. In Jay, six SVPs have been identified along the CMP corridor. It is likely that more exist in Jay that are yet to be detected.

While deer range relatively freely during spring, summer, and fall, deep snow in the winter can inhibit movements and cover forage which can result in heavy mortality. However, some patches of forest, known as deer wintering areas (DWAs), can provide adequate cover, reduced snowpack, and accessible food. These areas represent a small portion (10-20%) of their normal summer range and are typically forests with high softwood cover. While the size and shape of the areas can vary from year to year or within a given year, most are traditional in the sense that they are used year after year. The Maine Department of Inland Fisheries and Wildlife has mapped two deer wintering areas in Jay. One is located in the southeast corner of the Town and the second south of the Plaisted Road, as seen on the Map showing High Value Plant and Animal Habitats in Jay below.



## RARE & EXEMPLARY NATURAL COMMUNITIES

An ecosystem is a group of communities and their environment, occurring together over a particular portion of the landscape, and held together by some common physical or biotic feature. The Maine Natural Areas Program has classified and distinguished 104 different natural community types that collectively cover Maine's landscape. Each type is assigned a rarity rank of S1 (rare) through S5 (common), both within Maine and globally.

The Maine Natural Areas Program has identified two rare and exemplary natural communities in Jay; Silver Maple Floodplain Forest and Unpatterned Fen Ecosystem, as seen on the map of High Value Plant and Animal Habitats in Jay below.

The Silver Maple Floodplain Forest has a state rank of S3. Silver maples comprise over 60% of forest cover and associated trees include red maple and American elm. Although a number of sites have been cleared or pastured in the past, current shoreland regulations provide increased protection. Exotic plants such as Japanese knotweed often displace native species and threaten the integrity of these forests. Northern waterthrush, barred owl, belted kingfisher, bank swallow, and green heron are associated with this type of community. Rare turtles like wood, spotted and Blanding's turtles may feed on amphibian egg masses present in isolated pools within forests. Wood turtles overwinter in river channels and forage in floodplain forests. The silver-haired bat often roosts in riparian habitats in trees with loose bark.

Sites occur in a floodplain setting with mineral soil. Silver maple is the dominant tree. Associated rare plants include swamp white oak, wild garlic, and wild leek. Associated rare animals include the wood turtle.

The Unpatterned Fen Ecosystem has a state rank of S5, meaning it is more common than the Silver Maple Floodplain Forest and the Upper Floodplain Forest. Fens are peatlands in which groundwater or water from adjacent uplands moves through the area. As a result, plants are exposed to more nutrients, and the vegetation is typically different and more diverse than that of bogs. Peat is moderately- to well-decomposed and of variable thickness. The vegetation consists predominantly of sedges, grasses, reeds, and *Sphagnum* mosses. Natural communities associated with this type of ecosystem include Atlantic White Cedar Bog and Northern White Cedar Woodland Fen.

The Maine Natural Areas Program has not identified any focus areas of statewide importance in Jay.

In the spring and summer of 2018, the Maine Department of Inland Fisheries and Wildlife conducted its last aerial survey of Bald Eagle nests. The population has now recovered to a robust 734 nesting pairs. While no longer listed on the Maine's list of Endangered and Threaten Species, there are Bald Eagle nesting areas along the Androscoggin River in Jay.

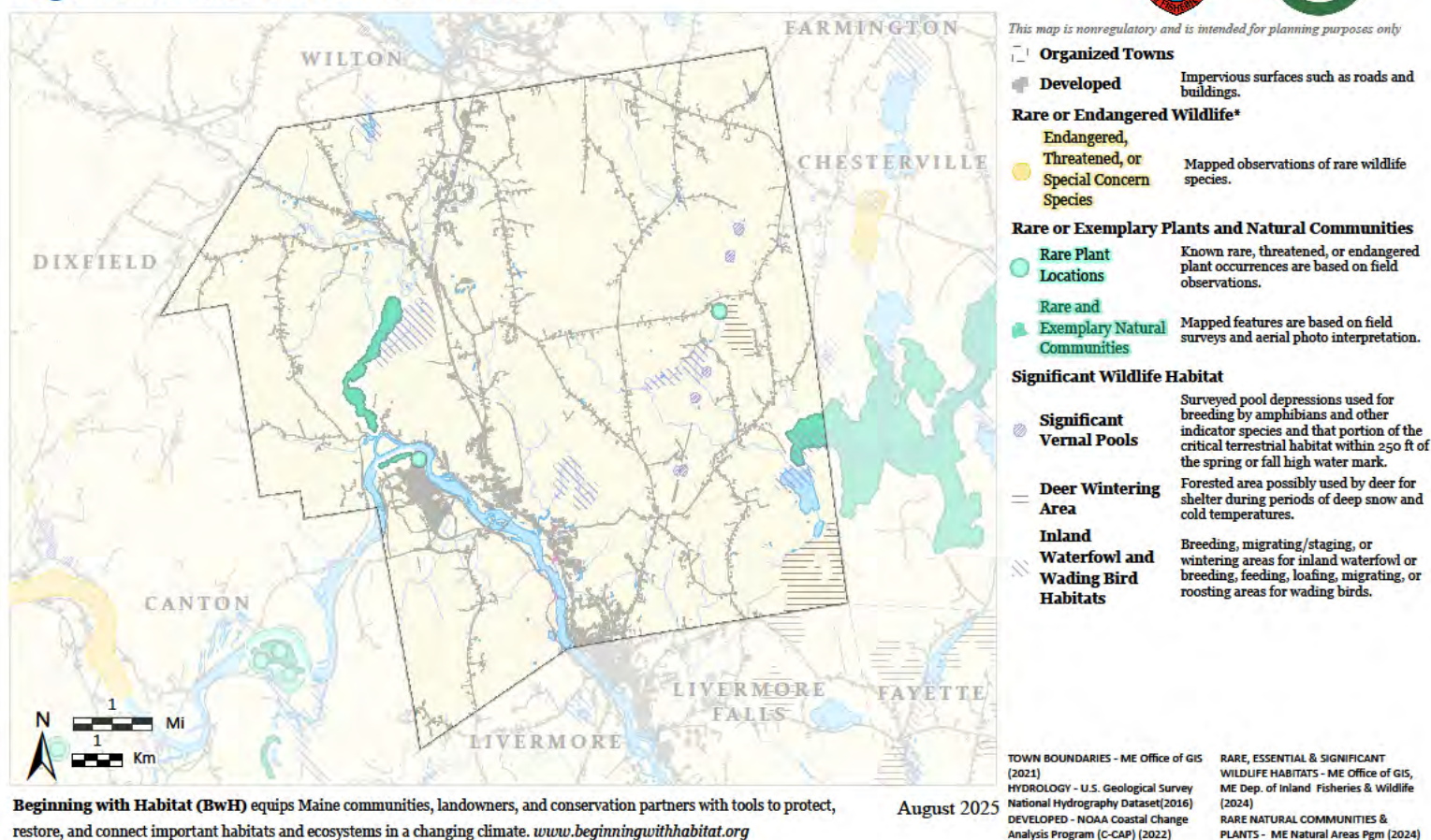
Parker Pond is 102 acres with a maximum depth of 26 feet. Surface water temperatures reach 77 degrees Fahrenheit, and the temperature at a depth of 22 feet is 56 degrees Fahrenheit. Principal fisheries include largemouth bass, white perch and chain pickerel. Water temperatures in the summer months reach critical levels for coldwater species. The Maine Department of Inland Fisheries and Wildlife does not stock Parker Pond.

The Androscoggin River has become an important sport fishery. This is a result of significantly improved water quality and an aggressive stocking program of brown, brook and rainbow trout in Bethel, Gilead, Hanover, Mexico, and Rumford. Seven Mile Stream has a naturally occurring brook trout fishery. Smaller brooks and streams also provide fishing opportunities. Seven Mile Stream has abundant wildlife to suit bird watchers, hunters, and people seeking a serene place. These sites should be protected from adverse development.

The Maine Natural Areas Program has identified the existence of the Spotted Wintergreen and Slender False Pimpernel plants in Jay as seen on the High Value Plant and Animal Habitats in Jay map below.

## Jay

### High Value Plant and Animal Habitats



The Spotted Wintergreen is a threatened plant with a state rank of S2. They are found in dry woods and hardwood to mixed forest. In Maine, this species tends to inhabit mixed woods with full to partial canopy on slight slopes. This rare plant has been documented in 23 towns in Maine, and populations are small and vulnerable. The spotted wintergreen flower from June to August.

The Slender False Pimpernel is a species of special concern with a state rank of S3. Slender false pimpernel are found in open wet areas, in old fields, and on roadsides. It is a low-growing herbaceous plant with opposite oval leaves, and flowers from June to September.

## **MINERAL RESOURCES**

Maine is a major producer of peat. It produces construction sand & gravel, crushed & dimension stone, masonry & Portland cement, and natural gemstones. Peat is a good plant growth medium because of its fibrous structure and water retention properties.

Jay has various mineral resources. Granite, specifically white granite, is a plentiful resource in Jay. There are three granite quarries in Jay, all of which are located in North Jay: the Maine & New Hampshire Granite Corporation Quarry, Beisaw Quarry, and the American Stone Company Quarry.

White Granite from the Maine & New Hampshire Granite Corporation Quarry in North Jay has been used in construction projects nationwide, including the General Grant National Memorial in New York, the State Capitol in Madison, Wisconsin, and buildings in Chicago, Illinois and Cincinnati, Ohio.

## **SCENIC RESOURCES**

Jay has a significant number of scenic areas and views. These scenic areas and views are an important element in Jay's character. Scenic areas and views in Jay were assessed through the 2011 Comprehensive Plan, where the Committee identified the 38 most noteworthy scenic resources in Jay.

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

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

Upon reviewing the identified scenic resources for the conditions present in 2025, it was determined by the Comprehensive Planning Committee that the scenic resources identified in 2011 still hold value for the residents of Jay in 2025.

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





quality and aquatic life in Jay. While the former Androscoggin Mill has closed, other industrial activities and the burning of tire-derived fuels by nearby paper mills contribute to harmful pollutant emissions that impact water quality. Specific water quality concerns include trihalomethanes, a byproduct of water chlorination.

Degradation of natural resources is exacerbated in those areas not protected by Shoreland Zoning, conservation easements, or by designation through the Maine Natural Areas Program. A series of subdivisions, or a series of single lots, will result in increases to impervious surfaces, leading to increases in storm-water runoff. Increased development pressures and changing ownership of forested lands threaten the character and ecological integrity of forested areas, leading to loss of wildlife and recreational opportunities through fragmentation of habitat blocks and loss of forested land. While there are no immediate threats to Jay's scenic resources, there is the risk of long-term and cumulative damage through future development.

Increased storm intensity, additional rainfall, and rising temperatures resulting from climate change have a far-reaching effect on town function and quality of life. This was seen in Jay during the three FEMA declared storms of 2023 that led to widespread damage of infrastructure, closure of roads, destruction of wildlife habitat, and devastation of trail networks due to flooding and extreme rainfall. Changing precipitation patterns can increase the intensity of both floods and droughts, impacting water supply and quality, and posing a threat to industries such as fishing, outdoor recreation, and agriculture.

Jay has a Shoreland Zoning Ordinance, a Townwide Residential Land Use Ordinance, a Floodplain Ordinance, and a Subdivision Ordinance that regulates the size and location of development. These town ordinances provide a basic framework for protecting critical and natural resources in Jay in culmination with State and Federal regulation. Applicants proposing to subdivide land in or within 75 feet of significant wildlife resources identified by the Maine Department of Inland Fisheries and Wildlife must consult with a recognized wildlife or fisheries consultant, or the Maine Department of Inland Fisheries and Wildlife, and provide their written comments to the Planning Board. The Planning Board must consider any recommended measures provided to minimize impacts on such habitats. Any conditions of approval that address wildlife or fisheries habitat preservation must appear on the plan and as deed restrictions to the affected lots.

"Maine Won't Wait" is Maine's four-year climate action plan, established in 2020, to reduce greenhouse gas emissions, build community and environmental resilience, and foster economic growth. It focuses on actionable strategies and goals to mitigate climate change impacts, including reducing carbon emissions, transitioning to renewable energy, and protecting natural resources. The recommendations of Maine's Climate Action Plan should be utilized in future decision making by Jay's Planning Board and Select Board.

To further protect natural resources, it is paramount that locations containing significant resources be identified and provided to property owners. It is recommended that the Comprehensive Plan Implementation Committee provide property owners with best management practices to ensure the vitality of the natural resources in Jay.

## **CONSERVATION EFFORTS**

Conservation efforts in Jay are supported by Franklin County Soil and Water Conservation District, the Androscoggin Valley Council of Governments, Maine Lakes Society, the Androscoggin River Watershed Council, Maine Farmland Trust, the Natural Resources Council of Maine, Androscoggin Land Trust, Beginning with Habitat and various other state agencies. Preservation of critical natural resources in Jay should be furthered through coordination with adjacent communities in conjunction with the aforementioned conservation groups.

## **PUBLIC INPUT**

The public survey received the following responses in relation to Natural Resources:

### **1) CONCERNS OVER INDUSTRIAL GROWTH**

There's a degree of skepticism about the growth of industries that may harm Jay's natural environment or quality of life. For example, some respondents are wary of the increasing push for solar farms, which they believe could be depleting fields and pushing out small farms. There's also concern about the ongoing extraction of gravel and timber resources, which could be running out.

While some respondents advocate for embracing new development (such as alternative industries or more tourism-related infrastructure), others emphasize the importance of protecting natural resources and being mindful of the town's long-term environmental sustainability.

### **2) SUPPORT FOR THE RILEY MILL AND GRANITE QUARRY**

Some respondents highlight that the Riley power plant and granite quarry are important, longstanding employers for the community. These resources are seen as valuable contributors to Jay's economy, and there is support for maintaining and growing these industries while conserving natural resources. There's also concern that some of Jay's natural resources could be exploited in a way that depletes them, making sustainability a key consideration moving forward.

## **IN SUMMARY**

### **• STRENGTHS**

Jay is seen as having valuable natural resources and a rich historical background that could be used for economic growth and recreation. The community values its history and its natural beauty, and there's a desire to see this heritage preserved and celebrated.

- **CHALLENGES**

There are concerns over resource depletion, the potential negative impacts of overdevelopment (such as solar farms), and environmental damage (especially related to water and the CMP corridor). Some respondents worry that Jay lacks a distinct identity or downtown space that can attract businesses, residents, and visitors.

- **OPPORTUNITIES FOR GROWTH**

The town is encouraged to think creatively about utilizing its natural resources, such as the Androscoggin River, Spruce Mountain, and other town-owned properties, to attract new industries, tourism, and recreational activities. Emphasis is placed on creating a balance between progress and preserving the town's natural and historical assets.

Overall, respondents are optimistic about Jay's future potential but believe it will require careful planning, sustainable development, and a commitment to preserving the town's environment and history.



## GOALS, POLICIES & ACTION STRATEGIES FOR NATURAL RESOURCES

### STATE OF MAINE GOAL

To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

### STATE OF MAINE POLICIES

1. To conserve critical natural resources in the community.
2. To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

### JAY'S POLICIES

1. Recognize identified scenic views as a significant natural resource.
2. Minimize the loss of the values of significant scenic areas and sites through development standards.
3. Provide the public with the opportunity to enjoy the Town's natural resources.
4. Ensure that development and other land use activities occur upon or in soils which are adequately suited for such uses.
5. Prevent environmental degradation caused by erosion.
6. Protect identified wildlife crossing areas to mitigate loss of animal and wildlife habitats.
7. Protect the integrity of wetlands so that their overall benefits and values are maintained.
8. Maintain wildlife resources through habitat preservation and/or enhancement.
9. Provide water quality which will enhance the protection and propagation of fish and wildlife.

### STATE OF MAINE STRATEGIES

1. Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.

**Responsibility:** Planning Board, Code Enforcement Officer, AVCOG

**Timeframe:** Ongoing

2. Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.

**Responsibility:** Jay's Comprehensive Planning Committee, AVCOG

**Timeframe:** Short-Term

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

**Responsibility:** Planning Board

**Timeframe:** Short-Term/Ongoing

4. Through local land use ordinances require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent BwH maps and information regarding critical natural resources.

**Responsibility:** Planning Board, Comprehensive Plan Implementation Committee

**Timeframe:** Short-Term/Ongoing

5. Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.

**Responsibility:** AVCOG, Code Enforcement Officer, Planning Board, Beginning with Habitat

**Timeframe:** Ongoing

6. Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.

**Responsibility:** Beginning with Habitat, Androscoggin Land Trust, Maine Farmland Trust, Select Board

**Timeframe:** Ongoing

7. Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.

**Responsibility:** Code Enforcement Officer, AVCOG

**Timeframe:** Ongoing

## **JAY'S STRATEGIES**

1. Provide Jay's residents with information detailing the location of significant natural resources and recommendations for best practices in land use development.

**Responsibility:** Comprehensive Plan Implementation Committee, AVCOG

**Timeframe:** Ongoing

2. As an element of development review, require the identification of potential soil contaminants and place conditions upon such developments to safeguard against soil and groundwater contamination.

**Responsibility:** Planning Board

**Timeframe:** Short-Term

3. Include ordinances provisions which encourage the preservation of significant wildlife habitat such as cluster development, and permanent preservation of open space and woodland.

**Responsibility:** Planning Board

**Timeframe:** Short-Term

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

**Responsibility:** Planning Board

**Timeframe:** Short-Term/Ongoing

5. Strictly administer and enforce the Floodplain Management Ordinance and the Shoreland Zoning Ordinance.

**Responsibility:** Code Enforcement Officer, Planning Board

**Timeframe:** Short-Term/Ongoing

# AGRICULTURE & FORESTRY RESOURCES

## FINDINGS AND CONCLUSIONS

- In Jay, there are areas of prime farmland soils and farmland soils of statewide significance located at the intersection of Route 17 and Morse Hill Road in North Jay, between Route 4 and Old Jay Hill Road, in Chisholm, and in various other clusters throughout the Town. Farmland soils can be seen in Map 1: Agricultural Soils in Jay.
- In 2024, there were 2,153 acres in the Farmland Tax Program, 73 acres in the Open Space Tax Program, and 5,347 acres in the Tree Growth Tax Program.
- Forest or woodlands cover as much as 70% of the land area in Jay. The Maine Forest Service reported that between 2010 and 2020, there were 297 timber harvests on 9,248 acres of land in Jay.

## INTRODUCTION

Agriculture and forest lands support the Region's economy and help create a rural character in portions of Jay.

## CONDITONS & TRENDS

### AGRICULTURE IN FRANKLIN COUNTY & JAY

In Franklin County, Maine, there were 336 farms in 2022, according to the USDA National Agricultural Statistics Service (NASS). The total land area in farming was 52,085 acres, with an average farm size of 155 acres. Comparatively, there were 354 farms in Franklin County in 2017, showing a decrease in the number of farms by 5% between 2017 and 2022.

Agricultural products produced in Franklin County in 2022 included grains, oilseeds, dry beans, dry peas, vegetables, melons, potatoes, sweet potatoes, fruits, tree nuts, berries, cultivated Christmas trees, short rotation woody crops, poultry and eggs, cattle and calves, and dairy products, according to the USDA NASS. The top crops in Franklin County were forage (hay), corn for grain, soybeans for beans, blueberries, and other berries. The greatest number of livestock was seen in broilers and other meat-type chickens and cattle and calves.

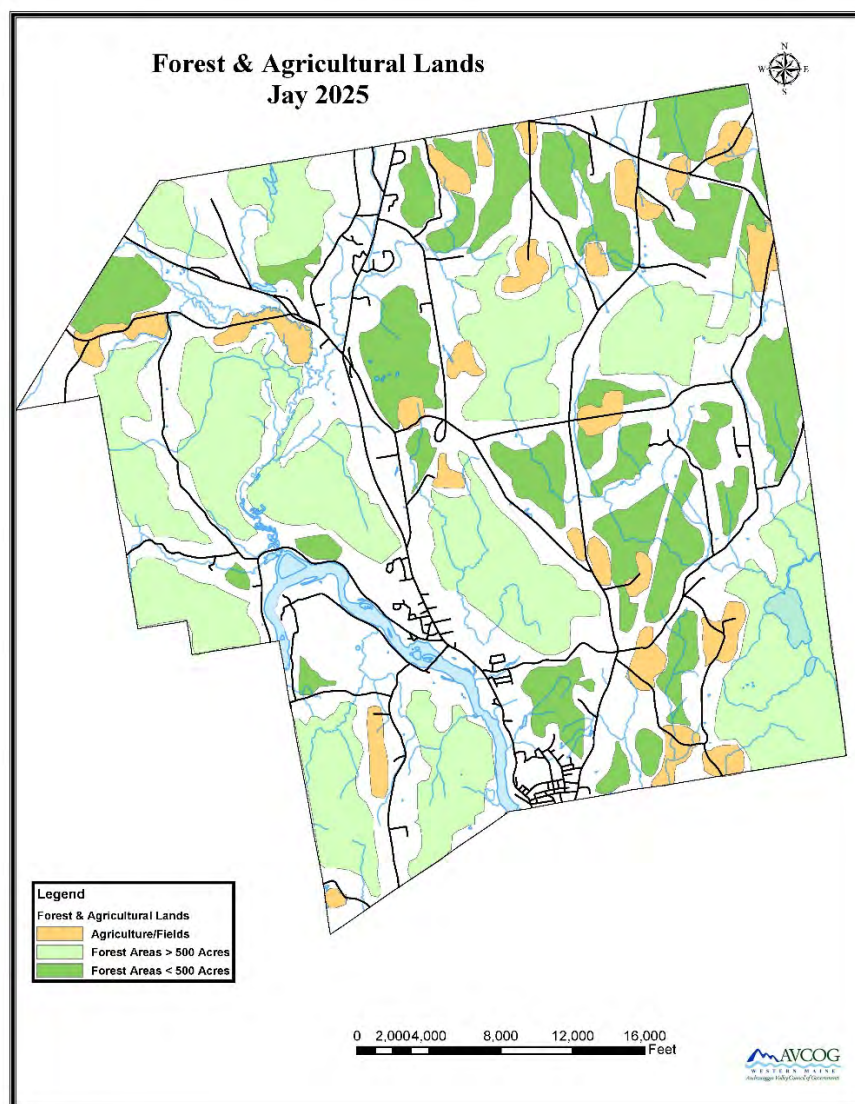
While the total number of farms in Franklin County decreased between 2017 and 2022, the total land area in farming, and the average farm size, increased. The land area in farming in Franklin County increased by 10% between 2017 and 2022, going from 47,201 acres in 2017 to 53,085 acres in 2022, and the average farm size increased by 16% between 2017 and 2022, going from a 133-acre average in 2017 to 155-acre average in 2022.

While agriculture was important to the economy of Jay in its very early years, it is not today, nor is it a major consumer of land. Residential uses in Jay have taken precedence, which is expected to continue over the next 10 years. Information on agriculture producers and farm characteristics in Franklin County can be seen in the USDA National Agricultural Statistics Service

There are approximately 3,000 acres of land devoted to agricultural land use in Jay. These areas are devoted to orchards, farmlands and pastures. Over the past 20 years, agricultural land use has decreased due to decline in the dairy industry, fields left idle and the conversion of farmland to residential uses. While there are fields found throughout Town, significant locations of agricultural land exist on Turmel Road, Morse Hill Road, Farrington Road, Plaisted Road, and Routes 17, 133 and 156.

Agricultural and Forested lands can be seen on Map 1 Forest & Agricultural Land in Jay 2025 below.

**Map 1**

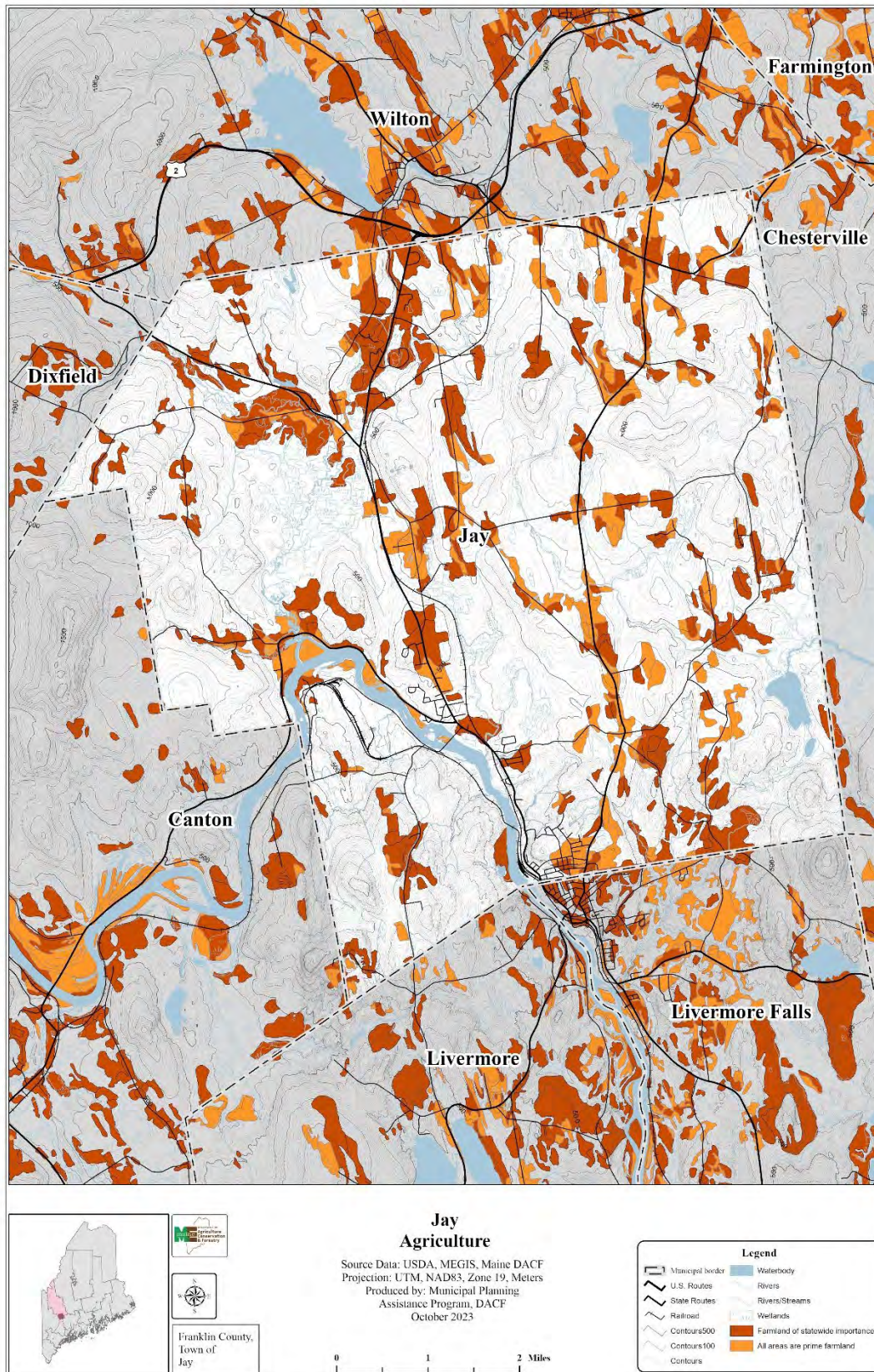


## **AGRICULTURAL SOILS**

The term “prime agricultural soils” refers to soils that have the potential to have the highest agricultural yields but are not necessarily farmed. The term “soils of statewide importance” refers to soils that have a yield for farming, though lesser than those categorized as “prime agricultural soils”. Generally, additional farmlands of statewide importance include those that are nearly prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods. Both prime farmland soils and farmland soils of statewide importance exist in Jay. Some of these areas are used for agricultural purposes, some are forested, and other areas have been developed as non-agricultural uses. Prime Farmland soils and farmland soils of statewide significance can be seen on Map 2 below.



**Map 2: Agricultural Soils in Jay**



## **FARMLAND AND OPEN SPACE TAX PROGRAMS**

According to the Maine Revenue Service, in the Farmland program, property owners are required to have at least five contiguous acres in their parcel of land. The land must be used for farming, agriculture or horticulture and can include woodland and wasteland. Additionally, the parcel must contribute at least \$2,000 gross income from farming activities each year.

The Department of Agriculture prepares a valuation guideline for municipalities, which results from studies based on suggested values using a correlation from income stream and market data attributable to agricultural enterprises. If the property no longer qualifies as farmland, then a penalty will be assessed. The penalty is equal to the taxes that would have been paid in the last five years if the property had not been in farmland, less taxes that were paid, plus any interest on that balance.

In 2024, there were 39 parcels totaling 2,153 acres registered under the Farmland Tax Program. These acres were comprised of 706 acres of farmland and 1,447 acres of woodland. Since 2008, there has been a greater interest in the Farmland Tax Program by Jay's landowners. In 2008, there were 1,140 acres registered under the Farmland Tax Program. Between 2008 and 2024, the acreage registered under the Farmland Tax Program has increased by 1,013 acres, or 88%. In 2024, there were 73 acres registered under the Open Space Tax Program in Jay.

## **FARMS IN JAY**

Large tracts of agricultural land in Jay are not expected to be developed over the next ten years. Residential uses are allowed a density bonus in designated growth areas in an effort to steer development away from rural areas to maintain contiguous farmland and encourage infill development. Development of prime farmland for residential uses should be discouraged to mitigate sprawl of development and loss of agricultural lands.

## **TOWN REGULATION**

Jay furthers soil protection through the Subdivision Ordinance. When the Planning Board reviews a subdivision application, the applicant is required to submit evidence demonstrating that there will be no substantial adverse effect on ground water quality, including an evaluation of the geological, hydrological, and soils conditions of the development site. It is required that the location of any farmland be identified on any proposed subdivision map. A review of the nature of soils and subsoils, and their ability to adequately support waste disposal, is also required for subdivision approval. The location of prime agricultural soil should be used in review of development applications, and the Future Land Use Map shall classify prime agricultural soils as Rural Areas for the purposes of the Growth Management Law.



## LOCAL AGRICULTURAL EFFORTS

Several farms in Jay focus on grass-fed beef, vegetables, and other products. Real Deal Farm specializes in organic tomatoes and wild blueberries, while JEFFA Family Farm offers a variety of goods including eggs, meat, and products from other Maine farms. Depot Street Meats focuses on grass-fed beef, sheep, and poultry. E&M Farms provides edible mushrooms and microgreens.

Thayben Farm, historically a dairy farm, sits on two parcels in Jay and Wilton. On August 16, 2017, the 380-acre farm was protected with an agricultural easement through Maine Farmland Trust. Thayben transitioned from dairy farming to organic production over 12 years ago, now selling milk to Organic Valley Cooperative. Hay and bailage are grown on the 100+ acres of tillable ground found on the site. The southern parcel sits on the top of Spruce Mountain and was previously used as a ski hill.

## FOREST RESOURCES

Forest or woodlands cover as much as 70% of the land area in Jay. Large unbroken areas of forestland are found north of the Androscoggin River, west of Route 4 and south of Route 17. The second area is on the eastern border of the town next to Chesterville.

In 2024, there were 73 parcels totaling 5,347 acres registered under the Tree Growth Program. This has increased since 2008, when 66 parcels totaling 4,210 acres were registered under the Tree Growth Program. In 1988 there were 32 parcels totaling 3,090 acres registered in the Tree Growth Program in Jay, meaning there was an increase of 2,257 acres registered in the Tree Growth Program between 1988 and 2024.

The average parcel size has increased from about 64 acres in 2008 to 73 acres in 2024. The Maine Forest Service reported that between 2010 and 2020, there were 297 timber harvests on 9,248 acres of land in Jay. Selective harvest accounted for 6,995 acres of all timber harvest and the average total harvest area from 2010 to 2020 was 4,624 acres. Timber harvesting information between 1990 and 2020 can be seen in Table 1 below.

Summary of Timber Harvest Information for Jay						
Year	Selection harvest, acres	Shelterwood harvest, acres	Change of land use, acres	Clearcut harvest, acres	Total Harvest, acres	# of Reports
1990 - 1994	1,924	184	16	76	2,200	79
1995 - 1999	3,088	250	110	6	3,454	136
2000 - 2004	4,191	180	32		4,403	135
2005 - 2009	2,175	158	14	18	2,365	101
2010 - 2014	3,482	1,102	50	97	4,731	147
2015 - 2020	3,513	861	35	108	4,517	150
Total	18,373	2,735	257	305	21,670	748
Average	3,062	456	43	61	3,612	125

<i>Data compiled from Confidential Year End Landowner Reports to Maine Forest Service.</i>
<i>Department of Agriculture, Conservation and Forestry - Maine Forest Service</i>

Forests in Jay support the region's wood product industries, protect water quality and are major factors in the town's rural character. The most significant threats to commercial forest land are lack of markets, poor management, and the creation of land parcels that are of such size as to be not suited to commercial forestry practices.

## **PUBLIC INPUT**

The public survey received the following responses in relation to Agriculture & Forestry Resources:

### **1) AGAINST OVER-REGULATION**

Many responses emphasize a preference for fewer regulations overall, especially in relation to agriculture, property use, and land development. There is concern that excessive regulation could stifle growth and individual freedoms, with some respondents advocating for a balance that allows businesses and residents to operate freely.

# GOALS, POLICIES & ACTION STRATEGIES FOR AGRICULTURE & FORESTRY RESOURCES

## STATE OF MAINE GOAL

To safeguard the State's agricultural and forest resources from development which threatens those resources.

## STATE OF MAINE POLICIES

1. To safeguard lands identified as prime farmland or capable of supporting commercial forestry.
2. To support farming and forestry and encourage their economic viability.

## STATE OF MAINE STRATEGIES

1. Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.

**Responsibility:** Planning Board

**Timeframe:** Ongoing

2. Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.

**Responsibility:** Planning Board

**Timeframe:** Ongoing

3. Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.

**Responsibility:** Planning Board

**Timeframe:** Short-Term

4. Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.

**Responsibility:** Planning Board

**Timeframe:** Short-Term

5. Encourage owners of productive farm and forest land to enroll in the current use taxation programs.

**Responsibility:** Tax Assessor

**Timeframe:** Ongoing

6. Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.

**Responsibility:** Code Enforcement Officer, Planning Board

**Timeframe:** Ongoing

7. Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.

**Responsibility:** AVCOG, Jay Development Committee, Greater Franklin Development Corporation, Comprehensive Plan Implementation Committee, JLLF Chamber of Commerce

**Timeframe:** Ongoing

## **JAY'S STRATEGIES**

1. Provide the Planning Board with a map showing the location of prime agricultural soils and soils of statewide significance to review in development applications.

**Responsibility:** Comprehensive Plan Implementation Committee, AVCOG

**Timeframe:** Short-Term

2. Revise ordinance language to include review of agricultural soils in subdivision applications

**Responsibility:** Ordinance Committee, Planning Board, AVCOG

**Timeframe:** Short-Term

# **PUBLIC FACILITIES & SERVICES**

## **FINDINGS & CONCLUSIONS**

- The Chisholm water system is operated and maintained by the Livermore Falls Water District and pumps an average of 212,000 gallons daily and serves 450 customers.
- There are two storage tanks that serve the Jay Village system: a one million gallon tank on top of Baldwin Hill in Livermore Falls and a three hundred and ten thousand gallon tank on Woodchuck Hill in Jay.
- The public schools that serve the town of Jay consolidated with SAD36 in Livermore/Livermore Falls in 2011. The Towns of Jay, Livermore, and Livermore Falls, the State and Federal government provide funds to operate the school department.

## **CONDITIONS & TRENDS**

### **CULTURAL FACILITIES/JAY-NILES MEMORIAL LIBRARY**

The Jay-Niles Memorial Library was gifted to the Town of Jay in 1918 by the Niles children in honor of their parents. In 1995 an addition was constructed to provide more space for its growing collection, a boardroom/conference room, and greater access for individuals with disabilities.

The current staff at the library includes a full-time director, part-time circulation clerk, part-time children's librarian, and part-time tween and teen librarian. Governance of the library is by a board made up of local citizens and a business owner.

The library currently has a collection of some 30,000 items as well as computers with internet access. Programming at the library includes programs for children and adults. A maker space provides opportunities for creativity and exploration. Grants secured by the director have provided furniture, materials, resources, and special programs. The library also provides access to additional materials outside of the library through the state's interlibrary loan program.

Improvements are needed in energy infrastructure in the library, but high costs have prevented this work from being done to date. Additionally, work done to the library must be completed with an eye toward preserving the historic nature of the property. A project to have brick repointed on the exterior of the building was completed in 2024. There is a need to complete some additional building maintenance projects - the interior has not been painted since the addition was done, carpets need replacement, some cracked windows need replacement.

## **EDUCATION**

The public schools that serve the town of Jay consolidated with SAD36 in Livermore/Livermore Falls in 2011. At that time, all property utilized by the school department became the property of Regional School Unit 73, Spruce Mountain School Department. There are four schools in the

Spruce Mountain School Department: Spruce Mountain Primary School in Livermore, for Pre-K through grade 2, with an enrollment in 2023 of 360, Spruce Mountain Elementary School in Jay, for grades 3 through 5, with an enrollment in 2023 of 290, Spruce Mountain Middle School in Jay, for grades 6 through 8, with an enrollment in 2023 of 327, and Spruce Mountain High School in Jay, for grades 9 through 12, with an enrollment in 2023 of 414. These schools serve grades pre-kindergarten through grade 12. The Towns of Jay, Livermore, and Livermore Falls, the State and Federal government provide funds to operate the school department.

## **FIRE PROTECTION AND RESCUE SERVICE**

The Fire/Rescue Department operates two stations, Station 1 in North Jay constructed in 1996 and Station 2 in Chisholm built in 1978. Station 1 houses fire fighting apparatus, offices, meeting room, and backup dispatch. Station 2 also has pieces of apparatus. The Department considers Station 2 to be in good condition now due to projects that have been done at this station since the last comprehensive plan - a new roof, new boiler, paving, and repaired cracking blocks.

Most firefighter equipment is in good condition due to care taken with their use and maintenance and more recent purchases. Some equipment has been attained with grant money such as forest firefighting equipment, a side-by-side vehicle, etc.

The Department provides service to the entire town and maintains mutual-aid contracts with several towns and Androscoggin and Franklin Counties. The Fire Department and Rescue Unit responded to 440 calls in 2023 with 168 of those being mutual aid. Average response time to a call is about five to seven minutes. The Fire/Rescue Department services provided are adequate at the present time. EMS in Farmington and Livermore provides emergency medical services.

The Fire/Rescue department is currently overseen by a Fire Chief. The Jay Fire Department includes one Chief who is a part-time employee, 8 per diem firefighters and 32 members. Firefighters are paid an hourly rate which is increased with additional training and/or qualifications by the individual. Fire stations are staffed by per diem firefighters Monday through Friday 8:00 - 4:00. They maintain the stations and equipment as well as responding to calls.

Over the planning period consolidation of the two stations to one could be considered. This need has been observed since 2011, but no action has been taken. The fire department currently needs air packs. Damaged air packs can't always be repaired because of the lack of availability of parts and the age of the air packs. The greatest need is for firefighters. It has become increasingly difficult for the department to attract individuals who are willing to become part of the fire department. More and more of the members live or work outside of Jay and are therefore not always available for calls. The communication system used by the fire department and the dispatch center is not sufficient. A new repeater is due to be installed to hopefully address the situation.

## **HEALTH CARE/SOCIAL SERVICES**

Maine Health Franklin Hospital in Farmington is the nearest full service medical facility. Specialized medical needs are also met by facilities in Lewiston, Auburn, Augusta, and Portland. Other health service groups near Jay are Tri-County Mental Health Services, Western Maine Family Health Center, Maine Health Primary Care Family Medicine in Livermore Falls. Jay no longer fiscally supports local health care and social service agencies through its annual budget.

## **POLICE PROTECTION**

Jay Police Department offices are located in the Jay Town Office Facility at 340 Main Street in Jay Village. The building was extensively renovated in 2008 and meets the Department's needs. The regular upkeep of the building has avoided major costs associated with neglect. Currently a fleet of five cruisers is maintained by the Department and cruisers are replaced on a rotating basis approximately every four years.

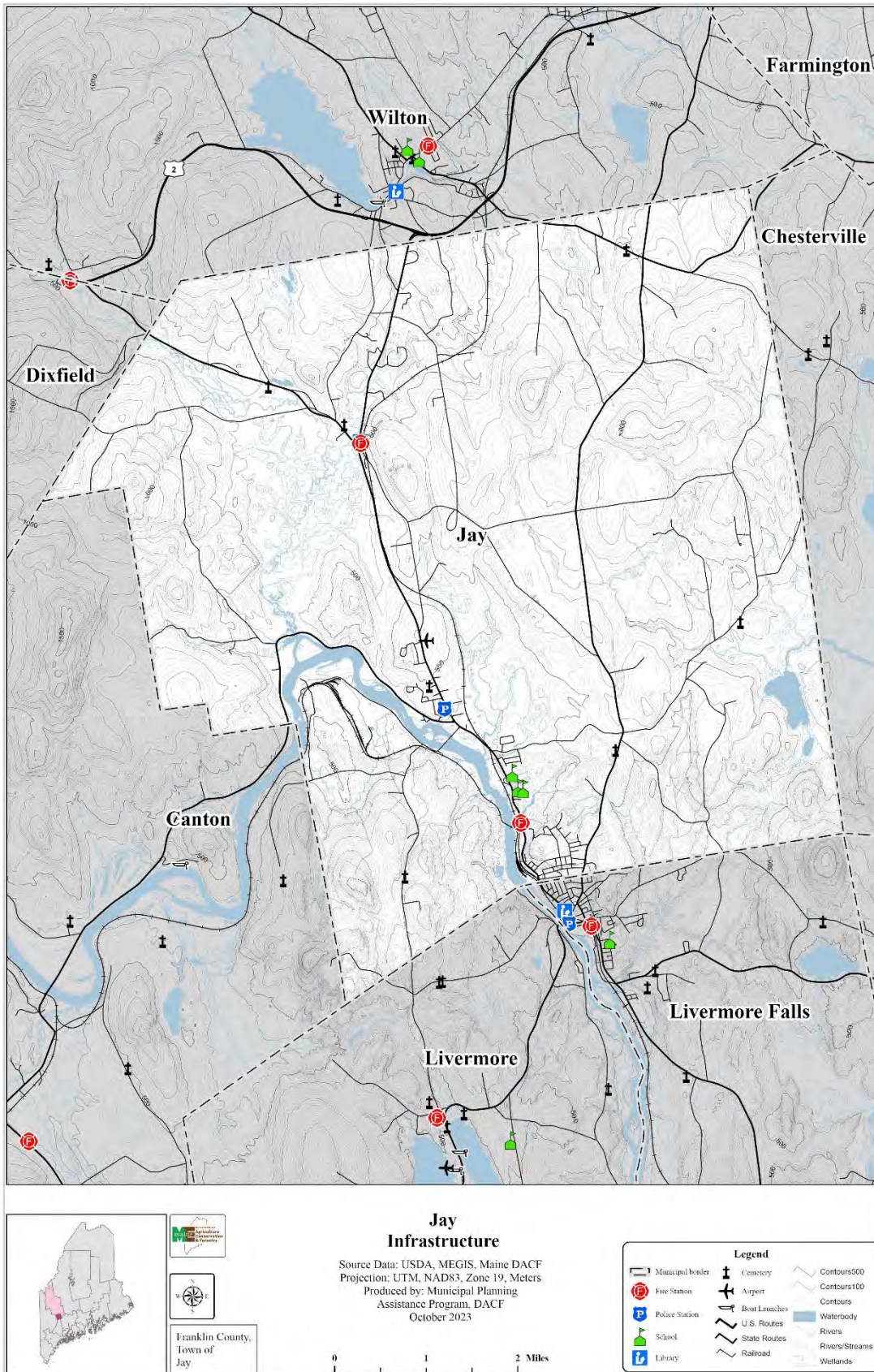
The Police Department staff includes a Chief, Sergeant, Detective, four Patrol Officers, Corporal/School Resource Officer, and Office Secretary. Mutual aid contracts are maintained with the Livermore Falls and Wilton Police Departments, the Franklin County Sheriff's Department and the Androscoggin County Sheriff's Department. The Department's dispatching is provided by the Franklin County Sheriff's Department. Local dispatching equipment has been retained should it be needed. Personnel comply with all State required training.

The Department provides 24-hour coverage seven days a week. Jay PD responded to approximately 6,444 calls in 2023 compared to approximately 5,000 in 2008. The annual increase in complaints is attributed, in part, to increasing motor vehicle traffic and the state-wide problem of drug related crimes. Response time to complaints has been shortened because of changes in procedures at the dispatch center. It was noted in the 2011 Town of Jay Comprehensive Plan that a part-time officer to provide drug education in the schools would be helpful. Since then, a School Resource Officer (SRO) has been hired. The SRO works in the RSU73 schools when school is in session. During the summer school vacation, the SRO works for the Jay Police Department.

The police department has worked to become accredited by the Maine Law Enforcement Accreditation Program which indicates that it has aspired to a higher standard of providing public safety service. They will be audited every two years to help them maintain this standard.

Infrastructure in Jay can be seen on Map 1 below.







## **PUBLIC WORKS**

The Public Works Department staff includes ten full-time employees including a mechanic who provides services for all town vehicles. This is a reduction over the past several years of 10 crew members and one mechanic. The Town Manager serves as the Road Commissioner and the Director manages all aspects of the public works department, the transfer station, and is Jay's E911 officer, doing the town's addressing procedures.

The town garage was built in the 1960's with a partial rehab in 2004 to raise the roof. Other improvements in the recent past are the installation of a propane furnace, a generator, new siding, the addition of 300 sq ft to accommodate a meeting/break room in 2024. The garage is in adequate condition at this time.

The Department replaces equipment on a "what is needed" worst basis and within the department's budget. The Public Works department currently has 4 dump trucks, 3 small dump trucks and 3 pickups. The crew uses 2-way radios, and newer vehicles are equipped with blue-tooth to provide hands-free phone use. The Public Works Department has mutual aid contracts with Wilton and Livermore Falls. They occasionally share equipment when a situation calls for equipment the department doesn't have.

The Town's roads are maintained by the Public Works Department. This crew also maintains bridges, cemeteries, town property's lawns, vehicle maintenance and repair. Since school consolidation in 2011, the town no longer services school vehicles.

The department has recently faced some significant road damage due to atypical storms in 2023. We had three FEMA declarations in 2023 after decades with none. Some of the money put into the budget for other projects was diverted to take care of the more important storm damage. The department's diminishing budget is a big issue.

## **SEWERAGE AND STORMWATER MANAGEMENT**

The current treatment plant upgrade, expected to be finished in 2026, is at a cost of \$21,150,000, the majority of which will be paid by grants. With the current project to upgrade the treatment plant, sewer service will be adequate to meet changes in the future. The North Jay treatment plant was closed in July of 2000 and was converted to a pumping station which directs sewage to the Livermore Falls Sewage Treatment Plant.

Jay and Livermore Falls partner to share services in using a single treatment plant and sharing the cost based on percentage of use. Stormwater management facilities are maintained by the highway department through frequent review of the system and making upgrades, replacements, and repairs on an as-needed basis.

Portions of Chisholm and Jay Village are served by the Livermore Falls Sewage Treatment Plant which allows a maximum contribution by Jay of 980,000 gallons per day (GPD). The Town of Jay actually contributes an average of 340,000 GPD, and total plant flow is approximately 500,000 to 600,000 GPD. The Livermore Falls Treatment Plant will have a design capacity of 2 million GPD.

Treatment plant capacities are sometimes exceeded during wet periods and/or storm events. To reduce inflow, both Jay and Livermore Falls have undertaken efforts over the past several years to separate stormwater from domestic waste. This separation is at approximately 99% at this time. Domestic septage waste is collected by private haulers and disposed of at the Livermore Falls Treatment Plant where the treatment plant charges a fee.

There are 803 sewerage connections at this time. Approximately 50% of households in Jay are served. Future development could affect the existing system by increasing demand on the system. At this point, that is not an issue. Facilities and equipment are in good condition and will improve when the upgrade project is completed. Because of worker shortages, staffing the sewer department has presented difficulties which could extend into the future. The sewer department has done a plan for climate change and has taken action to address an issue created by seasonal increases in water flow.

## **SOLID WASTE**

Since 1990 the Town of Jay has operated a transfer station and recycling center off Route 4, near Jay Hill. The Town provides curbside pickup for both recyclables and solid waste. A private business is contracted to handle curbside pickup. In 2011 the Town switched to a single stream recycling program. Whereas the Jay Transfer Center originally provided services for neighboring towns, at this time it is for use of Jay only, with a few exceptions. Fewer types of recyclables are handled because the market for recyclables is limited and the cost for passing on recyclables is higher than for trash. The Transfer Station is open 5 days a week. A Household Hazardous Waste collection day is held every 3 years at the Transfer Center with Wilton and Livermore hosting this opportunity on off-years.

## **TOWN ADMINISTRATIVE FACILITIES AND SERVICES**

Town of Jay administrative offices are located at 340 Main Street in Jay Village. The town has five elected selectpersons representing the townspeople. A Town Manager, appointed by the selectmen, provides administrative leadership. Other Town staff include Town Clerk/Tax Collector, Deputy Clerk/Tax Collector, Finance Director, Finance Clerk, Police Chief, Fire Chief, Recycling Coordinator, Code Enforcement Officer, Public Works Director, Sewer Treatment Operator, Health Officer, Plumbing Inspector, and ACO.

Appointed and elected boards and committees include planning board, board of appeals, Jay Development Committee, budget committee, road committee, recreation committee, and various committees formed on an as-needed basis, typically for a short period of time until a specific task is completed. Facility improvements are directed towards growth areas due to the presence of public water and sewer, which allows for the existing density of dwelling units.

## **WATER SUPPLY**

The Town of Jay is served by three quasi-municipal water districts. The Chisholm area is within the bounds of the Livermore Falls Water District which operates and maintains the water system

serving this area. The primary source of water for the Livermore Falls Water District is Moose Hill Pond. Parker Pond serves as a secondary supply for this water system. The Jay Village Water District purchases its water from the Livermore Falls Water District and is connected to the Livermore Falls system through a meter pit located on Route 4 near the High School. The North Jay Water District purchases its water from the Town of Wilton. North Jay's source of water is Varnum Pond located in Wilton. The North Jay system is more than adequate to meet the demands of the communities served by this source. Limited industrial development and residential development outside of the water service area are met by private wells.

The Chisholm water system is operated and maintained by the Livermore Falls Water District. The system pumps an average of 212,000 gallons daily and serves 450 customers. There are two storage tanks that serve the Jay Village system: a one million gallon tank on top of Baldwin Hill in Livermore Falls and a three hundred and ten thousand gallon tank on Woodchuck Hill in Jay. Several sections of water line have been replaced in Jay. The majority of Rte 4 in Jay has a new water line. The water system is sufficient for present needs, but if additional development occurs north of Jay Hill, a new pumping system may have to be put in place.

The Jay Village Water District purchases its water from the Livermore Falls Water District and is connected to the Livermore Falls system through a meter pit located on Route 4 near Spruce Mountain High School. The District maintains 400 service connections. The system has a new pump station. There is a storage tank located on Jay Hill which holds 620,000 gallons of water. Both tanks are in good condition and are adequate for future needs. The pipes are in adequate condition and are replaced on an as needed basis.

The North Jay system is a small system serving Route 4, the old Jay Hill Road, and East Dixfield Road. The water district has a concrete reservoir behind the quarries in North Jay. The District maintains 240 connections that service approximately 600 people. The pipes are in fair condition and are replaced on an as needed basis. The water is treated through a water treatment plant built in 1993. There are presently plans to replace water meters using money from the Infrastructure Investment and Jobs Act.

## **STREET TREE PROGRAM**

There is currently no street tree program enforced in Jay, though it is recommended that a street tree program be put in place.

## **PUBLIC INPUT**

The public survey received the following responses in relation to Public Facilities & Services:

### **1) NEED FOR MORE COMMUNITY AMENITIES AND ACTIVITIES**

A recurring concern is the lack of recreational opportunities, particularly for children and families. Suggestions included creating parks, a rec center, and more community events to foster engagement and reduce boredom, especially among youth.

**2) DECLINING QUALITY OF LIFE**

Several comments expressed frustration with the town's perceived decline, citing issues like deteriorating buildings, lack of modern amenities, and a shrinking sense of community. Many feel the town is losing its appeal, especially compared to surrounding areas with more vibrant offerings.

**3) QUALITY OF LIFE AND SERVICES**

Some respondents expressed frustration with the town's inability to provide sufficient services, particularly in terms of family-friendly activities, public transportation, and local job options. The perception is that Jay lacks amenities and resources compared to neighboring towns, forcing residents to travel outside Jay for shopping, work, and entertainment.

**4) CONCERNS ABOUT EMERGENCY RESPONSE TIMES**

Several residents express dissatisfaction with the response times of emergency services, particularly the ambulance service. Some respondents report significant delays, with one noting a 30-minute wait for ambulance assistance. There is a suggestion to develop a more reliable local ambulance service, with some calling for a dedicated ambulance service from the fire department.

**5) POLICE PRESENCE AND EFFECTIVENESS**

Opinions about the police department are divided. While some residents appreciate the visible police patrols, others feel that there is insufficient police presence or that officers are not effectively addressing issues like drug activity and speeding. Several respondents express concerns about drug-related issues in the town, with some noting the increasing prevalence of drug use and crime, and a perceived lack of police response. There's a call for more police officers, particularly to combat drugs and improve safety. Some also suggest combining resources with neighboring towns to save costs.

**6) POLICE CONDUCT AND COMMUNITY RELATIONS**

A few respondents share negative experiences with the police, particularly regarding how they were treated in situations involving domestic disputes or emergency help. There is frustration with officers not taking certain incidents seriously or being rude in their interactions. Some residents suggest that police officers need more discretion or better training in handling sensitive situations.

**7) NEED FOR BROADER FIRST RESPONDER SERVICES**

There is support for expanding first responder services beyond traditional law enforcement. Several respondents suggest adding social workers or mental health professionals to assist with wellness checks, disputes, and mental health crises. This highlights a desire for a more holistic approach to community safety and support.

## **8) COMMUNITY SAFETY AND CRIME**

A recurring theme is a sense of diminished safety in Jay, with some residents reporting an increase in crime, particularly drug-related incidents, thefts, and public drug use. Concerns about speeders on roads and other criminal activities are also noted. The overall sentiment is that residents feel less secure than they did in the past, and there is a desire for more effective policing and safety measures.

## **9) AMBULANCE AND FIRE DEPARTMENT CONCERNS**

Some residents expressed concerns about the capabilities and resources of the fire department, particularly in relation to ambulance services. Suggestions include offering better training for first responders and increasing staffing levels, with a few people advocating for combining fire and emergency services with neighboring towns to reduce costs.

## **10) SUPPORT FOR FIRST RESPONDERS**

Despite some criticisms, there are expressions of appreciation for the hard work of police and fire department staff. Residents acknowledge that first responders are doing their best but believe more resources, better training, and expanded services are necessary to meet the town's needs.

In summary, while some residents appreciate the efforts of Jay's first responders, many feel that the town's emergency services are insufficient, especially in terms of response times, coverage, and addressing drug-related issues. There are calls for more investment in police and ambulance services, as well as a more integrated approach to handling emergencies, including the addition of mental health professionals and social workers. Improving safety, reducing crime, and ensuring timely responses in emergencies are significant concerns for the community.

## **11) QUALITY OF EDUCATION**

There is a clear divide in opinions about the local school system. Some parents report negative experiences, including bullying, racial issues, lack of communication from the administration, and a general decline in educational quality after school district consolidation. Specific concerns include the inadequacy of special education resources, insufficient behavioral support for students with special needs, and a lack of college-preparation or advanced classes.

## **12) TEACHERS AND STAFF**

Several respondents feel that teachers are underpaid, and there are calls for more social workers and other support staff to help students who face mental health challenges or behavioral issues.

## **13) CURRICULUM ISSUES**

There is concern over the reduced expectations in academic performance, with some feeling that the schools are not preparing students adequately for college or the workforce. A request for life skills education, such as accounting, taxes, and personal finance, in high school is also noted.

#### **14) BEHAVIORAL AND DISCIPLINE ISSUES**

Some respondents mention high classroom disruption caused by a small percentage of students, which seems to be affecting the learning environment for others. There's a desire for better discipline and support for students with behavioral problems.

#### **15) LIBRARY SERVICES:**

- **POSITIVE FEEDBACK**

The library receives frequent praise for its programming and services. Several respondents highlight it as a "top-notch" resource for the town, with a desire for more programming and extended hours. Many view the library as an essential community asset.

- **CALL FOR MORE SERVICES**

Many respondents suggest that the library could be expanded further, with more programs or additional hours to increase accessibility for residents.

#### **16) TOWN OFFICE AND PUBLIC SERVICES:**

- **LIMITED HOURS AND ACCESSIBILITY**

There is frustration over the limited hours of the town office, especially for people who work during the day. Respondents suggest extending the hours, including offering late hours one night a week (e.g., 12-8 pm) to accommodate working residents who cannot make it during regular business hours.

- **COMMUNICATION ISSUES**

One respondent mentioned issues with town information being posted only on Facebook, which they do not use. They suggested a newsletter or flyer as an alternative to keep residents informed.

- **WASTE COLLECTION COMPLAINTS**

One comment expressed frustration with the town's waste collection provider, specifically Archie's, not properly handling recycling. The respondent felt this was a town concern that should be addressed by town representatives, rather than leaving residents to deal with the issue directly with the service provider.

#### **17) COMMUNITY PROGRAMS AND FAMILY SUPPORT:**

- **NEED FOR MORE ACTIVITIES FOR CHILDREN AND FAMILIES**

Several respondents note that the town could benefit from more programs and outlets for families, particularly for children and teens. This includes both recreational and educational programs.

- **LACK OF COMMUNITY RESOURCES**

One respondent pointed out that there is a lack of resources for families in Jay, forcing them to refer people to nearby Farmington for necessary support services.

#### **18) SAFETY AND SOCIAL ISSUES:**

- **BEHAVIORAL AND MENTAL HEALTH ISSUES IN SCHOOLS**

The concern over students' mental health and behavioral challenges is linked to broader issues within the community. There's a sense that the town needs to do more to support families and children who may face difficulties at home or in school, and that the local school system is struggling to meet these needs.

- **CONCERNS ABOUT SOCIAL ISSUES**

Some respondents voice concern about what they perceive as an over-focus on "special interest groups" or certain social issues, and they wish for the education system to focus more on academics and practical life skills.

#### **19) GENERAL TOWN SUPPORT**

- **SUPPORT FOR LIBRARY AND EDUCATION**

Many respondents emphasize the importance of continuing to fund and support both the library and education, which they view as central to the town's well-being and future success. Some respondents advocate for increased investment in education and community services to make the town more attractive to families and improve the quality of life for residents.

# **GOALS, POLICIES & ACTION STRATEGIES FOR PUBLIC FACILITIES & SERVICES IN JAY**

## **STATE OF MAINE GOAL**

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

## **STATE OF MAINE POLICIES**

1. To efficiently meet identified public facility and service needs.
2. To provide public facilities and services in a manner that promotes and supports growth and development in growth areas.

## **JAY'S POLICIES**

1. Monitor wastewater treatment flows in order to plan for future system expansions.
2. Protect the water quality of the Androscoggin River by providing an efficient sewerage treatment system.
3. Ensure that sewer and water extensions are consistent with the comprehensive plan.
4. Ensure adequate public sewer and stormwater systems to meet the needs of residents and commercial/industrial customers.
5. Provide adequate stormwater drainage systems for both the urban and rural areas of Town.
6. Provide adequate quantity and quality of water to meet the needs of the residents and commercial/industrial customers.
7. Work with the Water Districts to study water system expansions and funding.
8. Continue recycling programs.
9. Assure that appropriate training is provided for all fire fighters.
10. Provide adequate police protection to all areas of Town.
11. Assure that new growth and development does not exceed the capacity of public facilities and services.
12. Ensure a sound and excellent education for all Jay residents in the most cost-effective manner.
13. Seek opportunities for regional public facility/service programs.



## STATE OF MAINE STRATEGIES

1. Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.

**Responsibility:** Department Heads

**Timeframe:** Ongoing

2. Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.

**Responsibility:** Select Board

**Timeframe:** Ongoing

3. Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan

**Responsibility:** Select Board

**Timeframe:** Ongoing

4. Explore options for regional delivery of local services.

**Responsibility:** Town Manager & Department Heads

**Timeframe:** Ongoing

## JAY'S STRATEGIES

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

**Responsibility:** Town Manager & Sewer Superintendent

**Timeframe:** Ongoing

2. Ensure conformity with the Comprehensive Plan and ordinances when, and if, sewer and water extensions are proposed.

**Responsibility:** Planning Board & Sewer & Water Districts

**Timeframe:** Ongoing

3. Coordinate any future plans for sewer and water extensions and road work to enhance cost effectiveness and efficiency.

**Responsibility:** Public Works Director, Sewer & Water Districts

**Timeframe:** Ongoing

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

**Responsibility:** Town Manager, Water Districts, AVCOG

**Timeframe:** Ongoing

5. Encourage participation in the Town's recycling program through education and information.

**Responsibility:** Town Manager, Recycling Coordinator, AVCOG, Comprehensive Plan Implementation Committee

**Timeframe:** Ongoing

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

**Responsibility:** Ordinance Review Committee, Planning Board

**Timeframe:** Ongoing

7. Hold a meeting with the Superintendent of Schools to review new growth and development over the preceding year which may affect the school system.

**Responsibility:** Select Board, Comprehensive Plan Implementation Committee

**Timeframe:** Ongoing

# FISCAL CAPACITY

## FINDINGS & CONCLUSIONS

- Jay faced a significant loss in property valuation and tax revenue due to the closure of the former Androscoggin Mill, with a resulting valuation loss of approximately \$200,000,000.
- Based upon Jay's state valuation, the maximum debt under state law would be approximately \$65,880,000.
- Between 2019 and 2024, the tax commitment in Jay decreased by \$3,374,471.
- Since 2019, the tax rate in Jay has seen some fluctuation, but remained nearly the same. Between 2019 and 2024, the tax rate in Jay increased by 0.00375.

## INTRODUCTION

A community's fiscal capacity is based upon the ability to pay normal municipal operating costs, including education, public works, public safety and finance capital expenditures compared with the ability of the property tax base and other revenue sources to support such expenditures. A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives.

As Jay continues to develop over the next ten years, demand will be placed upon its fiscal capacity to provide various services including new or improved roads, police presence, sewer facilities or recreation areas. This Comprehensive Plan will make various recommendations that require public investment. These recommendations must be considered in relation to Jay's fiscal capacity.

## CONDITIONS & TRENDS

### LOCAL AND STATE VALUATIONS & TAX RATES

The tax rate is determined each year by considering the total valuation of all property in the community (excluding exempt property) and the amount of money needed to fund the budget.

**Local Valuation:** Town assessors establish property values for tax commitment purposes by adjusting for construction or removal activities that are expected to alter a property's value. There are no year-to-year adjustments made to account for changes in the real estate market. Adjustments based on real estate market fluctuations occur roughly every 10 years through a town-wide revaluation. Jay is currently completing a town-wide revaluation. The new values will be the basis for tax bills in fall 2025.

The Jay Select Board serves as the local Board of Assessors. They are responsible for the assessment of real estate and personal property, as well as keeping property values equitable and at fair market value. The Board meets in August to set the tax rate for the year and then meets as

needed throughout the year to act on applications for abatement and supplemental taxes, and to address valuation issues.

**State Valuation:** The State of Maine adjusts for year-to-year changes in the real estate market. The State Valuation process takes roughly 18 months to complete. State valuation figures lag actual market values and municipal assessments by about two years. As a result of this, the 2023 State Valuation estimates the value of property in 2021.

Jay uses the non-market-adjusted Tax Valuation values to assess property taxes each year; the State valuations identify when a revaluation is necessary. State and local valuations in Jay over the last six years can be observed in Table 1 below.

Table 1: State and Local Valuation for Taxable Property in Jay							
Year	Tax Commitment	Total Taxable State Valuation	Tax Rate	Total Taxable Local Valuation	Taxable Land Valuation	Taxable Buildings Valuation	Total Taxable Land & Building Valuation
2024	\$6,297,200	\$395,900,000	0.02200	\$286,236,357	\$103,354,120	\$172,023,560	\$275,377,680
2023	\$6,391,751	\$439,200,000	0.02300	\$277,902,233	\$102,911,860	\$165,799,210	\$268,711,070
2022	\$7,298,913	\$616,200,000	0.02050	\$356,044,535	\$99,149,970	\$181,374,520	\$280,524,490
2021	\$7,099,012	\$589,200,000	0.02050	\$364,293,249	\$88,562,750	\$177,865,282	\$266,428,030
2020	\$9,257,453	\$548,150,000	0.01750	\$528,997,299	\$90,591,590	\$218,601,679	\$309,193,269
2019	\$9,671,671	\$548,950,000	0.01825	\$529,954,543	\$85,278,690	\$228,378,548	\$313,657,238
Data Source: Maine Revenue Service, Town of Jay Assessor							

Both State and Local Valuations for Jay decreased between 2019 and 2024, with some fluctuation in certain years. Taxable land valuation in Jay has increased since 2021, while taxable building valuation has decreased. Between 2019 and 2024, the tax commitment in Jay decreased by \$3,374,471.

Jay contracted with Corporate Valuations to update the assessment of the former Androscoggin Mill, most recently owned and operated by Pixelle Specialty Solutions, following the catastrophic digester explosion that occurred in April of 2020. The resulting valuation was a loss of approximately \$200 million in taxable value. A measure has recently been signed by Governor Mills that aims to prevent the reduction of state revenue-sharing for towns using undesignated funds to stabilize taxes after a sudden disruption of municipal valuation.

## LOCAL MIL RATES

A mil rate (also known as a tax rate) is the amount of tax per \$1,000 of a property's assessed value. The Town Assessor determines the annual amount of revenue to be raised from property taxes to fund all municipal services and the total taxable valuation of all real estate and personal property in the town. The tax rate is calculated by dividing the total amount to be raised from property taxes by the total taxable valuation of the town.

Since 2019, the tax rate in Jay has seen some fluctuation, but remained nearly the same. Between 2019 and 2024, the tax rate in Jay increased by 0.00375.

## COMMUNITY REVENUES

Town revenue refers to the total income a town receives from various sources to fund public expenditures and everyday operation. These funds are those that the towns collect to pay for public services, infrastructure, and other government activities. The primary source of revenue for a town is taxes.

Jay's major governmental funds are the general fund and FEMA 23/24 disaster relief. All other funds are shown as nonmajor and are combined in the "Other Governmental Funds". The general fund is the only fund for which the Town legally adopted a budget. The Town of Jay maintains one proprietary fund, the sewer fund.

Table 2: Municipal Revenue in Jay Fiscal Years 2020-2024					
Fiscal Year	2020	2021	2022	2023	2024
Property Taxes	\$9,653,235	\$9,384,857	\$7,056,878	\$7,274,918	\$6,364,620
Excise taxes	\$829,244	\$937,049	\$896,089	\$899,531	\$968,430
Intergovernmental	\$1,819,262	\$2,017,203	\$2,364,964	\$2,650,513	\$3,921,691
Charges for Services	\$206,251	\$156,080	\$156,708	\$169,809	\$177,563
Miscellaneous Revenues	\$226,805	\$279,043	\$335,677	\$439,575	\$427,410
TOTAL	\$12,734,797	\$12,774,232	\$10,810,316	\$11,434,344	\$11,859,714

Data Source: Town of Jay

Since 2020, revenues from property taxes in Jay have decreased by \$3,288,615. This can in part be associated with the closures of the former Androscoggin Mill, then owned by Pixelle Specialty Solutions. Over the same period, revenues gained from charging for services decreased by \$28,688, while miscellaneous revenues increased by \$200,605. The largest revenue source in Jay is property taxes.

Grants that were awarded to Jay in 2024 include:

1. **MMA Ed MacDonald Safety Enhancement Grant** (\$3,000 towards a full set of firefighter turnout)
2. **MMA Ed MacDonald Safety Scholarship** (\$1,600 for Fire Department's annual hazmat training)
3. **MMA Risk Reduction Grant** (\$1,240 for an 8-camera security system for the Transfer Station)
4. **Homeland Security Grant** (\$22,475 to replace the current body camera system with a cloud-based system)
5. **Byrne JAG Grant** (\$3,107 for 2 desktop computers for the patrol office)
6. **Maine Bureau of Highway Safety Grant** (\$14,000 for dedicated patrols for speed enforcement and 2 new radar units)

7. **King Foundation Grant** (\$6,500 for a rescue boat, motor and trailer for the Fire Department)
8. **Volunteer Fire Assistance Program Grant** (\$1,888 for 4 portable radios, pagers and speakers)

Jay received \$489,808 in American Rescue Plan Act funds, which were expended by the end of 2024. While these funds could not be used to directly reduce the tax rate, the Select Board authorized spending on projects that would have otherwise required local tax dollars.

The multi-year projects that were completed included:

1. Municipal Building – replaced HVAC units, phone and alarm system, flooring and funded partial cost of foam insulation on roof.
2. Town Office – upgraded software and website and contracted with the State for orthoimagery data for digital mapping.
3. Police Department – replaced 4 body cameras and 2 tasers and upgraded the combiner/antenna for communications.
4. Public Works – 4 replaced generator and boiler, new addition and weatherization of exterior, repairs to sand/salt building.
5. Fire Department – replaced SCBA bottles, boiler and overhead doors.
6. Sewer Department – replaced mower.

In addition to these grant programs, the Livermore Falls’s Sewer Treatment Plant Upgrade has been awarded over \$16 million to date in grant/principal forgiveness for completion of the project.

## COMMUNITY EXPENDITURES

Town expenditure, also known as government spending, refers to the total spending by a town on goods and services, including salaries, infrastructure, healthcare, and defense, as well as transfer payments like social security. It encompasses all the money paid out by the government during a fiscal year, excluding debt retirement, investment purchases, and loan extensions. Municipal expenditures in Jay from 2020-2024 are described in Table 3 below.

Table 3: Municipal Expenditures in Jay 2020 – 2024					
Category	2020	2021	2022	2023	2024
General Government	\$473,753	\$417,211	\$376,091	\$348,076	\$546,004
Public Safety	\$1,423,857	\$1,493,617	\$1,453,731	\$1,614,294	\$1,673,863
Public Works	\$2,221,032	\$2,187,044	\$2,287,976	\$2,556,261	\$4,038,107
Transfer Station	\$41,295	\$39,761	\$23,508	X	X
Recreation & Library	\$174,386	\$168,691	\$172,778	\$194,600	\$194,055
Education	\$6,206,281	\$6,189,977	\$6,139,915	\$4,488,178	\$4,545,786
County Tax	\$708,146	\$723,558	\$771,852	\$797,979	\$709,523
Insurance	\$100,516	\$98,192	\$98,665	\$116,317	\$168,871
TIF	\$40,513	\$38,477	\$13,791	X	X
Capital Outlay	X	\$211,226	X	\$147,690	\$158,384

Unallocated Depreciation	\$40,742	\$38,815	\$39,915	\$43,653	\$45,827
Sewer Department	\$657,434	\$637,978	\$445,040	\$744,217	\$827,558
Unclassified	\$168,797	\$190,549	\$180,288	\$511,854	\$578,501
<b>TOTAL</b>	<b>\$12,256,752</b>	<b>\$12,435,096</b>	<b>\$11,994,550</b>	<b>\$11,563,119</b>	<b>\$13,486,461</b>

Data Source: Town of Jay, Jay Federal Audit Years 2020-2024

The largest municipal expenditure in Jay between 2020 and 2024 was in education followed by public works. The TIF that previously existed for the former Androscoggin Mill in Jay ceased with the closure of operations in 2023. The last recorded information regarding the TIF was a settlement agreement in August 2023 between the Town of Jay and the previous owner, Pixelle Specialty Solutions, for a tax abatement due to the mill's closure.

In 2005, an Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels, better known as LD 1, was enacted. The goal of the law was to lower Maine's total state and local tax burden as compared to those of other states. This goal was to be achieved by placing limits on the growth of state and local governments. The law provided several formulas that constrained year-to-year increases of municipal property tax levies, county assessments and state General Fund appropriations.

Each year a municipal commitment growth limit is calculated based on real personal income growth, population change and increases in real and personal property values attributed to new development and investments. Should the town budget exceed the commitment growth limit a vote to exceed that limit is required at Town Meeting. Since the inception of LD 1 Jay's budgets have not exceeded the commitment growth limit.

## **FUNDING CAPITAL ITEMS**

Capital items are long-term investments in assets like buildings, infrastructure, and equipment. Town's use a variety of methods to fund capital items. This can include grant funding, public funds generated through taxes (like sales tax, fuel tax, and motor vehicle registration fees), impact fees for development applications, public-private partnerships, and municipal bonds.

The Town of Jay funds its operations through taxes and various revenue sources, maintaining reserve accounts specifically for long-term capital investments. Funding for Jay's future capital projects will be generated through a combination of taxation, matching state grants, and other federal grants. The Capital Investment Plan table shows anticipated timing and sources of funds, though the actual amount will depend on budgetary circumstances in any given year.

## **MUNICIPAL DEBT**

The amount of debt allowed in a municipality is governed by state law; the law limits a town's outstanding debt to 7.5% percent of the town's last full state valuation. The Maine Bond Bank suggests a limit of 15% of the state valuation. Based upon Jay's state valuation, the maximum debt

under state law would be approximately \$29,692,500. However, such a debt would increase the tax rate significantly. Nevertheless, should the town need to borrow for public improvements, Jay has significant borrowing power.

Total debt in Jay was budgeted at \$306,193.00 in 2024-2025, as seen in the Capital Investment Plan for Jay below. This is significantly lower than the maximum debt under state law.

## **SHARED CAPITAL INVESTMENTS**

Water for the Jay Village Water District (which is an entity separate from the Town of Jay) is treated by, delivered, and purchased from the Livermore Falls Water District. Jay sends its sewage to be treated at the Livermore Falls Wastewater Treatment Plant. Maintenance and improvement to the system requires continued coordination in capital investment.

The North Jay Water District purchases its water from the Town of Wilton Water District. Jay is currently working with Wilton to investigate ways to coordinate police efforts. The Wilton-Jay Police Collaboration Committee was formed to explore the options of merging the two department into one, creating a collaborative structure, and contracting with the Franklin County Sheriff's Office for coverage. Early discussions indicate a desire to merge the two departments, though price will ultimately be the determining factor.

Jay is a part of RSU #73, which includes Jay, Livermore Falls, and Livermore. The School Board contains members from each municipality to inform decisions on budget, staffing, and educational policies. Jay most recently partnered with Livermore Falls and Livermore to seek grant funding through AVCOG for the creation of the Tri-Town Recreation and Facilities Masterplan. Continued coordination amongst the three respective towns will be required to implement the recommendations made through the Plan.

Jay participates in the Summer Recreation Program that Livermore Falls hosts. It is up to the individual towns to determine how much will be paid through taxation, and how much will be paid by the kids attending the program. This year's budget for Jay and Livermore Falls was \$21,926 and Livermore's was \$10,963. The cost per child from the three towns will be \$100 if each town raises their full share.

## **TAX INCENTIVE PROGRAMS**

The Tax Club allows taxpayers to sign up and pay 8 monthly installments on their primary residence without interest, thereby relieving the pressure of lump sum payments. Payments begin in October and end in May.

The LD 290 "**Property Tax Stabilization for Senior Citizens**" program, enacted in 2022 and later repealed, allowed Maine seniors 65 and older who owned a permanent residence for at least 10 years and were receiving (or eligible for) a homestead exemption, to freeze taxes at the previous year's level regardless of income.



Although the program was repealed, a qualifying resident's initial application was still administered for the August 2023 Tax Commitment. As a result, a significant number of Jay residents were only responsible for the "frozen" property tax bill amount for the 2023-2024 tax year. This amount was equal to the tax amount the owner was billed in 2022-2023, unless their new billed amount would have been lower, in which case they owed the lower of the two amounts. Per the law, the State reimbursed Jay 100% of the difference between actual and frozen taxes.

While the Stabilization Program was eliminated, two State programs were expanded to help lower-income seniors avoid higher property taxes and remain in their homes. These were the State Property Tax Fairness Credit and the State Property Tax Deferral Program.

Tax Increment Financing (TIFs) are a flexible financing tool used by towns to leverage new property taxes generated by specific projects within a defined area. A business can approach a town with a project for which a TIF district would provide financing, or a town may create a TIF district around an existing project. Over their term, TIFs can generate substantial funds for towns. The town of Jay will likely utilize TIFs to support the redevelopment efforts at the former Androscoggin Mill site and bring new jobs and businesses to the area.

## **PUBLIC SURVEY RESULTS**

The following information was obtained from the public survey in relation to fiscal capacity & capital investments:

### **1) COMMUNITY IMPROVEMENTS**

Many residents emphasized the need for overall community investment, including street cleanups, improving the riverfront, and creating public spaces like parks and dog parks. Some also called for better infrastructure, such as improved water mains and road repairs in areas like Jay village.

### **2) HIGH TAXES AND UNFAIR TAXATION**

Many residents expressed dissatisfaction with property taxes, feeling they are too high or unfair, especially when it comes to services like water, sewer, and road maintenance that they pay for but don't receive proportional benefits.

### **3) ECONOMIC AND JOB STRUGGLES**

Several comments mention the decline of the paper mill industry and the lack of well-paying, family-supporting jobs. There is a desire for more business development to attract new residents and visitors, along with concerns about the town's overall economic decline.

#### **4) ECONOMIC STRUGGLES AND TAX CONCERNS**

Several respondents highlight financial struggles, particularly among the elderly and those living on fixed incomes (e.g., Social Security). High property taxes, rising energy costs, and a lack of local job opportunities are significant challenges. Some respondents suggest that the town's services are insufficient, and there's a call for more assistance for seniors and low-income residents.

# GOALS, POLICIES & ACTION STRATEGIES FOR FISCAL CAPACITY

## STATE OF MAINE GOAL

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

## STATE OF MAINE POLICIES

1. To finance existing and future facilities and services in a cost-effective manner.
2. To explore grants available to assist in the funding of capital investments within the community.
3. To reduce Maine's tax burden by staying within LD 1 spending limitations.

## STATE OF MAINE STRATEGIES

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

**Responsibility:** Town Manager, Select Board, AVCOG

**Timeframe:** Ongoing

## CAPITAL INVESTMENT PLAN FOR JAY

A Capital Investment Plan (CIP) serves as a crucial component to strategically manage long-term infrastructure and capital asset development. The CIP acts as a financial blueprint for putting the visions and goals of the comprehensive plan into action and provides a structured way to plan, prioritize, and allocate funding for major projects like roads, bridges, public buildings, and utilities.

The Town of Jay funds its operations through taxes and various revenue sources, maintaining reserve accounts specifically for long-term capital investments. Each department within the Town of Jay is responsible for submitting their capital investment needs annually to the budget committee for review and approval at the annual Town Meeting.

For most capital investment projects, the Town of Jay uses money saved in their respective Reserved Accounts. The Town of Jay generally only borrows money for replacement or upgrades to the Wastewater Treatment facility. Below, you will find the Capital Investment Plans for each department, including the anticipated replacement dates and costs.

TOWN GOVERNMENT					
2025 - 2026					
5 Year Budget Comparison					
	21 - 22	22 - 23	23 - 24	24 - 25	25 - 26
<b>Capital Reserve</b>	\$0.00	\$5,000.00	\$5,000.00	\$5,000.00	\$10,000.00
Capital Reserve Funding					
	Replacement	Life	Year	Additional Information	
Equipment	Cost	Expectancy	Purchased		
<b>Copier</b>	\$ 5,500.00	6 Years	2020		
<b>Computers</b>	\$ 5,000.00	5 Years	Ongoing		
<b>Computer Server</b>	\$ 9,000.00	5 Years	2017	Operating Budget Acct 20-15	
<b>Phone System</b>	\$ 20,000.00	20 Years	2021	Paid thru ARPA 2021	
<b>Computer Software</b>	\$ 50,000.00		1999		
<b>HVAC</b>	\$ 40,000.00	15 Years	2022	Paid thru ARPA 2021	
<b>Generator</b>	\$ 20,100.00	20+ Years	2021	Paid from Capital Account	
<b>Building Maintenance (Roof, Parking Lot, Windows, Etc.)</b>	\$ 100,000.00	Ongoing	2008	\$50k grant & \$13,800 ARPA for foam roof 2023	
<b>Total</b>	<b>\$ 249,600.00</b>		<b>Reserve Balance</b>	<b>\$ 75,059.00</b>	

FIRE DEPARTMENT					
2025 - 2026					
5 Year Budget Comparison					
	21 - 22	22 - 23	23 - 24	24 - 25	25 - 26
Capital Reserve	\$ 70,000.00	\$ 70,000.00	\$ 70,000.00	\$ 75,000.00	\$ 75,000.00
Capital Reserve Funding					
	Replacement	Life	Year	Make - Miles - Hours	
TRUCKS	Cost	Expectancy			
Engine 1	\$ 700,000.00	2050	2020	E-One - 14,404 - 868	
Engine 3	\$ 900,000.00	2036	2006/2024	E-One - 39,399 - 2931	
Ladder 1	\$ 1,500,000.00	2030	1997/2022	E-One - 25,264 - 2709.5	
Utility 1	\$ 100,000.00	2034	2019	Ford F350 - 22,762	
Pickup Truck	TBD	TBD	2008	Chevrolet - 214,547	
Rescue Boat with	\$ 7,000.00	25 Years	2025	13' PVC Inflatable Boat & 20 hsp Tohatsu Motor	
Motor & Trailer				Tidewater Galvanized Trailer	
Drone	\$ 7,000.00	TBD	2023	Mavic 3T	
Air Packs	\$ 150,000.00	15 Years	2007	Scott	
Parking Lot Paving - 2	\$ 80,000.00	20 Years	2024 #1/2016 #2		
Total	\$ 3,444,000.00				
Reserve Balance	\$ 256,767.44				
Reserve - Cost Recovery	\$ 8,503.00				

PAVING CAPITAL RESERVE					
2025 - 2026					
5 Year Budget Comparison					
	21 - 22	22 - 23	23 - 24	24 - 25	25 - 26
Paving Capital Reserve	\$ 325,000.00	\$ 325,000.00	\$ 325,000.00	\$ 325,000.00	\$ 325,000.00
Reserve Balance	\$ 177,658.49				

POLICE DEPARTMENT					
2025 - 2026					
5 Year Budget Comparison					
	21 -22	22 - 23	23 - 24	24 - 25	25 - 26
Capital Reserve	\$ 40,200.00	\$ 40,200.00	\$ 40,200.00	\$ 40,200.00	\$ 48,200.00
Capital Reserve Funding					
	Replacement	Life	Year	Make-Model-Year-Miles	
Equipment	Cost	Expectancy	Purchased		
Cruiser #1	\$ 62,000.00	5 Years	2024	Ford-Interceptor-2023-13,399	
Cruiser #2	\$ 62,000.00	2 Years	2022	Ford-Interceptor-2022-103,004	
Cruiser #3	\$ 62,000.00	1 Year	2019	Ford-Interceptor-2019-118,399	
Backup Cruiser			2020	Ford-Taurus Sedan-2015-131,442	
SRO Cruiser			2021	Ford-Interceptor-2021-71,927	
Computers (6@ \$1,000)	\$ 6,000.00	5 Years	Ongoing	N/A	
Total	\$ 192,000.00				
Reserve Balance	\$ 33,445.00				
Training Balance	\$ 50,318.00				
SRO Reserve Balance	\$ 11,920.00				

SEWER DEPARTMENT					
2025 - 2026					
5 Year Budget Comparison					
	21 - 22	22 - 23*	23 - 24*	24 - 25*	25 - 26*
Capital Reserve	\$ -	\$ -	\$ -	\$ -	\$ -
Capital Reserve Funding					
	Replacement	Replacement	Year	Make - Miles - Hours	
ITEM	Cost	Year			
Gravity Sewer Mains	\$ 10,000.00	Yearly	Ongoing	Problem Lines Replaced as Needed	
Pump Stations #1-4	\$ 125,000.00	2045-2046	2021	N/A	
Pump Station #5	\$ 30,000.00	2034 - 2035	2019	N/A	
NJ Pump Station #6	\$ 100,000.00	2045 - 2046	2020	N/A	
Pump Station Generators-4	\$ 200,000.00	2050 - 2051	2019	N/A	
Pump Station #6 Generator	\$ 50,000.00	2028 - 2029	1998	N/A	
Rt 4 Meter Station	\$ 30,000.00	2032 - 2033	2012	Route 4 Flow Meter Station	
Rt 133 Meter Station	\$ 30,000.00	2035 - 2036	2015	Route 133 Flow Meter Station	
Sewer Jet	\$ 75,000.00	2026 - 2027	1992	N/A	
Sewer Truck	\$ 50,000.00	2027 - 2028	2012	GMC - 60,000 Miles	
Sewer Truck Utility Body	\$ 25,000.00	2027 - 2028	2012	N/A	
Sewer SUV	\$ 25,000.00	2028 - 2029	2014	Ford Explorer - 162,000 Miles	
Sludge Tanker	\$ 70,000.00	2026 - 2027	2002	N/A	
Total	\$ 820,000.00	Reserve Balance		\$ 445,991.00	
Other Infrastructure Currently Unfunded by Capital Reserve					
	\$				
LF WWTF (Jay's Share)	2,450,000.00				

PUBLIC WORKS					
2025 - 2026					
5 Year Budget Comparison					
	21 - 22	22 - 23	23 - 24	24 - 25	25 - 26
Equipment Capital Reserve	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00
Building Capital Reserve	\$ -	\$ -	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00
Contracted Reserve	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00
<b>TOTAL BUDGET</b>	<b>\$ 110,000.00</b>	<b>\$ 110,000.00</b>	<b>\$ 130,000.00</b>	<b>\$ 130,000.00</b>	<b>\$ 130,000.00</b>
Capital Reserve Funding					
	Replacement	Life	Year	Make - Miles - Hours	
EQUIPMENT	Cost	Expectancy			
F-600 w/plow	\$ 140,000.00	10 Years	2022	Ford - 21,128 - 1392	
Dump Truck w/plow	\$ 250,000.00	13 Years	2023	Western Star - 19,450 - 1,208	
Dump Truck w/plow	\$ 250,000.00	13 Years	2020	Western Star - 57,706 - 3,603	
F-550 w/plow & sander	\$ 115,000.00	9 Years	2015	Ford - 59,300 - 5,361	
CV 515	\$ 220,000.00	10 Years	2024	International - 3,018 - 122	
F-250 w/plow	\$ 50,000.00	10 Years	2019	Ford - 57,877 - 3,378	
Dump Truck w/plow	\$ 250,000.00	13 Years	2014	Western Star - 112,559 - 7,442	
Dump Truck w/plow	\$ 250,000.00	13 Years	2021	Western Star - 44,066 - 2,682	
F-600 w/plow & sander	\$ 145,000.00	9 Years	2021	Ford - 20,982 - 1,758	
Road Tractor	\$ 150,000.00	20 Years	2013	Mack - 121,951 - 5,514	
F-600 w/plow & sander	\$ 150,000.00	10 Years	2024	Ford - 40 - 3	
F-350 w/plow & sander	\$ 75,000.00	10 Years	2019	Ford - 46,734 - 1,113	
F-250 w/plow	\$ 50,000.00	10 Years	2013	Ford - 85,881 - 5,933	
<b>Total</b>	<b>\$ 2,095,000.00</b>				
Other Equipment Currently Unfunded by Capital Reserve					
	Replacement	Life	Year	Make - Hours	
EQUIPMENT	Cost	Expectancy			
Loader w/plow	\$ 175,000.00	N/A	2006	John Deere - 5,476	
Loader	\$ 140,000.00	N/A	2010	John Deere - 6,826	



Excavator	\$ 150,000.00	N/A	2012	JCB - 3,440	
Dozer	\$ 80,000.00	N/A	1988	John Deere - 5,202	
Grader	\$ 200,000.00	N/A	1997	Galion - 5,855	
Backhoe	\$ 125,000.00	N/A	2019	Case - 942	
Utility Machine	\$ 150,000.00	N/A	2008	Trackless - 3,193	
Sweeper	\$ 175,000.00	N/A	1994	Johnston - 3,143	
Skid Steer	\$ 40,000.00	N/A	2012	Thomas - 3,092	
Skid Steer	\$ 40,000.00	N/A	2006	Gehl - 1,443	
Mower	\$ 10,000.00	N/A	1973	John Deere	
Zero Turn Mower	\$ 7,000.00	N/A	2020	Kabota - 444	
Zero Turn Mower	\$ 7,000.00	N/A	2023	Kabota - 198	
Chipper	\$ 34,000.00	N/A	1996	Morbark - 1,344	
Hay Chopper/Mulcher	\$ 6,000.00	N/A	2000	Agromatic - NA	
Washer/Thawer	\$ 11,000.00	N/A	1996	Alkota	
Trailer - 20T	\$ 16,000.00	N/A	1990	Interstate - NA	
Trailer - 5T	\$ 5,700.00	N/A	2005	Superline - NA	
Trailer - NA	\$ 1,500.00	N/A	2000	Home Made - NA	
Trailer - Paint	\$ 1,500.00	N/A	NA	Home Made - NA	
Trailer - Cemetery	\$ 1,500.00	N/A	1993	Karavan TP	
Rock Rake	\$ 7,000.00	N/A	NA	York - NA	
SW Compactor	\$ 100,000.00	N/A	1991	NA	
SS Compactor	\$ 30,000.00	N/A	2011	NA	
Trailer - SW Ejection	\$ 75,000.00	N/A	2023	Steco	
Trailer - SW Ejection	\$ 75,000.00	N/A	2008	Steco	
Trailer - SW Ejection	\$ 75,000.00	N/A	2021	Steco	
Trailer - Roll Off Hauler	\$ 60,000.00	N/A	2000	BenLee	
Roll Offs	\$ 28,000.00	N/A	Various - 10	Various	
Other Equipment Currently Unfunded by Capital Reserve - cont'd					
Other Misc. Items:	Riding Mowers	Leaf Blowers	Generator	Compactors	Fuel Depot
	Push Mowers	Jacks	Power Tools	Welders	Plows
	Pole Saws	Jack Stands	Air Tools	Torches	Wings
	Chain Saws	Auto Lift	Hand Tools	Street Stripper	Sanders

					Etc.
<b>Equipment Reserve Balance</b>	\$ 163,755.10				
<b>Building Reserve Balance</b>	\$ 75,909.73				
<b>Contract Reserve Balance</b>	\$ 65,374.69				

<b>DEBT SERVICE</b>					
<b>2025 - 2026</b>					
<b>5 Year Budget Comparison</b>					
	<b>21 - 22</b>	<b>22 - 23</b>	<b>23 - 24</b>	<b>24 - 25</b>	<b>25 - 26</b>
<b>Route 4 Project - Phase 2</b>	\$ 113,885.00	\$ 112,803.00	\$ 111,724.00	\$ 110,644.00	\$ 109,565.00
<b>North Jay Pump Station</b>	\$ 90,000.00	\$ 94,986.00	\$ 94,184.00	\$ 93,383.00	\$ 92,581.00
<b>LFWWTF Upgrade-RD05</b>	\$ -	\$ -	\$ 93,322.00	\$ 93,322.00	\$ 93,322.00
<b>LFWWTF Upgrade-SRF04</b>	\$ -	\$ -	\$ 2,725.00	\$ 8,844.00	\$ 8,844.00
<b>LFWWTF Upgrade-SRF06</b>	\$ -	\$ -	\$ -	\$ -	\$ 22,154.00
<b>TOTAL BUDGET</b>	\$ 203,885.00	\$ 207,789.00	\$ 301,955.00	\$ 306,193.00	\$ 326,466.00

# EXISTING LAND USE

## FINDINGS & CONCLUSIONS

- Over the last 30 years, new commercial development has been drawn to the Route 4 corridor due to land availability, off-street parking and traffic volumes.
- Residential development in the rural portions of town has changed the character in Jay over time. Contiguous farmland and prime farmland soils should be protected to reduce disruption to habitat blocks and connectors.
- The population in Jay is not expected to grow over the next 10 years, which indicates that there will not be increased demand for housing.

## INTRODUCTION

A major element of a comprehensive plan is the analysis of the use of land and existing development patterns. Through the analysis of land use patterns, insights into community functions, past and current priorities, and future directions are possible. Current land use patterns and expected future development trends are cornerstones in the development of recommendations and actions that will shape future land use characteristics.

Jay has a land area of 48 square miles or 30,720 acres. Of this total, approximately 500 acres is comprised of surface water including Parker Pond, the Androscoggin River, and Seven Mile Stream. As with most Maine communities, the majority of land in Jay is forested at various stages of maturity. The remaining areas in Jay are used for a range of public land, residential, commercial, agricultural, and industrial uses, as seen in the map of Existing Land Use in Jay below.

## CONDITIONS & TRENDS

### PUBLIC LAND USE

Public land use for recreation in Jay include the Jay Recreation Area, French Falls, the Whistlestop Trail, and Spruce Mountain Ski Slope. The Whistlestop Trail spans 15.8 from Bridge Street in Livermore Falls to Oakes Street in Farmington, running through the entirety of the Town of Jay. Other land uses in Jay that are considered public are Spruce Mountain Elementary School, Spruce Mountain Middle School, Jay-Niles Library, Jay Town Office and Police Station, Jay Village and North Jay Fire Stations, the Jay Transfer Station, and the Jay Highway garage. Increased interest in recreational opportunities in Jay could call for additional land to provide this resource to residents over the next 10 years.

## **COMMERCIAL LAND USE**

Historically, commercial and service land use activities were established within or adjacent to a community's major business and residential areas. This historic commercial land use pattern is evident in Chisholm where small retail and service businesses are located along Main Street. A majority of these businesses are served by on street parking. Existing development patterns and natural constraints have limited the potential for additional commercial development in Chisholm. The North Jay Village also exhibits traditional commercial development, though at a smaller scale than Chisholm. Home occupations are found throughout the Town.

Over the last 30 years, new commercial development has been drawn to the Route 4 corridor. Travel corridors like that of Route 4 attract customer traffic due to visibility, accessibility, and availability of infrastructure. The development of the Jay Shopping Center near the intersection of Routes 4 and 140 in the early 1980s has drawn additional commercial development to the Jay. Vacant store spaces in the Jay Shopping Center provide opportunity for additional commercial uses. The majority of these businesses are accessed by Route 4. A second area of commercial growth has occurred from the North Jay Village to the Jay/Wilton town line adjacent to Route 4. Other commercial uses are found adjacent to Route 133 and Route 17.

Over the past 20 years there has not been a major change in the amount of land used commercially. There have been changes in land use from one type of commercial use to another, and small parcels have been developed. Because of the commercial development in Farmington, Lewiston, and Auburn it is not expected that there will be a demand for large commercial sites, such as big box stores, in Jay over the next 10 years.

## **INDUSTRIAL LAND USE**

Jay contains the greatest amount of land associated with industrial uses in Franklin County. The largest industrial area is the Androscoggin Mill, which includes the mill and the Riley power station. The new mill that is proposed on the site of the old Androscoggin Mill will cover 14.2 acres, or about 617,000 square feet. In addition to the Androscoggin Mill, there is the site of the former Otis Mill, the Jay power station, and the Jay Sewage Treatment Plant. There is not expected to be a significant demand for land for industrial use over the next 10 years, as infill development locations are available.

## **MIXED LAND USE**

In Jay, the area adjacent to Main Street, from Dubord Street to Hyde Road, contains a mixture of residential, commercial and public uses. Infill development could create additional mixed land uses in Jay over the next 10 years.

## **RESIDENTIAL**

In Jay, residential land use patterns were established to provide housing for workers at the pulp and paper mills. The construction of the International Paper Androscoggin Mill in the 1960's resulted in a population increase of almost 2,000 people. This required new residential development patterns to be formed in order to meet the increased demand for housing to accommodate mill workers. Several new subdivisions were created during that time with interconnecting streets. Lot sizes ranged from 10,000 to 40,000 square feet in these areas. Much of the new residential land use was centered in Jay Village, including the area of Hyde Road, Oak Street, Belmont Drive, Riverview Road, and Pineau Road. In North Jay, Look Brook, Hidden Circle, Pleasant Drive, Rolling Ridge, and Greenridge Way were subdivided. This is also evident in Chisholm, where single and multi-family dwelling units can be observed at a density of five to six units per acre. The availability of public water and sewer in Chisholm allows for such density in residential development.

Chisholm is adjacent to the Livermore Falls compact residential area. Together, they form a residential area of approximately 225 acres. A second much smaller compact residential area is found in North Jay. This area is approximately 25 acres and is served by public water and sewer, which allows for individual lot sizes of less than 20,000 square feet.

Scattered rural residential development adjacent to existing town roads has accounted for much of the recent residential development. This development pattern is evident adjacent to Davenport Hill Road, Old Jay Road, Warren Hill Road, Hyde Road, Macomber Hill Road and East Jay Road.

While local standards set a minimum lot size of 20,000 square feet (as required by the State Plumbing Code for subsurface wastewater disposal systems), in areas not served by public sewer, the majority of the scattered residential lots exceed 20,000 square feet. This type of development has altered certain contiguous rural areas of Jay.

Lots proposed through a subdivision that is not served by public sewer require a minimum of 40,000 square feet in Jay. There have been no new residential subdivision applications approved in Jay over the last 10 years.

## **AGRICULTURAL LAND USE**

There are approximately 3,000 acres of land devoted to agricultural land use in Jay. These areas are primarily used as cropland, hay land and pastures. Over the past 20 years, agricultural land use has decreased due to decline in the dairy industry, fields left idle reverting to forest land, and the conversion of farmland to residential uses. While there are fields found throughout Town, significant locations of agricultural land use exist in the Morse Hill Road, Clay Brook Road, Chesterville Road, Farrington Road, Warren Hill Road, and Franklin Road.

## **FOREST LAND USE**

Forested land occupies the majority of the land in Jay. Approximately 70%, or 23,000 acres, of land in Jay is forested. Most sites are well stocked with trees that can be used for commercial timber harvests. Forests are generally characterized by a mixture of hardwood species on well drained

sites and softwood on more poorly drained sites. Large unbroken areas of forestland are found north of the Androscoggin River, west of Route 4, and south of Route 17. A second forested area is located along the eastern border of the town abutting Chesterville.

Forests in Jay support wood product industries, protect water quality, provide recreational opportunities, and aid in maintaining rural character. The most significant threats to commercial forest land are the lack of markets and the creation of lots that are subsize for commercial forestry practices.

## **LAND USE TRENDS**

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

In September 2024, the Planning Board met with members of the New England Clean Energy Connect project. The Board issued a permit for this project in 2021 and granted an extension in 2023. These permits were set to expire in November 2024. The applicant requested a new Shoreland Zoning Permit to construct the previously approved transmission line from the Canadian border to the New England grid, which was issued by the Planning Board. At the same meeting, the Board also approved a correction to a Shoreland Zoning Permit issued in 2023, due to mismarked lots on the recorded plan.

The final Planning Board meeting of 2024 concerned a Shoreland Zoning Permit for Godfrey Forest Arizona LLC to redevelop part of the old Pixelle Mill on Riley Road into an Oriented Strand Board (OSB) plant. The Planning Board approved the project which will develop 14.2 acres of the current site of which 380 square feet will be in the Shoreland Zone. There have been no new subdivision applications approved in Jay over the past 10 years, solely amendments to existing and approved subdivisions.

Over the next 10 years, it is expected that single-family residential development will continue along town roads in rural areas, and within the areas of North Jay, Jay Village, and Chisholm. Commercial business uses will seek suitable locations adjacent to major travel corridors in North Jay, Jay Village, and Chisholm. The redevelopment efforts at the former Androscoggin Mill site suggest a shift towards additional industrial uses and the potential for job creation.

## **LAND USE REGULATION**

There is a strong sense from Jay's residents that strict regulation of land use dissuades business operation and limits opportunities for residents to use their land. In 2011, the State of Maine adopted a Uniform Building and Energy Code (MUBEC), which was required to be enforced by

municipalities with a population of 4,000 or greater. All buildings in Jay were required to be constructed in compliance with MUBEC as of July 1, 2012.

In 2012, the Town voted not to require building permits and Town inspections. Therefore, compliance inspections are NOT conducted by the Town. **It is the property owner's responsibility to contract with a licensed Third-Party Inspector to conduct all inspections required under the Code.** Before a Certificate of Occupancy may be issued for any new building, addition, renovation, etc. an inspection report prepared by a State certified Third Party Inspector must be submitted to the Town verifying compliance with MUBEC. A Certificate of Occupancy will only be issued if such a report is submitted.

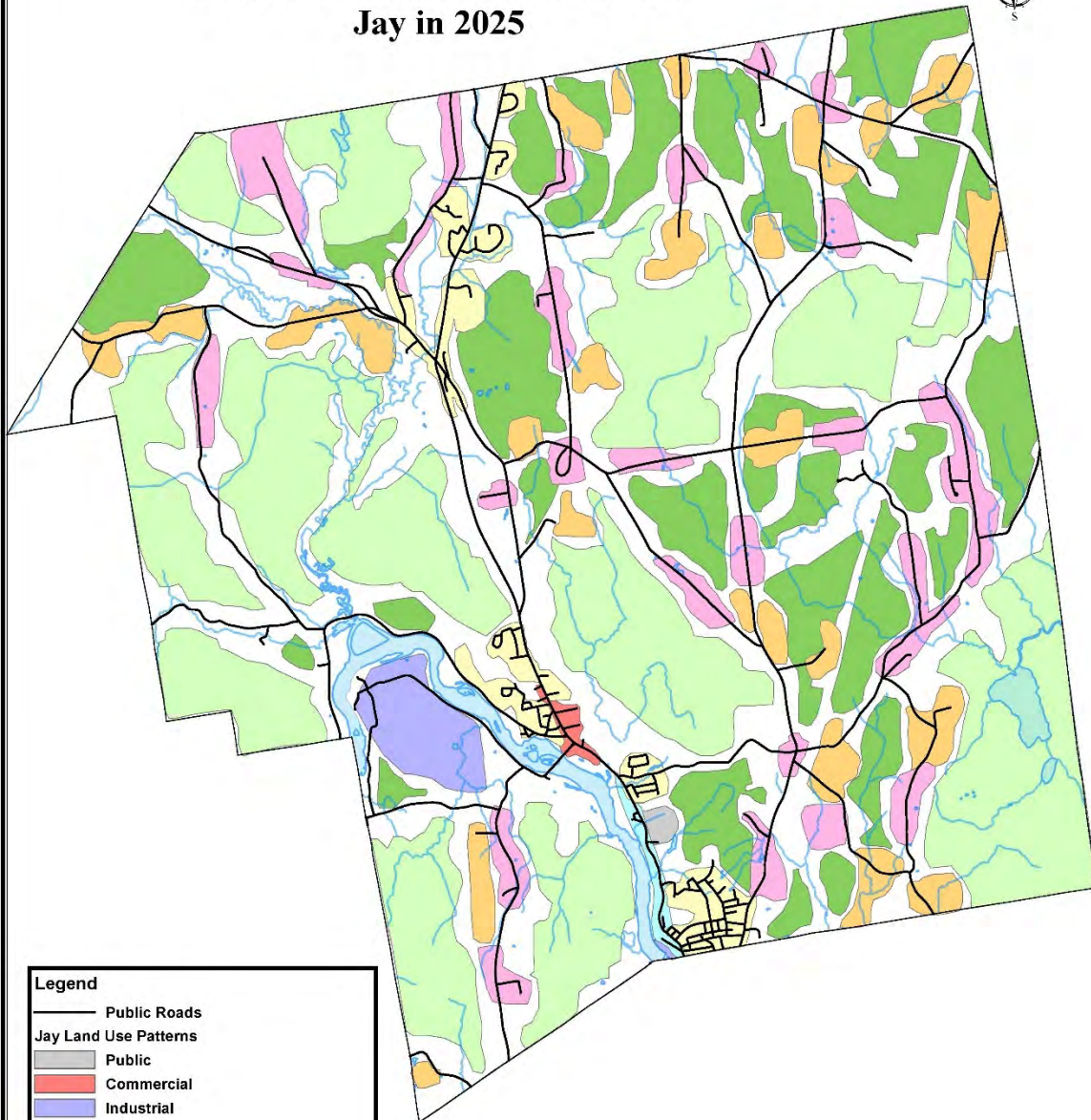
Jay enforces minimal land use standards aside from State required measures for environmental protection, and the required enforcement of the Maine Uniform Building and Energy Code. Jay's land use regulations are contained within the Environmental Control & Improvement Ordinance, which is enforced by the Planning Board and the Code Enforcement Officer.

Standards within the Environmental Control & Improvement Ordinance were amended and enacted in 2024 to reflect the increases in density permitted through LD2003. Due to the lax land use standards in Jay, many of the pieces contained within the legislation were already permitted in Jay. As a result, town staff carefully reviewed the language to ensure proposed revisions did not make existing standards stricter within the newly created Townwide Residential Land Use Standards.

Jay also enforces a Shoreland Zoning Ordinance, Floodplain Management Ordinance, Subdivision Standards, and a Town Way/Street Construction Ordinance. Jay does not have town wide zoning or a site plan review ordinance that requires Planning Board review for commercial developments. Because there is no townwide zoning, manufactured homes, mobile homes, and mobile home parks are allowed anywhere in town, provided they meet the standards required for a subdivision. There is no townwide record of building permits, which makes tracking development difficult.

There are no minimum dimensional requirements for lots served by public water and sewer. For lots that will utilize subsurface wastewater disposal systems, the minimum lot size is 20,000 square feet, as required by the State Plumbing Code. Lots in subdivisions must have a minimum of 40,000 square feet and a minimum of 150 feet of street frontage. For multi-family subdivisions, the minimum lot size is 20,000 square feet per dwelling unit. The town has an appointed Planning Board and full-time Code Enforcement Officer. Jay's Code Enforcement Officer is fully certified under state law relating to certification of code enforcement officers.

# Predominant Land Use Patterns Jay in 2025



Legend	
	Public Roads
Jay Land Use Patterns	
	Public
	Commercial
	Industrial
	Mixed Use
	Compact Residential
	Rural Residential
	Non-Classified/Scattered Residential
	Agriculture/Fields
	Forest Areas > 500 Acres
	Forest Areas < 500 Acres

0 2,000 4,000 8,000 12,000 16,000 Feet



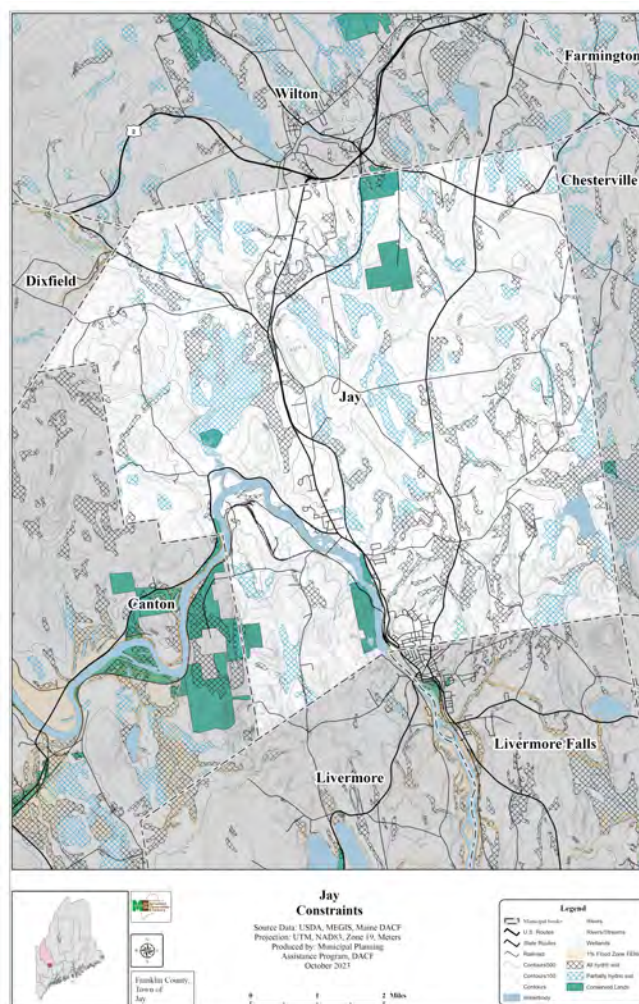


## LAND NEEDED FOR FUTURE GROWTH

To estimate land needed for future growth considerations must be given to anticipated population growth, the nature of potential types of economic development, and natural land constraints to development. Additional details on how these characteristics influence future land use are presented through the Population & Demographics, Housing, Water Resources, and Natural Resources sections of this Plan.

Major natural land constraints to develop in Jay include the critical natural resources that are present such as waterbodies, wetlands, hydric soils, floodplains, and steep slopes. Development constraints in Jay can be seen on the map of Jay's Constraints below. Although these constraints exist, there is a sufficient amount of land outside of these natural constraints to accommodate additional growth.

A rather consistent, subtly declining population size is anticipated in Jay over the next 10 years. Population projections provided by the Maine State Economist estimate a population size of 4,629 in 2032 and 4,478 in 2037 in Jay compared to a total population of 4,620 in 2024. This suggests that there will not be a significant demand for additional residential development in Jay over the next 10 years. Overall, it appears that there is a sufficient amount of land available in Jay for residential and commercial development over the next 10 years. Infill development of existing commercial and industrial sites within designated growth areas in Chisholm and North Jay will be prioritized and promoted through the goals, policies and strategies set forth in this Plan.



# FUTURE LAND USE PLAN FOR JAY

## INTRODUCTION

A major purpose of the Comprehensive Plan is to establish a guide for ongoing development of the community. The Future Land Use Plan and Map establish the foundation for land use decisions and defines areas most suitable for development. It is important that the Future Land Use Plan sets forth a realistic development guide so that the community can prosper and at the same time maintain valued characteristics.

The purpose of the Future Land Use Plan and Map is to identify the future land use characteristics of Jay. The narrative of the Future Land Use Plan identifies the characteristics and purposes of various land uses. The location of land use areas and use characteristics has been based upon the following:

1. The desire to provide suitable locations for commercial, industrial, residential, and recreational development.
2. The desire to utilize the town's infrastructure to encourage new development and redevelopment of industrial, commercial and recreational land uses.
3. The desire to maintain, upgrade and expand where appropriate the four village areas (Chisholm, Jay Village, Beans Corner and North Jay).
4. The desire to create and maintain or improve attractive gateways that welcome people to Jay.
5. The desire to maintain or improve the values of residential and recreational areas.
6. The desire to manage development so that Jay's valued characteristics of farmland, natural resources, and open space are maintained.
7. The desire that the type and density of development be compatible with the natural and environmental constraints of the land.
8. The desire to maintain or improve important wildlife areas and travel corridors.
9. The desire to maintain or improve Jay's historic heritage and significant scenic values.
10. The desire to retain and increase affordable housing opportunities for Jay residents.
11. The desire to maintain and improve the high quality of Jay's natural resources and those it shares.
12. The desire to maintain flexible land use regulations that protect the character of Jay while encouraging the efficient use of land by independent landowners.

The Future Land Use Map shows land use areas in Jay. It is the purpose of the Future Land Use Map to indicate the general locations of desired future development, **not to propose zoning or**

**increased regulation.** Some critical resource areas are not identified on the map for clarity purposes but will be conserved according to the recommendations contained within this Plan.

The Future Land Use Map was developed based on the input received at the Public Engagement Session held on February 25, 2025, the analyses, policies, and strategies contained within this Plan, current land uses patterns, desired future land use patterns, and the Vision of this Plan. It was developed without consideration of individual property lines or ownership and should be viewed as a visualization of how this Plan recommends the Town develop over the next 10 years. The Future Land Use Plan and Map will require revisions to reflect evolving land use patterns and the changing needs and desires of the residents of Jay.

Land use development in Jay evolved around the paper mill industry. The paper mills in Jay created employment opportunities, which attracted new residents to move to Jay. The Town of Jay has historically established land use patterns in several areas. This includes the mixed used village areas along Route 4 containing commercial and residential development in Chisholm, Jay Village, North Jay, and Beans Corner, the industrial areas on Mill Street and Riley Road, which contained the former mill sites and hydroelectric power stations, the rural areas along Lomie Rivers Road and Crash Road containing forest, natural constraints, farmland, and open space, and the rural residential areas along East Jay Road, Davenport Hill Road, Old Jay Hill Road, and Keep Road containing single-family residential development.

Growth Areas, Rural Areas, and Critical Natural Resource Areas have been designated through analysis of land characteristics, historic existing development patterns, and availability of land and infrastructure.

## IMPLEMENTATION

The Future Land Use Plan and Future Land Use Map will be implemented through continued enforcement, and when necessary, amendments to existing ordinance language. Jay will investigate ways in which affordable housing can be increased and promoted, and steer new development towards designated growth areas in efforts to further protect critical natural and rural areas. The need for additional land use standards that further the sentiments of this Plan will also be considered. Jay currently enforces land use regulations that enable development as there are no minimum lot size requirements aside from those required by the State, or to accommodate water and sewer infrastructure. New land use related ordinances will only contain necessary standards that are not already in current ordinances in respect to minimum lot sizes. **Zoning will not be proposed in Jay through the implementation of the Future Land Use Plan and Future Land Use Map, unless public opinion changes.**

The Future Land Use Plan will provide basic directions for new ordinance language or amendments to existing ordinances in relation to the purposes of the various land use areas. The Future Land Use Map will also serve as a basis for any future land use regulation and the creation of any future land management maps. The Future Land Use Plan and Map will be provided to the Planning Board

to use in review of development applications to protect significant natural resources while accommodating for growth in designated growth areas. This supports Jay's Vision of approaching future land use through Smart Growth. Smart growth is an approach of development and conservation strategies that can help protect health and the natural environment and make communities more attractive, economically stronger and resilient to climate change.

During the development of new ordinances, and amendments to existing ordinances, the public will be given ample opportunity to provide input through public meetings and public hearings. Revisions to ordinances start with a request to the Select Board, who then assembles an Ordinance Development Committee to oversee creation and updates to the language. Any revisions to land use ordinances must be voted upon by residents at a Town Meeting.

## **CONDITIONS & TRENDS**

### **SIGNIFICANT RESOURCE AREAS**

Significant resource areas are the most vulnerable to the impacts of development in Jay. These areas warrant special consideration in review of land use activities due to their vulnerability to degradation as the result of various land use activities. Land use activities within these areas require stricter regulations than in other areas. These areas that include critical resource areas as defined in the Comprehensive Plan Review Criteria Rule, will provide undeveloped large tracts, scenic views and wildlife habitats.

*Significant resource areas include the following:*

#### **SHORELAND AREAS**

The purpose of designating shoreland areas is to protect the resource values and water quality of ponds, rivers, streams and freshwater wetlands while permitting residential and recreational uses that are compatible with these resources. There is an exception for areas in the village to allow for increased density and for areas with existing commercial and industrial development. These areas can be zoned as General Development to allow existing intensive uses to continue.

Other than those areas in the villages and areas with commercial and industrial development, land use activities require strict oversight to protect water quality and other values of these resources. Year-round and seasonal residential development must comply with the standards of the Mandatory Shoreland Zoning Act. Timber harvesting and land clearing for allowed development are regulated by the State according to the standards in the Shoreland Zoning Ordinance.

The shoreland zoning ordinance regulates development in areas with slopes greater than 20% through the Resource Protection District. Development of a single-family in the Resource

Protection District requires review by the Planning Board to determine if the dwelling is setback from the resource to the greatest practical extent.

## **STEEP SLOPES**

Development, including new roads that serve structures, should avoid areas of two or more contiguous acres when sustained slopes are 20 percent or greater. Areas containing slopes greater than 20% are solely regulated through the Shoreland Zoning Ordinance. Regulation of steep slopes outside of the shoreland zone should be assessed to control erosion resulting from construction within these areas. Stormwater management and erosion and sedimentation controls are required through the Subdivision Ordinance but should also be assessed in development of commercial sites, industrial sites, and the construction of single-family dwellings.

## **FLOODPLAINS**

The undeveloped land area within 250 feet, horizontal distance, of the normal high-water mark of the Androscoggin River and Seven Mile Stream, are also in the 100-year floodplain. These areas will continue to be in the Resource Protection District as required through shoreland zoning standards, which prohibits most structural development. These areas and the land area in all other 100-year floodplains will be regulated as required by the Town of Jay Floodplain Management Ordinance and Jay's Shoreland Zoning Ordinance.

## **WETLANDS**

Open freshwater wetlands of 10 acres or more, which are mapped through the National Wetlands Inventory, are required to be included in the Resource Protection District under shoreland zoning. Other wetlands will be conserved to maintain their resource values and functions through standards contained in Shoreland Zoning Ordinance and Subdivision Ordinance.

## **LAKE & POND WATERSHEDS**

A watershed is the land area which drains to a pond or lake. Because of this, uses within a watershed directly affect the water quality of the pond or lake in which they drain.

Development activities within a pond's watershed, including road building, structural development, and timber harvesting can have a significant impact on water quality.

All of Parker Pond's 4,800-acre watershed is in Jay. Ordinance standards include provisions to ensure that new development and other land use activities minimize negative effects on water quality through Shoreland Zoning requirements. These standards include erosion and sediment control measures, phosphorus export limitations, and other recognized techniques to protect water quality. Timber harvesting is regulated by the State. Landowners should be

encouraged to employ best management practices for stormwater runoff and erosion control in these areas to mitigate the impacts of non-point sources of pollution.

## **SIGNIFICANT GROUNDWATER SUPPLY AREAS**

Sand and gravel aquifers and significant groundwater supply areas require new development or redevelopment to take safeguards to minimize potential degradation or contamination to drinking water. The Shoreland Zoning Ordinance and the Floodplain Management Ordinance require performance standards to minimize detriment of groundwater supply and sand and gravel aquifers.

## **WILDLIFE HABITAT**

Wildlife, both games and non-game, are valued by both residents and visitors to Jay. Suitable habitats are critical to their health and survival. Deer wintering areas, waterfowl habitat, riparian areas, large blocks of undeveloped land, and wildlife crossings are critical habitats. Many of these areas are conserved through shoreland zoning standards, subdivision, and floodplain management ordinance standards that conserve their resource values.

## **PARKER POND WATERSHED**

Parker Pond is the secondary source of water for Livermore Falls, Chisholm and Jay Village. All of Parker Pond's 4,800-acre watershed is in Jay. Activities within the watershed, including road construction, structural development, and an increase in impervious surfaces, can have a significant impact on water quality.

Ordinance standards should include provisions to ensure that new development and other land use activities are undertaken to minimize negative effects on water quality. These standards should include erosion and sediment control measures, phosphorus export limitations and other recognized techniques to protect water quality.

*FOR THE PURPOSES OF THE GROWTH MANAGEMENT LAW, THE SIGNIFICANT RESOURCE AREAS LISTED ABOVE ARE CRITICAL RESOURCE AREAS.*

## **INDUSTRIAL AREAS**

The former Androscoggin Mill began operations in 1965 as an integrated pulp and paper mill located adjacent to the Androscoggin River. Industrial areas in Jay are located where the former Otis Mill and the former Androscoggin Mill existed. In addition to paper making and associated uses, these areas could include business parks and/or commercial uses. Similar new development, industrial uses, and manufacturing uses are appropriate in these areas provided that safeguards are maintained to minimize degradation to the Androscoggin River and other environmental resources.

The pulp and paper making operation at the former Androscoggin Mill was shut down in March 2023 after an explosion in 2020. The property was most recently purchased by JGT2, who plan to restart the cogeneration facility. The site has an on-site wastewater treatment plant, with two primary clarifiers, aeration lagoons and two secondary clarifiers. Licensed wastewater discharges originating at the Jay Mill when operating resulted primarily from the pulp and paper making process. Since the shutdown of the pulp and paper making operations the treatment plant continues to be used to treat leachate from the on-site landfills, stormwater runoff, and sanitary wastewater. The Property includes one active, operational landfill permitted for up to 25.6 acres, 21.3 acres of which are located over the one inactive landfill that has been partially closed and two closed landfills. JGT2 plans to use the active landfill for disposal of materials generated during the redevelopment of the Property, as approved by the Department of Environmental Protection.

Any land use standards must encourage the redevelopment and reuse of the former mills by allowing a wide variety of uses. This includes manufacturing, commercial, service, residential, and recreational uses.

FOR THE PURPOSES OF THE GROWTH MANAGEMENT LAW, INDUSTRIAL AREAS ARE GROWTH AREAS.

## **MIXED USE VILLAGE AREAS**

These areas include the four traditional village areas, Chisholm, Jay Village, Beans Corner, and North Jay. It is a major focus of the comprehensive plan to maintain and improve the vitality of these villages and ensure their viability in the future. A mixture of land use and development activities currently exist, including commercial, business, services, residential, and public and semi-public. A mixture of land uses should be encouraged in these areas, as well as infill development.

Development regulations need to be flexible to provide for a continuation of traditional village character. Much of this area is served by public water and/or public sewer. For lots that are serviced by town sewer, there is no minimum lot size, unless located in a subdivision. If not serviced by town sewer, the minimum lot size is 20,000 square feet as mandated by Maine's Subsurface Wastewater Disposal Rules.

If located in a subdivision and serviced by town sewer, the minimum lot size is 15,000 square feet per dwelling unit, except for any Multiple Unit Housing, for which the minimum lot size is 7,500 square feet per dwelling unit. The minimum road frontage is 100 feet per lot. Lot size requirements for areas not served by public sewer are set at 40,000 square feet per dwelling unit, except for any Multiple Unit Housing, for which the minimum lot size is 20,000 square feet per dwelling unit. Where soil conditions require a larger lot size to accommodate a subsurface wastewater disposal system, and on-site water supply, lot size will be increased accordingly, as required by Maine's Subsurface Wastewater Disposal Rules.

Each lot in any Mobile Home Park subdivision must comply with the provisions of Title 30-A M.R.S.A. Section 4358, sub. 3, and the dimensional requirements below:

1. The size of any lot in a mobile home park served by a public sewer system must be a minimum of 6,500 square feet.
2. The size of any lot in a mobile home park served by an on-site subsurface wastewater disposal system must be a minimum of 20,000 square feet.
3. The size of any lot in a mobile home park served by a central on-site subsurface wastewater disposal system, as approved by the Department of Health and Human Services, must be a minimum of 12,000 square feet. The overall density of a mobile home park served by a central on-site subsurface wastewater disposal system must not be more than one home for every 20,000 square feet, in conformance with Maine's Subsurface Wastewater Disposal Rules.

As per LD 337, manufactured housing is allowed anywhere in which single-family dwellings are permitted in Jay. Due to the fact that there are no zoning provisions aside from shoreland zoning in Jay, accessory dwellings, multi-unit dwellings, mobiles homes, manufactured homes, and single-family dwellings are permitted anywhere in Jay, contingent upon shoreland zoning requirements.

The front yard setback is set at 25 feet from the centerline of the road. There is no side yard setback, unless deed restrictions require otherwise. In subdivision review, setbacks will be mandated in efforts to provide for a safe separation from roads, and to allow for vegetative surfaces to mitigate stormwater runoff.

Development standards in ordinances will continue to be flexible to provide for continuation and expansion of traditional village activities. The Planning Board shall incentivize infill development in village areas through assessment of existing sites. Such standards will consider environmental impacts, traffic and access, noise, odor, lighting, parking, landscaping and signage. Access by pedestrians will be promoted by land use standards where appropriate.

FOR THE PURPOSES OF THE GROWTH MANAGEMENT LAW, MIXED USE VILLAGE AREAS ARE GROWTH AREAS.

## **RURAL RESIDENTIAL AREAS**

The purpose of this area is to provide for primarily residential areas of medium density adjacent to town-maintained or developer constructed roads while minimizing local service costs. The primary land uses are residential development including single, multi-family and mobile home parks. These areas include those portions of Jay that are served by state and local public roads that are generally in a condition to accept new growth and areas where new growth can be served by existing municipal services.

New residential subdivisions that will have lots accessed by the major public roads should be designed to limit the number of individual driveways entering the highways. This can be



accomplished by common driveways and/or access roads. Individual residential lot development, or development that does not require subdivision approval, should design driveway entrances to maximize site distances.

*FOR THE PURPOSES OF THE GROWTH MANAGEMENT LAW, RURAL RESIDENTIAL AREAS ARE RURAL AREAS.*

## **RURAL AREAS**

The purpose of the Rural Area is to maintain land used or that could be used for agriculture, and commercial forest land while allowing compatible land uses. Commercial forest land and agricultural land contribute to the local and regional economies. They help define the character of Jay, help protect surface water quality and provide areas for wildlife habitats. Much of these lands lack accessibility by public roads. The rural area contains large areas of undeveloped land that are expected to remain as such into the future. This includes areas of prime farmland soil. Some of these lands have development limitations including soils and slopes unsuited to development and limited accessibility, while others are under private ownership.

The shoreland zoning ordinance, the floodplain management ordinance, and the subdivision ordinance require protection of natural resources. The townwide residential land use standards (Chapter 15) allow for a density bonus for affordable housing developments in designated growth areas and an accessory dwelling unit to be constructed on the same lot as a single-family dwelling in accordance with Title 30-A M.R.S.A §4364 and §4364-B. The provisions within §4364-A were already provided for in Jay, as there are no restrictions that limit development to one dwelling unit per lot. Natural resource-based and recreation uses are appropriate activities for this area. Single-lot residential development that takes place in this area should continue to be at a density that maintains the primary rural character of the area.

Residential subdivisions will be developed to limit encroachment upon commercial forest lands and maintain large unfragmented wildlife habitats. Standards will encourage open space type development that allows for reduced lot sizes and frontages for the setting aside of open space. Lot size and density requirements for open space development will result in a low-density pattern of development.

*FOR THE PURPOSES OF THE GROWTH MANAGEMENT LAW, RURAL AREAS ARE CONSIDERED RURAL AREA.*

## **TRAIL SYSTEMS**

Trail systems in Jay are found at the Jay Recreation Area, French Falls Recreation Area, Spruce Mountain Conservation Area, and the Whistle Stop Trail, which connects Jay to Farmington. The Androscoggin Land Trust is working to connect the Spruce Mountain School District, the Jay Recreation Area and French Falls, which will also result in connection to the Whistle Stop Trail. The

project should result in interconnectivity of trail systems, new trails, and improved trail conditions and access, including handicapped access in certain locations.

The Future Land Use Plan illustrates the location of the Whistlestop Trail. Future development decisions and capital investments in trail systems and recreational areas will consider increased connectivity amongst trail networks in coordination with Livermore and Livermore Falls, as identified in the Tri-Town Recreations & Facilities Master Plan.

## **PUBLIC INPUT ON FUTURE LAND USE**

The following feedback was received through the public survey in relation to future land use in Jay:

### **1) COMMUNITY DEVELOPMENT AND GROWTH**

Several comments suggest the need for more sustainable development, better infrastructure, and a focus on creating a more walkable and accessible community. There are calls for more regulations on commercial, agricultural, and residential growth to preserve the town's character and improve the overall quality of life.

### **2) CONCERNS OVER INDUSTRIAL GROWTH**

There's a degree of skepticism about the growth of industries that may harm Jay's natural environment or quality of life. For example, some respondents are wary of the increasing push for solar farms, which they believe could be depleting fields and pushing out small farms. There's also concern about the ongoing extraction of gravel and timber resources, which could be running out.

### **3) ENVIRONMENTAL CONCERNS**

Feedback highlighted a strong desire to protect Jay's natural environment, particularly its water resources. Concerns about the impact of the CMP corridor project and its effects on local brooks and rivers have been voiced, with some respondents worried that the environmental damage caused by previous work may not be repaired in the future.

### **4) TOWN IDENTITY AND DEVELOPMENT**

Some comments point to Jay's lack of a defined downtown area, which makes it difficult for the town to have a clear identity or serve as a hub for local businesses, entertainment, or youth activities. There's a call for more community-focused spaces and activities that can help young people, local businesses, and visitors connect.

While some respondents advocated embracing new development (such as alternative industries or more tourism-related infrastructure), others emphasized the importance of protecting natural resources and being mindful of the town's long-term environmental sustainability.

#### **5) SUPPORT FOR FUTURE INDUSTRIES**

There is recognition that Jay's historical industries, particularly paper mills, are no longer the driving force of the economy. Many respondents believe that the future lies in new industries, with some suggesting that development should focus on sustainable industries or those related to outdoor recreation, tourism, and clean energy.

Some respondents highlight that the Riley power plant and granite quarry are important, longstanding employers of the community. These resources are seen as valuable contributors to Jay's economy, and there is support for maintaining and growing these industries.

#### **6) INVESTMENT IN NEW INFRASTRUCTURE**

There are calls for utilizing town-owned property for public amenities such as community centers, public swimming pools, and other recreational facilities.

### **FEEDBACK RECEIVED FROM THE 2/25/25 PUBLIC ENGAGEMENT SESSION**

There is a strong sense from Jay's residents that strict regulation of land use dissuades business operation and limits opportunities for residents to use their land. Due to this, Jay enforces minimal land use standards aside from State required measures for environmental protection. Residents have expressed satisfaction with the current standards in Jay and have advocated for them to become no stricter than what is enforced today, unless public opinion changes. This can be observed through the maps marked by participants at the public engagement session.

## **GOALS, POLICIES & ACTION STRATEGIES FOR FUTURE LAND USE IN JAY**

### **STATE OF MAINE GOAL**

To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services, and preventing development sprawl.

### **STATE OF MAINE POLICIES**

1. Support the locations, types, scales, and intensities of land uses that Jay desires as stated in its vision.
2. Support the level of financial commitment necessary to provide needed public infrastructure in identified growth areas.
3. Establish/continue efficient permitting procedures, especially in growth areas.
4. Protect critical resource areas from the impacts of development.
5. Coordinate Jay's land use strategies with other local and regional land use planning efforts.

### **JAY'S POLICIES**

1. Keep land use regulations permissive and up to date with State regulations to facilitate the creation of additional housing, commercial development, and recreational development.
2. Encourage the reuse and redevelopment of existing structures and/or land.
3. Encourage innovative development techniques that conserve significant natural resources as identified in this Plan.
4. Maintain the tradition of landowners having flexibility in land use land while ensuring that development complies with State Law and town ordinances.
5. Assure that new development minimizes impacts upon significant natural resources as identified in this Plan.
6. Maintain or improve the community character of residential areas.
7. Consider varying lot sizes and increased density in Growth Areas to conserve land resources.

### **STATE OF MAINE STRATEGIES**

1. Implement the Future Land Use Plan to steer growth, development, and capital investments and ensure the protection of critical natural resources.

**Responsibility:** Planning Board, CEO, Select Board, Town Manager & AVCOG

**Time Frame:** Ongoing

2. Review regulatory and non-regulatory provisions to implement the Future Land Use Plan that include clear detail of desired scale, intensity, and location of future development; establish fair and efficient permitting procedures and appropriate fees; streamline permitting procedures in growth areas; and clearly defining protective measures for critical resource areas.

**Responsibility:** Planning Board, Select Board, CEO, Ordinance Committee

**Time Frame:** Short Term/Ongoing

3. Include in the Capital Investment Plan anticipated municipal capital investments needed to implement the future land use plan.

**Responsibility:** Town Manager, Select Board, Department Heads

**Time Frame:** Ongoing

4. Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.

**Responsibility:** Planning Board, JLLF Chamber of Commerce, Recreation Committee

**Time Frame:** Short-Term/Ongoing

5. Establish a system to track new development by type and location to understand building trends.

**Responsibility:** CEO, Assessor, AVCOG, Planning Board

**Time Frame:** Short-Term/Ongoing

6. Periodically (at least every five years) evaluate implementation of the plan.

**Responsibility:** Planning Board, Select Board, Comprehensive Plan Implementation Committee

**Time Frame:** Ongoing/Long-Term

7. Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.

**Responsibility:** Town Manager, Select Board, Planning Board

**Time Frame:** Ongoing

8. Provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. §4451.

**Responsibility:** Town Manager, Select Board

**Time Frame:** Ongoing

## JAY'S STRATEGIES

1. Create a Comprehensive Plan Implementation Committee to oversee the implementation of the Comprehensive Plan and the Future Land Use Plan.

**Responsibility:** Planning Board, Select Board, Town Manager, CEO, AVCOG

**Time Frame:** Short-Term/Ongoing

2. Encourage improvements to sites along the Androscoggin River to enhance community character and protect water quality.

**Responsibility:** Planning Board, Select Board, AVCOG

**Time Frame:** Short-Term/Ongoing

3. Continue to enforce permissive land use standards to facilitate the creation of residential and commercial development.

**Responsibility:** Planning Board, Select Board, AVCOG

**Time Frame:** Short-Term/Ongoing

4. Include land use standards which direct manufacturing/industrial development away from residential land uses and critical natural resources in accordance with the Future Land Use Plan.

**Responsibility:** Planning Board, Select Board, Ordinance Committee, AVCOG

**Time Frame:** Short-Term

5. Include development incentives in land use standards to encourage infill development in growth areas.

**Responsibility:** Planning Board, Select Board, Ordinance Committee

**Time Frame:** Short-Term

6. Require developers to conduct an analysis to determine the impact to public facilities and services when proposing developments over a threshold determined by the Town.

**Responsibility:** Planning Board, Select Board, Town Manager, Code Enforcement Officer

**Time Frame:** Short-Term

7. Require that all solar developments provide a decommissioning plan to address the cleanup of contaminated land, water, and air, which may include restoration of the site to a usable condition.

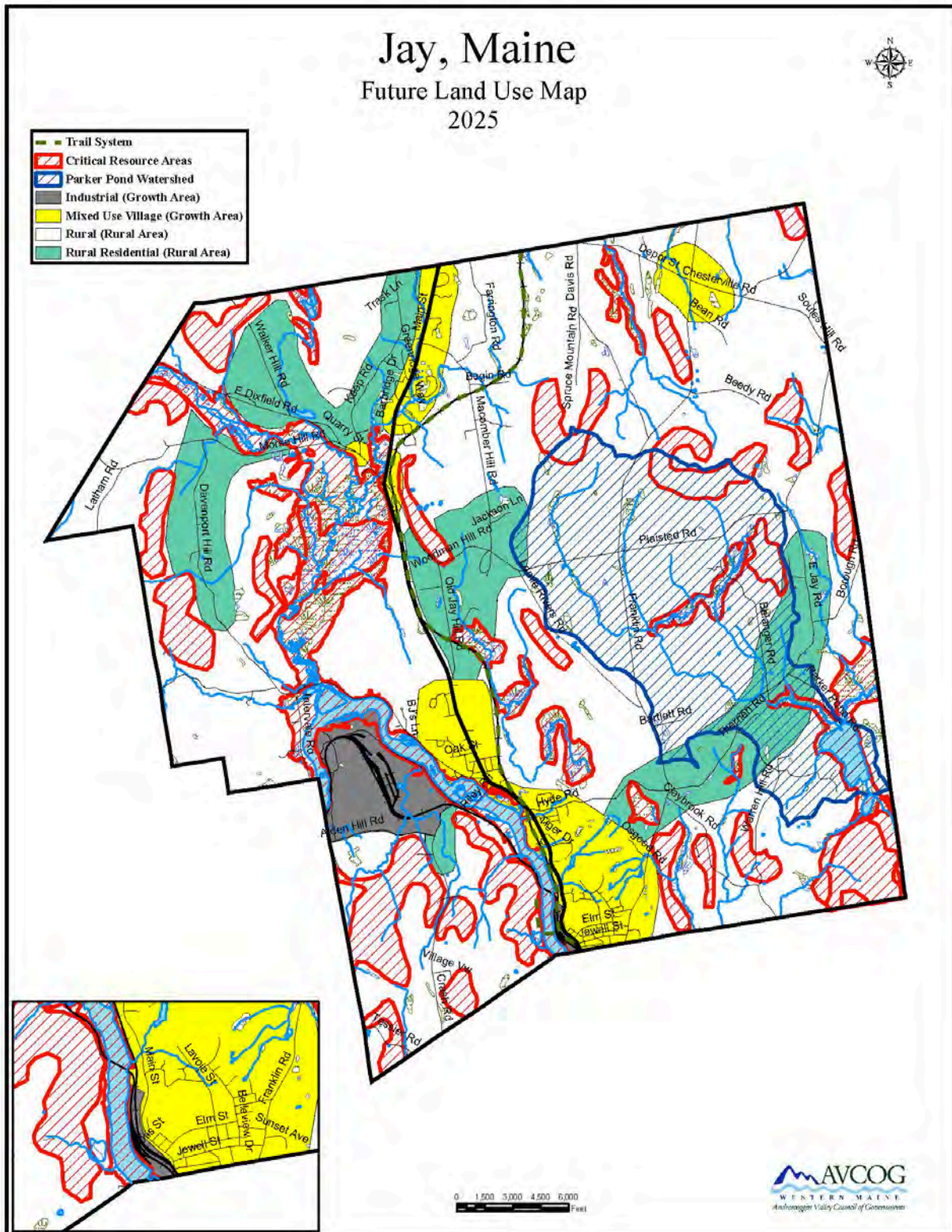
**Responsibility:** Planning Board, Select Board, Ordinance Committee

**Time Frame:** Short-Term

8. Assess the existing lot sizes to ensure that development may be reconstructed at the same scale and density in Village areas. This may require revisions to ordinance standards to allow for increased density on lots which were previously developed.

**Responsibility:** Planning Board, Select Board, Ordinance Committee

**Time Frame:** Short-Term



## **REGIONAL COORDINATION PROGRAM**

### **INTRODUCTION**

Each chapter in Jay's Comprehensive Plan identifies regional challenges and opportunities relevant to the topic area. These are either located within the conditions and trends data or within the goals, policies and strategies subsection of each topic area. This section summarizes the most important areas of ongoing and recommended regional cooperation.

### **FEDERAL & STATE GOVERNMENT**

Jay interacts with federal, state, and regional government through daily operations of the town. This includes enforcement of statutory requirements, grant applications, programs, and services. The Town maintains a relationship with the Maine Department of Environmental Protection (MDEP) and the Maine Department of Inland Fisheries and Wildlife (MDIFW) to protect water quality and to mitigate environmental degradation, the Maine Department of Transportation (MDOT) and the Federal Highway Agency (FHWA) to maintain transportation systems and ensure road safety, and the Maine Emergency Management Agency (MEMA) and the Federal Emergency Management Agency (FEMA) to plan for hazard mitigation and seek relief for disastrous weather events.

In wake of the three disastrous FEMA declared storms of 2023, Jay worked with FEMA to obtain over \$3.52 million in reimbursements for repairs. Jay participated in the Housing Opportunity Program Service Provider Grant provided through the Maine Department of Economic and Community Development (DECD), which provided funding for the creation of the Housing chapter of this Plan. Jay is also enrolled in the Community Resilience Partnership and has received Community Action grants made available through the Governor's Office of Policy, Innovation & Future (GOPIF) to fund upgrades that have enabled the town to become more resilient to severe weather and a changing environment.

### **COUNTY & LOCAL GOVERNMENT**

Jay receives essential services for town operations through the Franklin County Commissioners Office and the Franklin County Emergency Management Agency. Jay is a part of the Jay, Livermore, and Livermore Falls Chamber of Commerce, which works to support local businesses and promote the collective prosperity of the community. Jay is also supported by Greater Franklin Economic and Community Development, who led a Broadband Initiative in 2017 that successfully provided reliable, high-speed internet to homes and businesses in Jay.

Jay coordinates with Livermore, Livermore Falls, and Wilton on a variety of local matters such as maintenance of road systems, creation of recreational opportunities, and connection in economic vitality. Jay is a part of RSU #73, which includes Jay, Livermore and Livermore Falls. Jay recently partnered with Wilton to form a joint Public Safety Collaboration Committee to explore opportunities for collaboration between town Police Departments.



There are three water districts that serve Jay; the North Jay Water District, the Jay Village Water District, and the Livermore Falls Water District. Attaining and providing safe drinking water in Jay requires continued coordination with the adjacent municipalities that provide the service.

The North Jay Water District purchases its water from the Town of Wilton Water District. The Wilton Water Treatment Plant then filters and treats the water drawn from Varnum Pond before it is delivered to residents. Water for the Jay Village Water District is treated by, delivered, and purchased from the Livermore Falls Water District. The Livermore Falls Water District serves the southern portion of Jay, specifically the area of Chisholm and the Spruce Mountain Schools.

The Town of Jay owns and operates its own sewer department. Jay sends its sewage to be treated at the Livermore Falls Wastewater Treatment Plant in Livermore Falls. Maintenance and improvement to the system requires continued coordination between the Select Boards in Jay and Livermore Falls.

Jay is a member of the Androscoggin Valley Council of Governments (AVCOG), who provides support in economic development, land use planning, transportation planning and environmental management. AVCOG most recently worked with Jay, in partnership with Livermore and Livermore Falls, in receiving a Community Outdoor Recreation Assistance Grant, funded through the Maine Office of Outdoor Recreation, the US Economic Development Administration's (EDA) Travel, Tourism, and Outdoor Recreation Program through the American Rescue Plan Act (ARPA). The grant allowed for the creation of The Tri-Town Recreation & Facilities Masterplan, which will be used as a guide for regional coordination in the creation of additional recreational opportunities.

## **PRIORITIES FOR REGIONAL COORDINATION IN JAY**

Based upon the findings of conditions and trends data, the review of the comprehensive plans of surrounding communities, and the various policies contained in this Plan, the following objectives are prioritized in the Regional Coordination Program:

1. Growth in economic development in cooperation with Livermore Falls, Livermore, and Wilton, with assistance from AVCOG.
2. Improvements to water quality of the Androscoggin River through watershed management in coordination with Dixfield, Peru, Canton, Livermore Falls and the Androscoggin River Watershed Council.
3. Support maintenance and expansion of outdoor recreational opportunities and connectivity of trail systems with Livermore Falls, Livermore and Wilton.
4. Increase safety of transportation systems for all users by creating connectivity with Livermore Falls, Canton, and Wilton.
5. Increase affordable housing options and ensure subsidized housing opportunities for the elderly will continue to exist at subsidized rates.

6. Engage in regional land use planning with the assistance of AVCOG to facilitate coordination amongst town services and facilities.

## **STATE OF MAINE POLICIES**

1. Coordinate with regional development organizations and surrounding towns as necessary to support desired economic development.
2. Support and remain active in economic development issues affecting the Town and region.
3. Include agriculture and commercial forestry in local or regional economic development plans.
4. Prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
5. Continue to update a prioritized ten-year improvement, maintenance, and repair plan for local/regional transportation system facilities that reflects community, regional, and state objectives.
6. Work with surrounding communities to develop a regional approach to addressing affordable housing needs.
7. Support the efforts of regional housing coalitions in addressing affordable/ workforce and elderly housing needs.
8. Cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

## **STATE OF MAINE STRATEGIES**

1. Meet with neighboring communities including the Chamber of Commerce and Greater Franklin Development Corporation to determine interest in joint community approaches to economic growth.

**Responsibility:** Comprehensive Plan Implementation Committee & Select Board

**Time Frame:** Short Term & Ongoing

2. Meet with neighboring communities to determine what programs are available to provide affordable housing evenly across the region.

**Responsibility:** Select Board, Town Manager, Planning Board

**Time Frame:** Short Term & Ongoing

3. Coordinate with Comprehensive Plan Implementation Committee in adjacent communities to form a regional approach to implementing the goals, policies and strategies of the Comprehensive Plan.

**Responsibility:** Comprehensive Plan Implementation Committee & Select Board

**Time Frame:** Short Term & Ongoing

## PLAN IMPLEMENTATION & EVALUATION MEASURES

The value of a Comprehensive Plan is in the implementation and evaluation of proposed actions. Jay's Comprehensive Plan contains goals to reach desired outcomes, policies to further goals, strategies for achieving policies that further goals, a responsible party to implement the defined strategies, and a timeframe for completion within each topic area. The goals, policies, strategies, with defined responsible parties and timeframes will guide future decision making and serve as the framework for future action and implementation.

Upon adoption of the Comprehensive Plan, a Comprehensive Plan Implementation Committee be formed to cooperatively work with the Planning Board and Select Board to ensure the policies and strategies of this Plan are implemented. The Comprehensive Plan Implementation Committee will assess the yearly progress that has been made to implement the goals, policies, and strategies prescribed through this Plan.

It will be the responsibility of the Planning Board, Select Board, Code Enforcement Officer, and Comprehensive Plan Implementation Committee to cooperatively prepare reports that evaluate the degree in which the goals, policies, and strategies of this Plan are implemented. Such reports will assess progress and recommend changes to the plan if determined that the Plan or implementation strategies are not effective in furthering the State goals. All progress reports on the Comprehensive Plan will be forwarded to the Town Manager.

At a minimum all progress reports will include the following:

1. The degree in which the goals, policies and strategies of the Plan have been implemented, with explanations for those that have not been implemented.
2. The degree to which the future land use plan has been implemented with explanations for strategies that have not been implemented.
3. The percentage of municipal growth-related capital investments in growth areas by identifying the type, amount, location, and year of all municipal growth-related capital investments.
4. The location, type, size, and year of new development in relation to growth areas, rural areas and critical resource areas as designated in the Plan.
5. The location, type, size, and year of critical resource areas that are protected through acquisition, easements or other measures.

The following measures are recommended to be periodically (at a minimum of every five years) evaluated by the Planning Board, the Select Board and the Comprehensive Plan Implementation Committee:

1. The degree that the future land use plan has been implemented.

2. Percent of municipal growth-related capital investments in growth areas.
3. Location and amount of new development in relation to growth areas, rural areas and critical resource areas.
4. The amount of critical resource areas protected through acquisition, easements or other measures.
5. The status of implementing the strategies of the Plan.

Evaluation Plan for Jay's Comprehensive Plan by the Jay, Livermore, Livermore Falls Chamber of Commerce:

**4. Set Specific, Measurable Goals:**

- Align each goal with specific, measurable outcomes (e.g., “Reduce unemployment to below 4% by 2035” or “Increase renewable energy use by 30%”).

**5. Community Engagement**

**6. Develop Annual and Milestone Reviews:**

- **Annual Reviews:**
  - Conduct assessments on economic, social, and environmental sectors to monitor progress against baseline metrics and goals.
  - Use data from local, state, and federal sources, alongside community surveys.
- **Milestone Reviews:**
  - Every 2-3 years, conduct in-depth reviews of major projects (e.g., infrastructure, tourism development).
  - Include stakeholder feedback, cost-benefit analyses, and impact assessments.

**7. Economic Impact Analysis:**

- Produce regular reports analyzing economic growth, job creation, and business development linked to the goals, policies, and strategies of this Plan.

**8. Infrastructure Performance:**

- Conduct regular assessments of infrastructure projects for durability, efficiency, and public satisfaction.
- Develop an asset management plan focusing on asset lifespan, replacement costs, and system criticality.

**9. Policy and Regulation Adaptation:**

- Assess regulatory impacts on growth and adjust as needed.

**10. Financial Health Check:**

- Conduct yearly budget reviews to ensure alignment with strategic investments and

fiscal health.

- Evaluate success in obtaining external funding or grants.

**11. Documentation and Reporting:**

- Publish annual progress reports detailing achievements, challenges, and upcoming goals.
- Use an online platform or dashboard for real-time metrics and transparency.

**12. Adjustment Mechanism:**

- Establish flexibility to adjust goals or strategies in response to significant changes (e.g., economic downturns, technological advancements).
- Form or utilize an advisory committee to review feedback and recommend adjustments.

**13. End-of-Decade Comprehensive Review (2035):**

- Conduct a thorough evaluation of the plan's execution, assessing long-term impacts and whether Jay has met its vision for a vibrant community.

# SUMMARY OF PUBLIC PARTICIPATION

## PUBLIC SURVEY

A public survey was made available to residents of Jay on June 11, 2024. The survey was available until December 16, 2024, and received 272 responses. Through the survey, respondents were asked to rate how they felt about each statement on a scale of 1-5 (from 'strongly disagree' to 'strongly agree'). Each question also contained space for open-ended comments on the topic. Respondents were asked if they would be interested in providing additional input throughout the comprehensive planning process, and those that provided contact information received an invitation to the Public Engagement held on February 25, 2025. There were 47 respondents who provided contact information.

To understand the future needs of Jay, the Comprehensive Planning Committee initiated the distribution of the survey at the Spruce Mountain High School to best understand the needs and desires of children who will potentially continue to live in Jay into adulthood. Through understanding the needs of school-aged children, the Committee was able to make priorities for future need.

The Committee also distributed the survey questionnaire at the Town Election held on June 11, 2024, from 8 AM – 8 PM at the Community Building. Committee members spoke with respondents to urge participation at monthly committee meetings and discuss any specific thoughts. The public input received through the survey was organized to reflect the needs and desires of the residents of Jay within each designated topic area of this Plan. Each chapter contains a section for public input, which informs the recommendations of the Comprehensive Plan.

## SUBCOMMITTEE EFFORTS

To complete the creation of the Comprehensive Plan within a reasonable timeframe, the Comprehensive Planning Committee made the decision to break into subcommittees by topic area. Each subcommittee met between monthly meetings of the entire committee to gather data and discuss local trends with community specialists in the field. Various organizations in Jay contributed information to be utilized in the Comprehensive Plan. Subcommittees were formed and roles were assigned as follows:

PLAN COMPONENT	SUBCOMMITTEE
<b>Project Managers</b>	Erica Bufkins (AVCOG), Joel Gilbert
<b>Committee Chair</b>	Joel Gilbert
<b>Committee Vice Chair</b>	Lynn Ouellette
<b>Survey Formation</b>	Dan Ryder, Lynn Ouellette, Joel Gilbert
<b>Survey Analysis</b>	Chris Townsend, Dan Ryder
<b>Vision</b>	Dan Ryder, Chris Townsend, Joel Gilbert

	<i>informed by public &amp; full committee input</i>
<b>Regional Coordination Program</b>	Erica Bufkins (AVCOG)
<b>Historic &amp; Archaeological Resources</b>	Barbara Cook, Dennis Stevens, Jay Historical Society
<b>Water Resources</b>	Barbara Cook, Dennis Stevens, Erica Bufkins (AVCOG)
<b>Agriculture &amp; Forestry Resources</b>	Barbara Cook, Dennis Stevens, Erica Bufkins (AVCOG)
<b>Population &amp; Demographics</b>	Erica Bufkins (AVCOG), Joel Gilbert
<b>Recreation</b>	Chris Townsend, Jamie Carden-Leventhal, Joel Gilbert
<b>Economy</b>	Joel Gilbert & JLLF Chamber of Commerce Economic Development Committee
<b>Housing</b>	Erica Bufkins (AVCOG)
<b>Transportation</b>	Erica Bufkins (AVCOG)
<b>Public Facilities &amp; Services</b>	Lynn Ouellette
<b>Existing Land Use</b>	Gary McGrane, Erica Bufkins (AVCOG)
<b>Future Land Use Plan</b>	Gary McGrane, Erica Bufkins, Shiloh LaFreniere (Town Manager)
<b>Fiscal Capacity &amp; Capital Investment Plan</b>	Shiloh LaFreniere (Town Manager), Ronda Palmer (CEO) & Erica Bufkins (AVCOG)
<b>Plan Implementation &amp; Evaluation Measures</b>	Erica Bufkins (AVCOG)

Upon completion of updates by topic area, the Committee worked with AVCOG to bring the individual work into one, cohesive document. Many members of the Comprehensive Plan Committee are also on Jay's Planning Board. Jay's Select Board was represented by Gary McGrane.

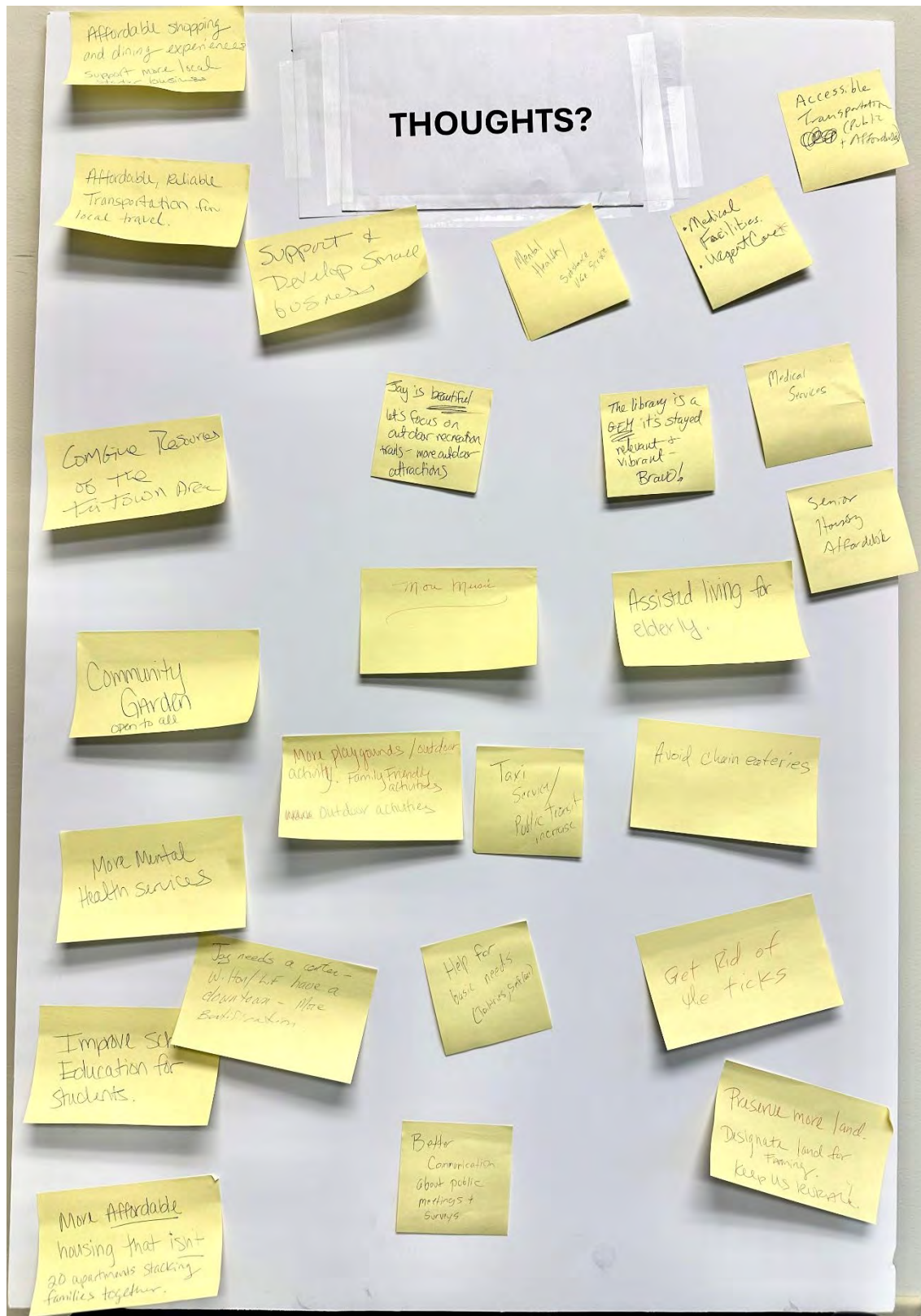
## **PUBLIC ENGAGEMENT SESSION**

On February 25, 2025, the Comprehensive Planning Committee held a Public Engagement Session at the Spruce Mountain Elementary School from 6 PM- 8 PM, with a virtual option made available by Zoom. The intention of the public session was to gain community feedback on drafts of completed chapters, which were made available at the Session and at the Town Office, to discuss the various forms of affordable housing and housing affordability in Jay, to gain insight on the desires of the citizens in relation to the future growth areas identified through the Future Land Use Plan, and to identify the goals for Jay over the next 20 years. Feedback was requested on the draft vision in efforts to reflect the opinions of the entire community.

## **VISION BOARD**

Committee members asked that participants provide thoughts and comments by adding a sticky note to the "thoughts" board made available at the back of the room at any time during the meeting. Those interested in discussing their ideas further with the committee members were encouraged to reach out to any committee member or attend a regular meeting of the comprehensive plan committee. Thoughts posted to the Vision Board can be seen below.





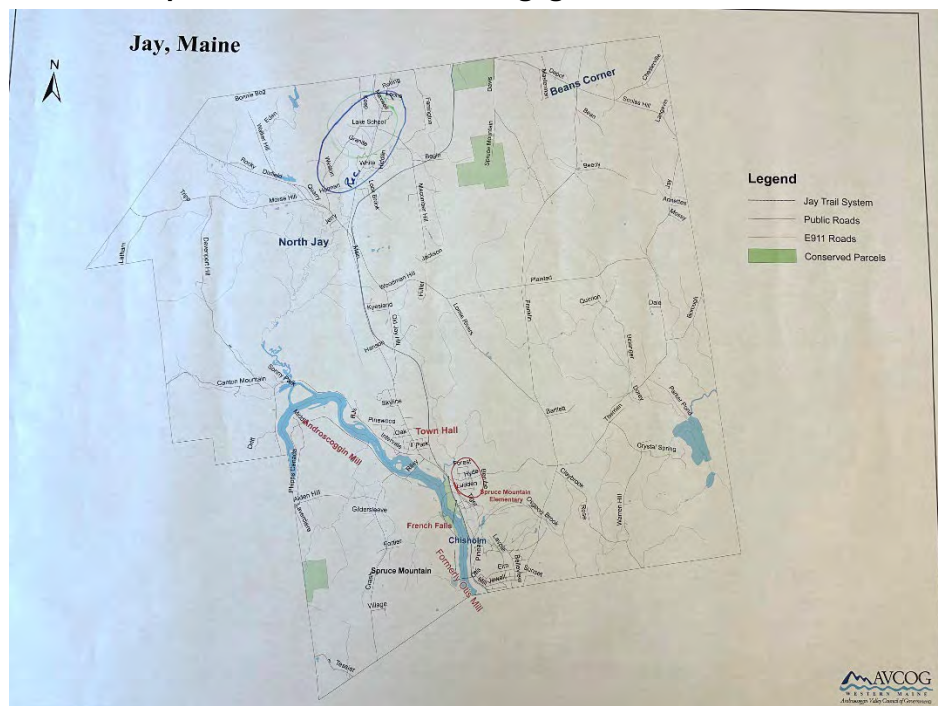
The Public Engagement Session also included a mapping exercise to determine future land use designations. Participants were asked to mark a map of Jay to show where they would like to see the following land uses:

- Residential (single-family, multi-family, accessory dwellings) shown in Red Marker
- Commercial (retail, offices, restaurants) shown in Blue Marker
- Industrial (manufacturing, processing, warehousing) shown in Black Marker
- Agricultural (growing, cultivating, harvesting crops) shown in Green Marker
- Mixed Land Uses (ex. Residential and Commercial) shown in Yellow Marker

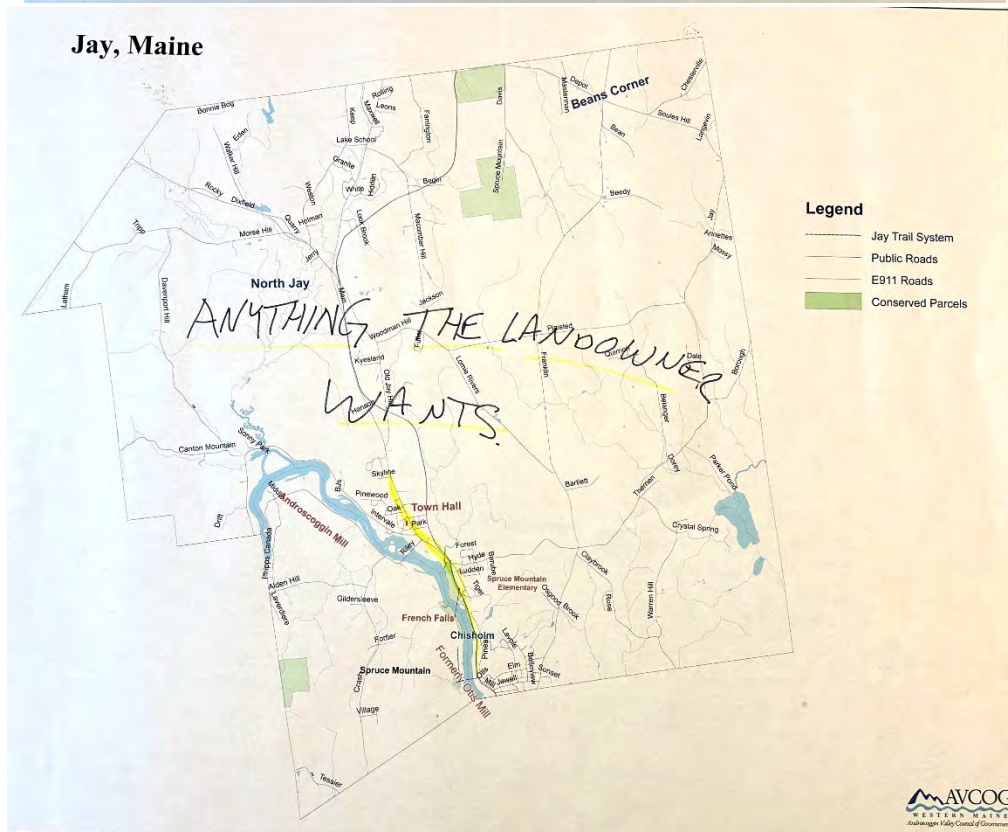
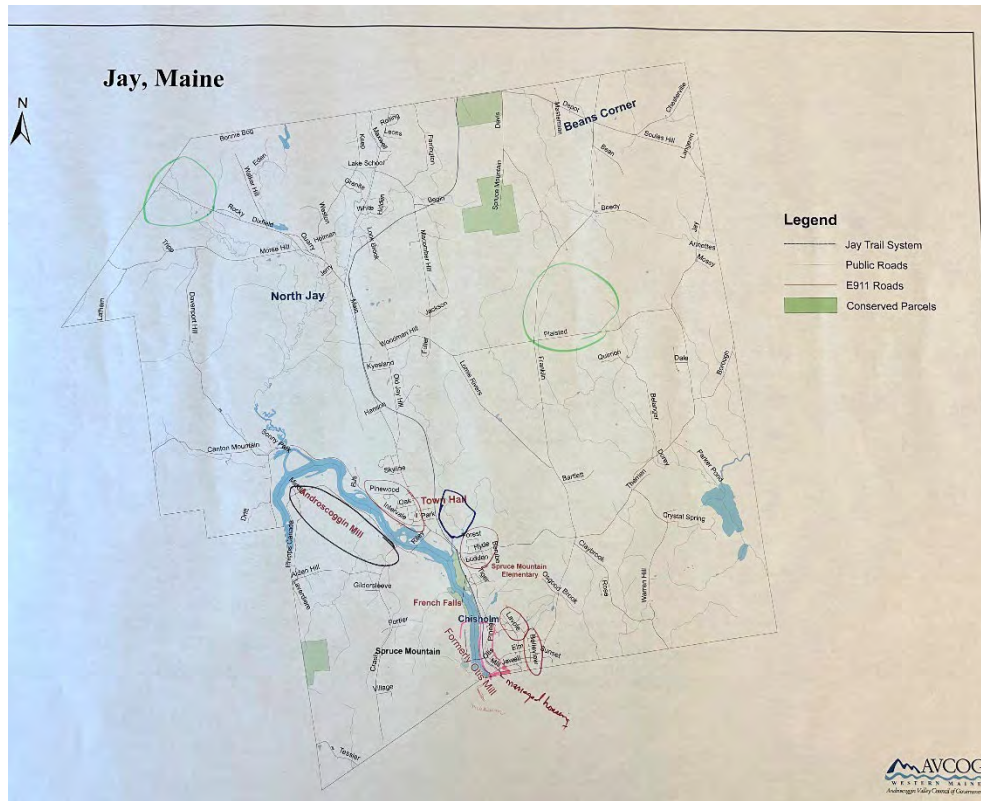
Participants were also asked to mark a map of Jay to show where they would like to see the following features:

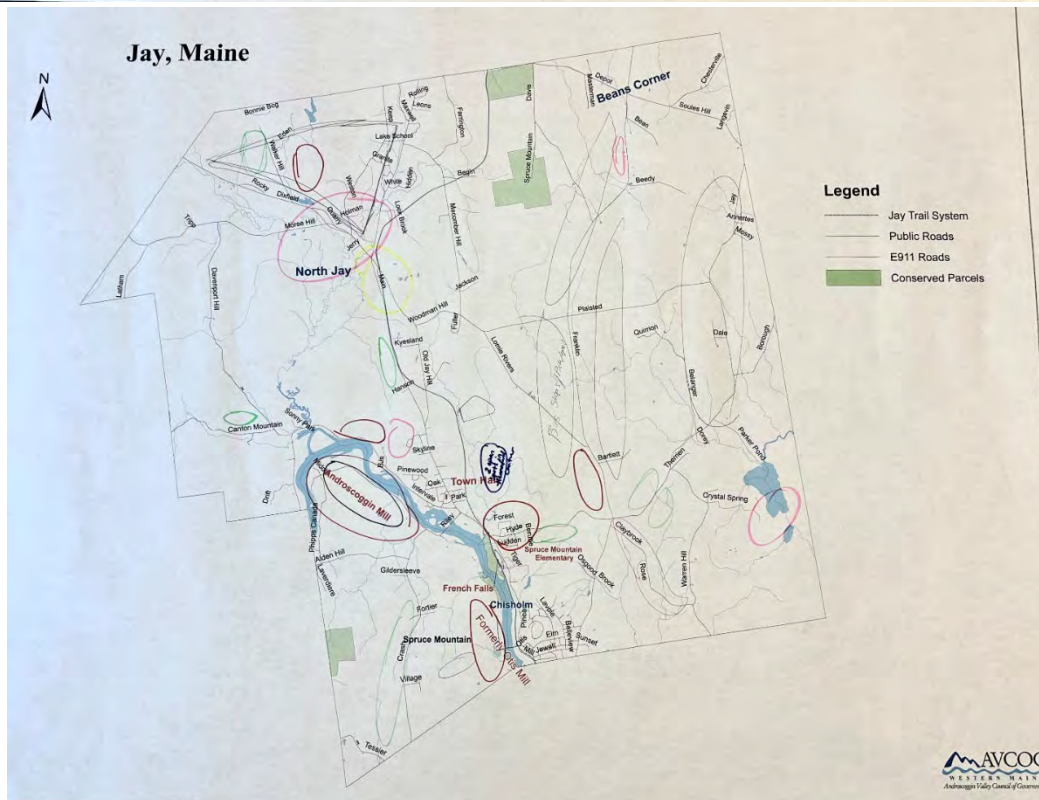
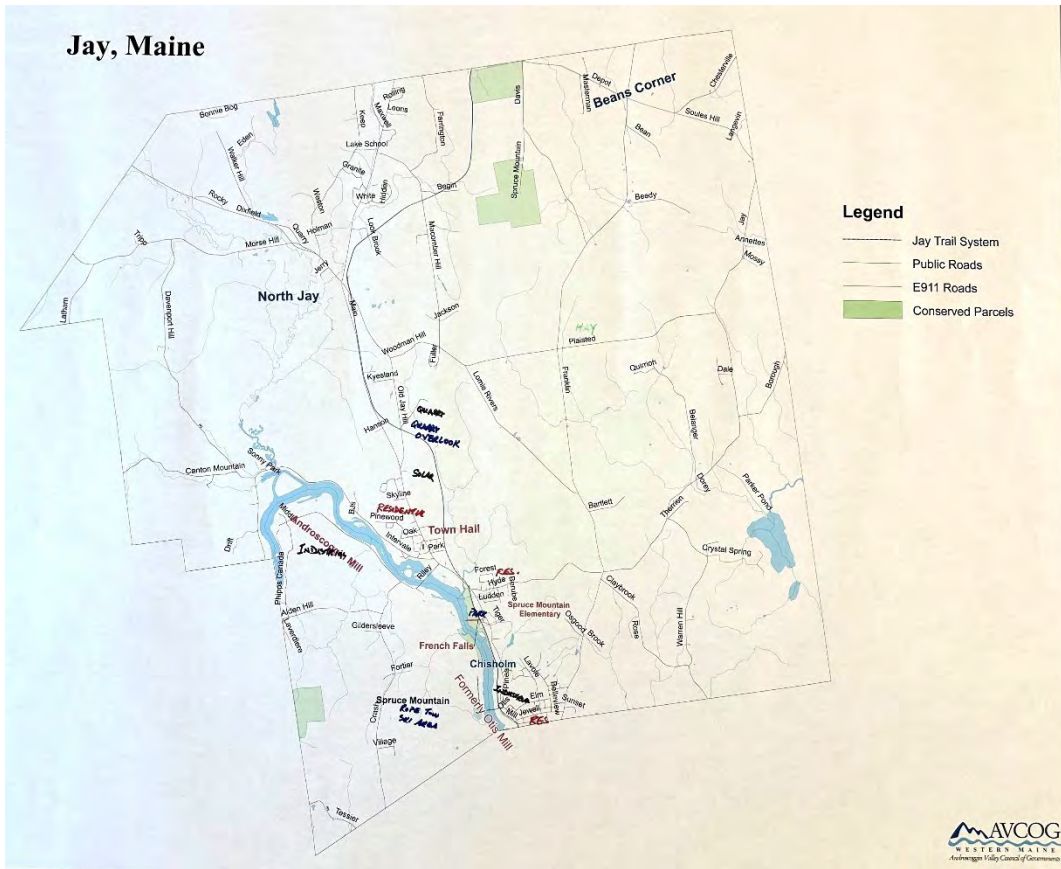
- Outdoor Recreation (walking trails, bike routes, fishing) shown in Blue Pen
- Transportation Improvements (sidewalks, parking facilities, increased shoulder width) shown in Black Pen
- Public Spaces (parks, playgrounds, playing fields, museums) shown in Pink Marker
- Preserved Land (land desired to remain undeveloped) shown in Red Pen

**Photos of the maps marked at the Public Engagement Session can be seen below.**







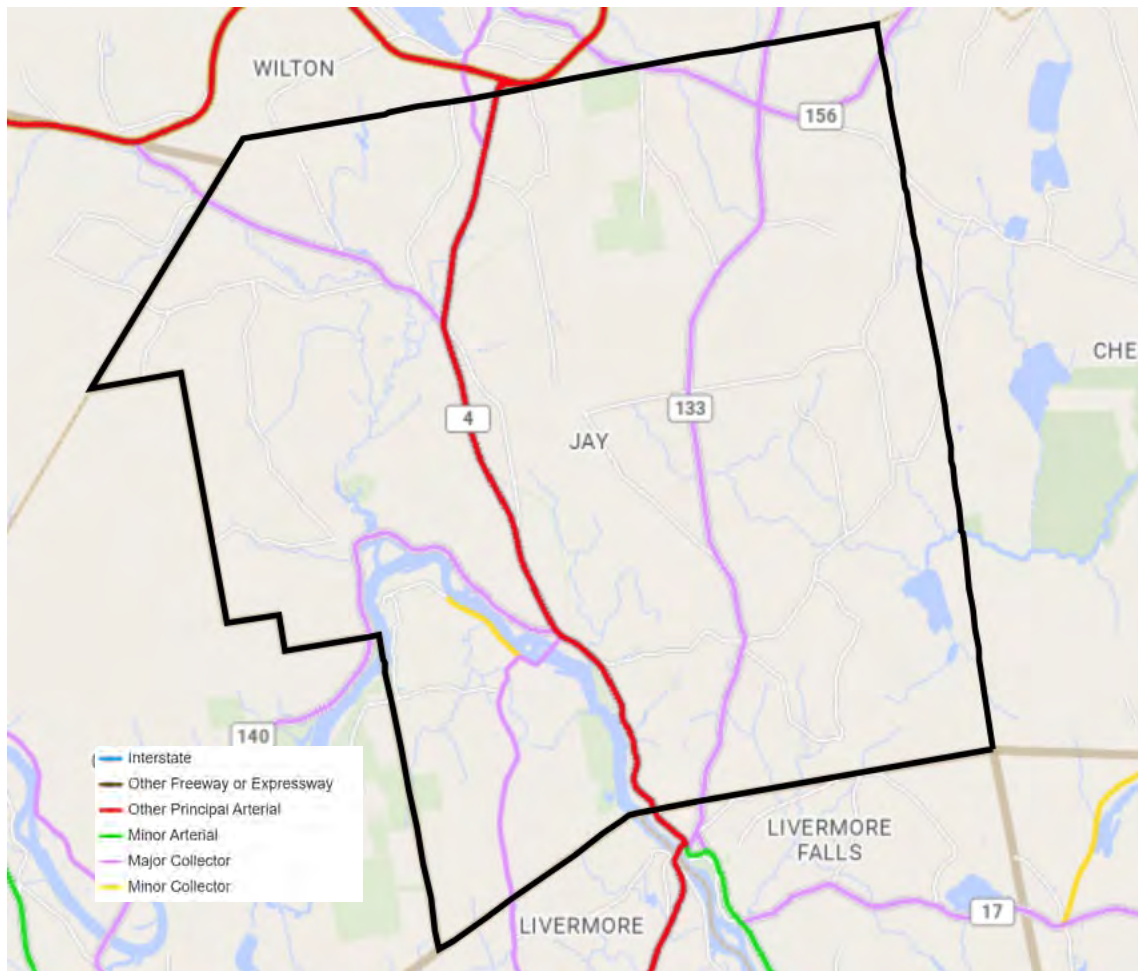




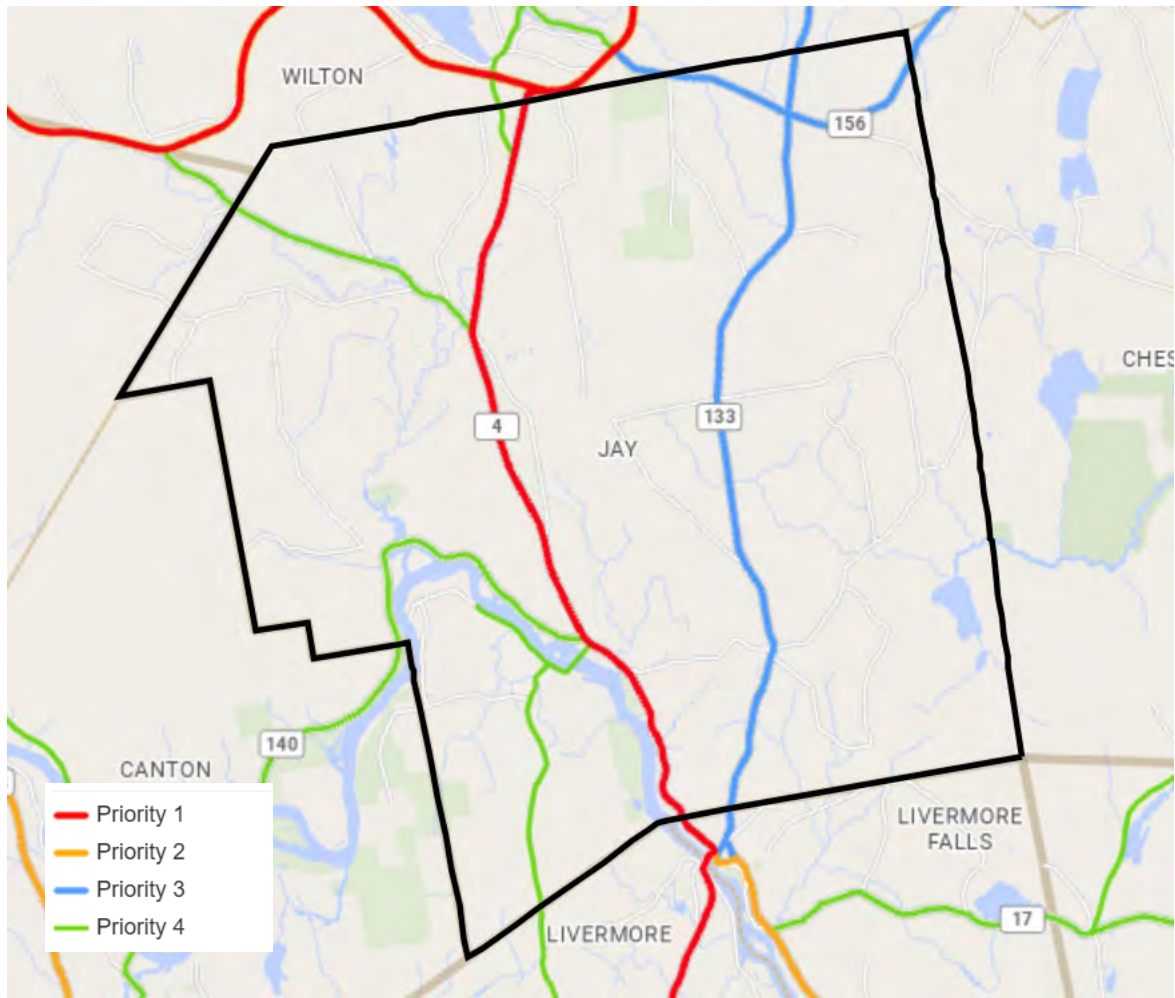


# TRANSPORTATION MAP APPENDIX

MAP 1: FEDERAL FUNCTIONAL CLASSIFICATION IN JAY

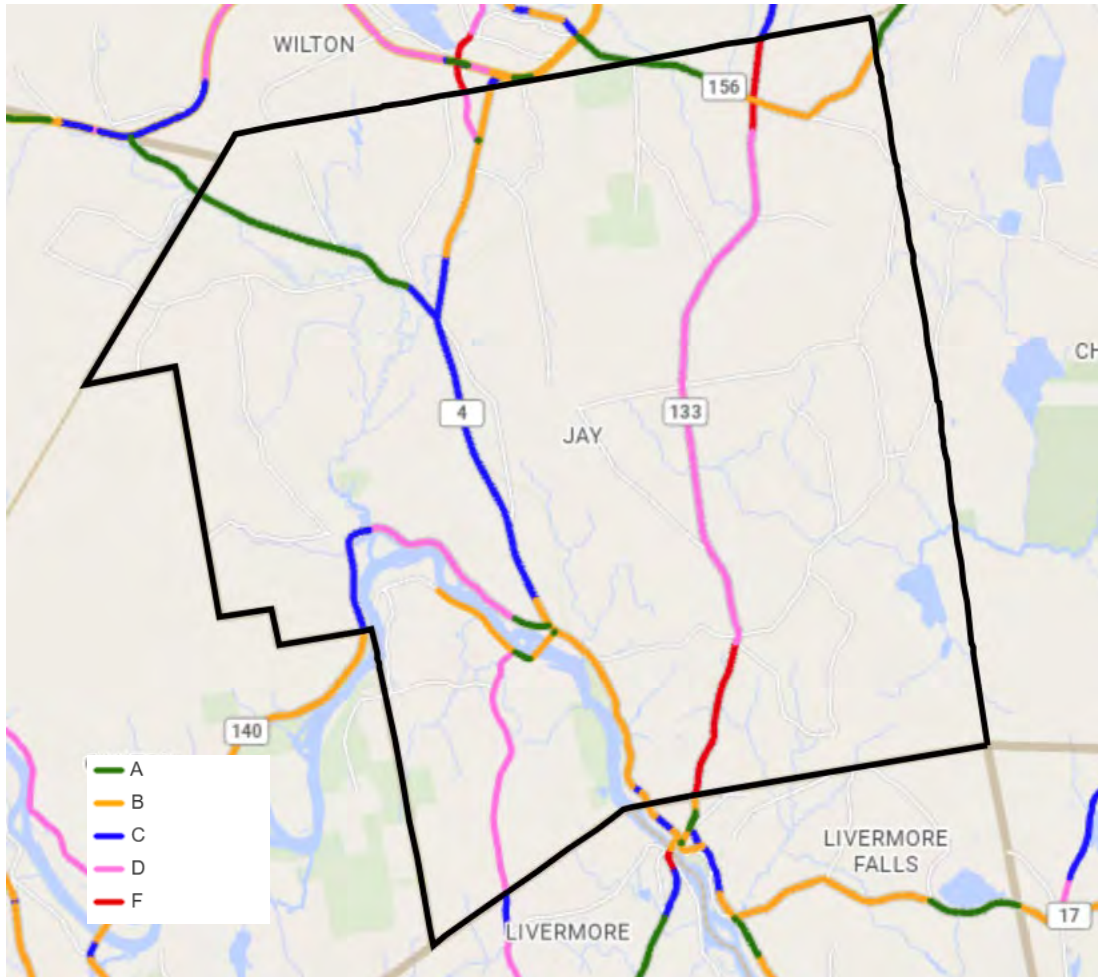


**MAP 2: HIGHWAY PRIORITY CLASSIFICATION IN JAY**



Source: MaineDOT Public Map Viewer

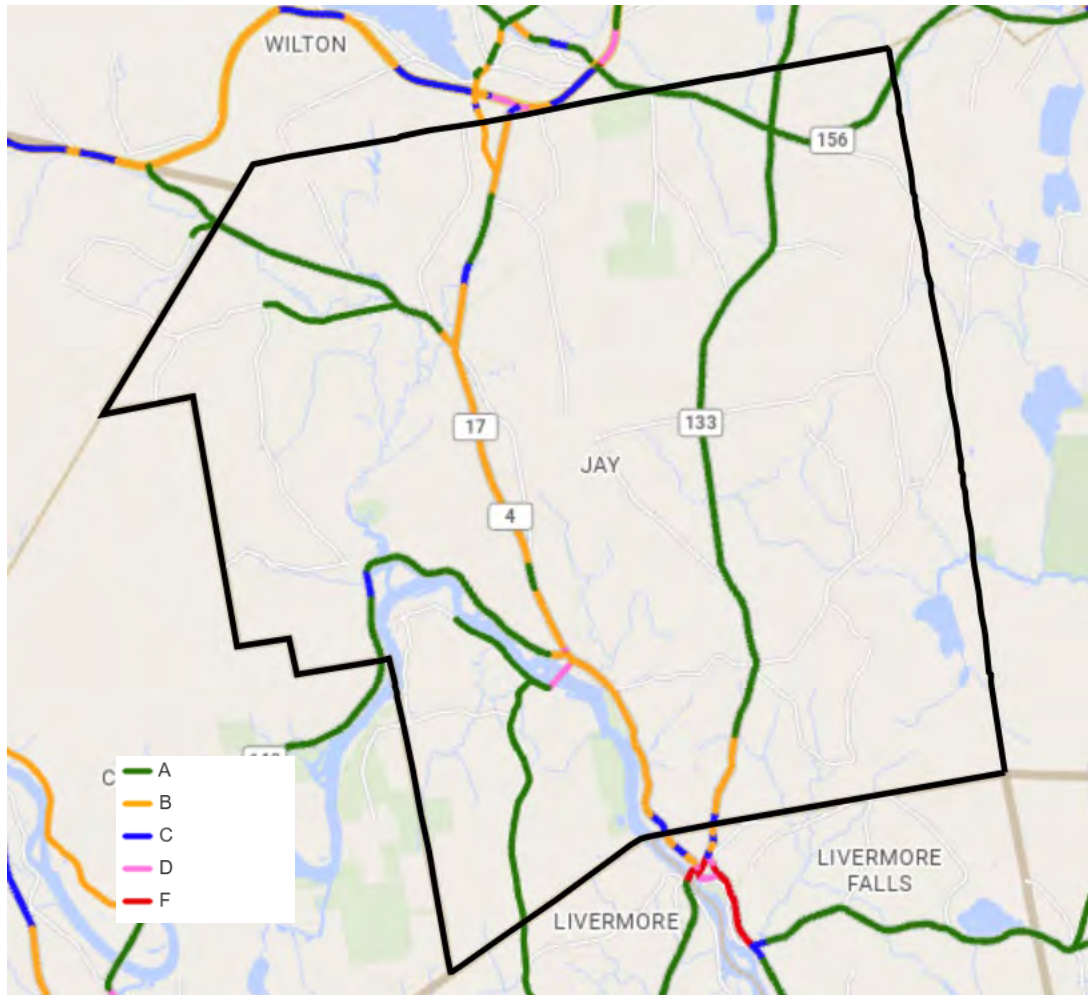
### MAP 3: CUSTOMER SERVICE LEVEL – SAFETY IN JAY



Source: MaineDOT Public Map Viewer

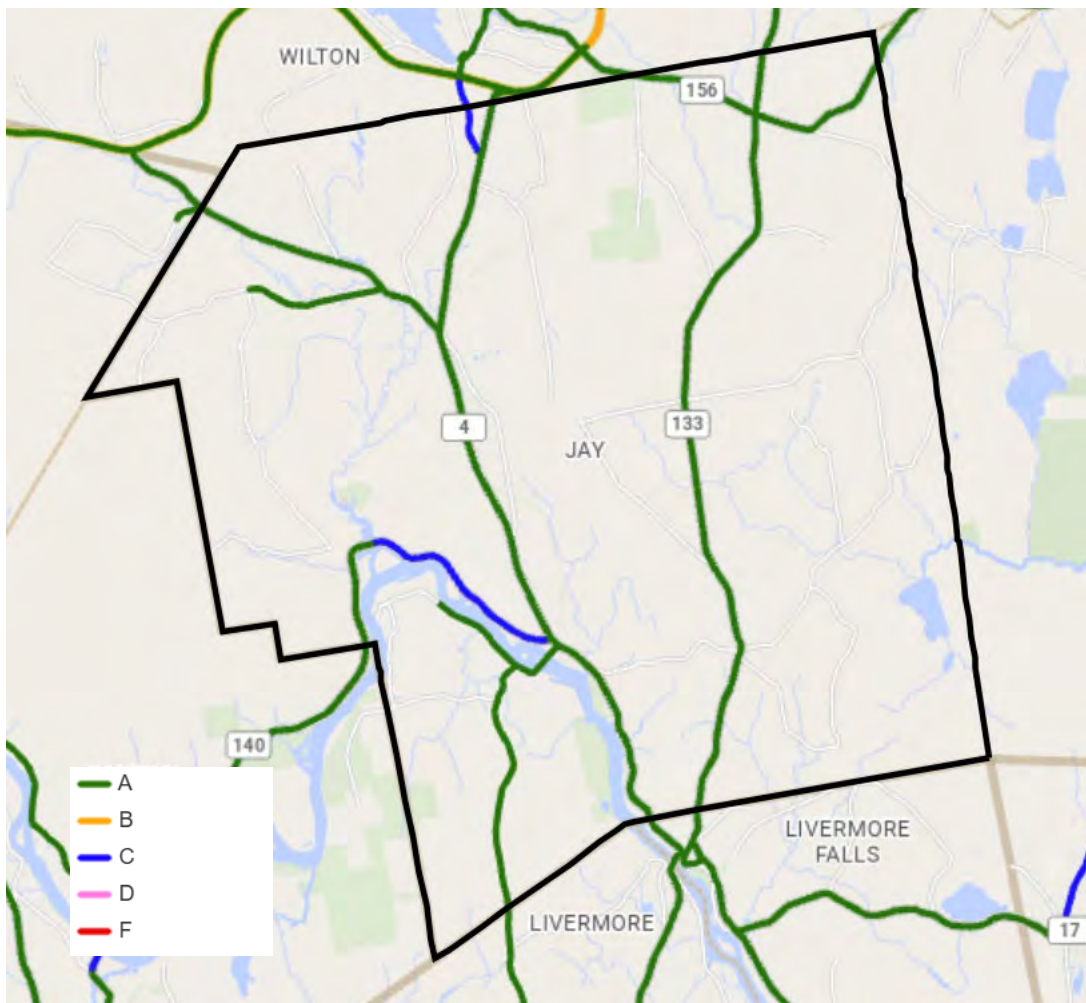


#### MAP 4: CUSTOMER SERVICE LEVEL – CONDITIONS IN JAY

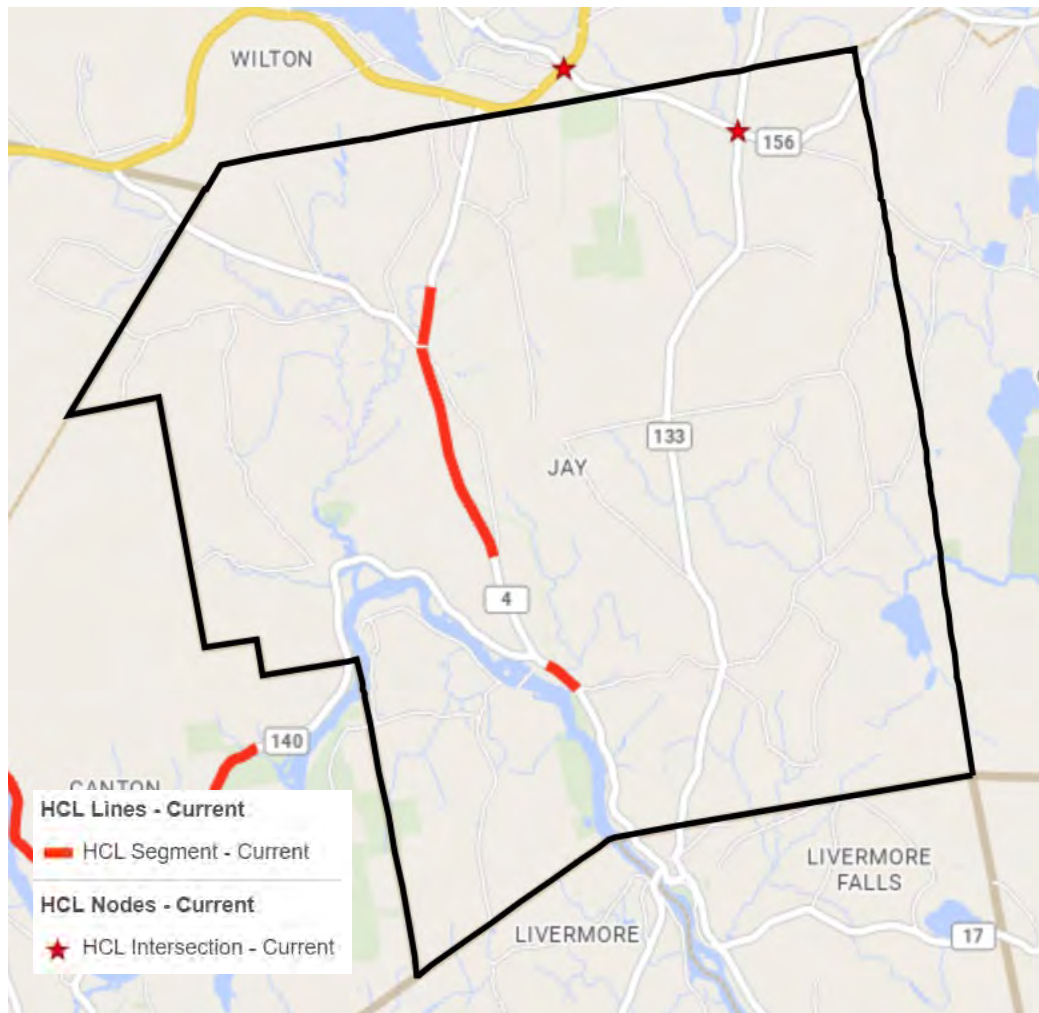


Source: MaineDOT Public Map Viewer

**MAP 5: CUSTOMER SERVICE LEVEL – SERVICEABILITY IN JAY**

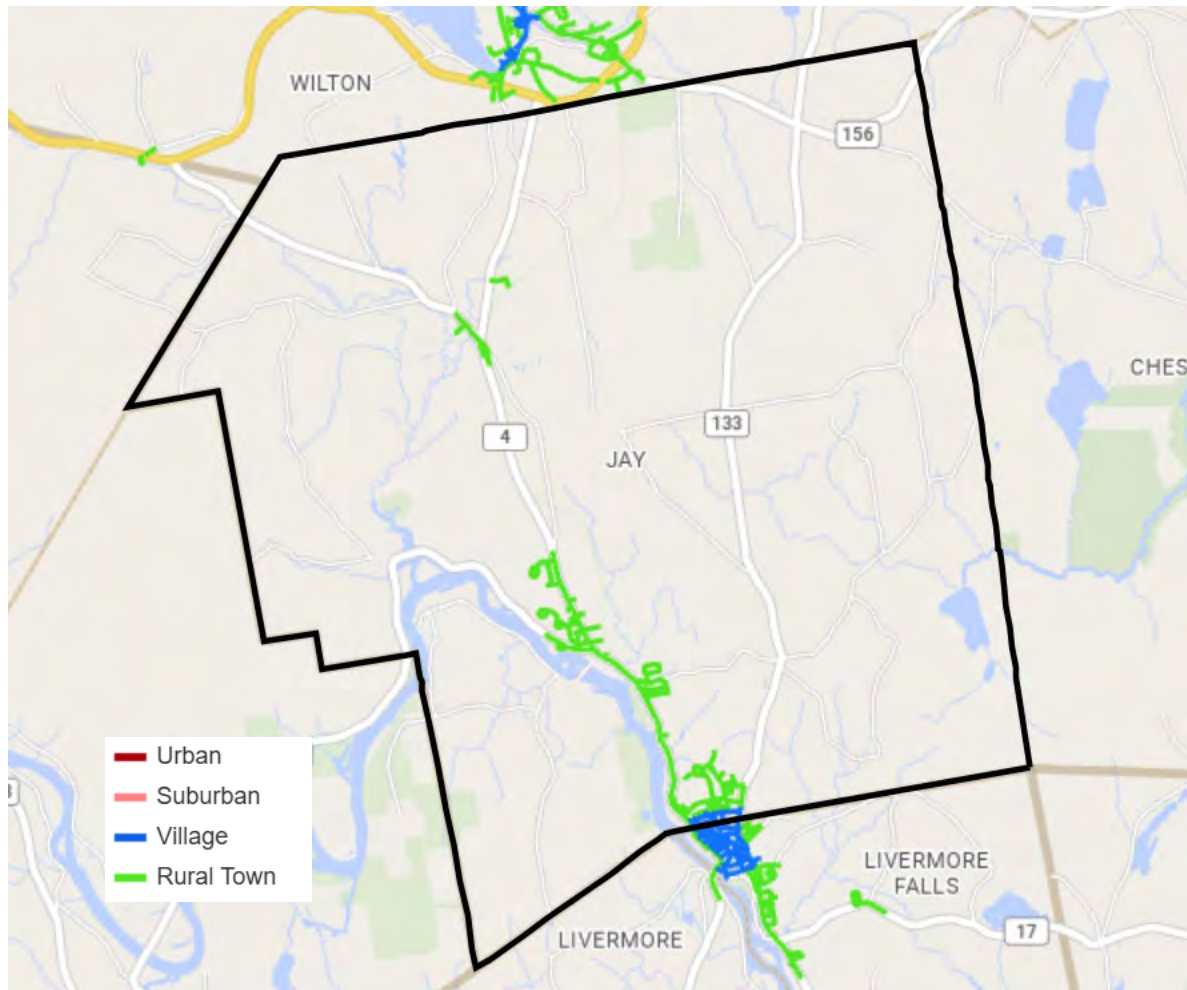


**MAP 6: HIGH CRASH LOCATIONS IN JAY 2024**



Source: MaineDOT Public Map Viewer

**MAP 7: CONTEXT CLASSIFICATIONS IN JAY**

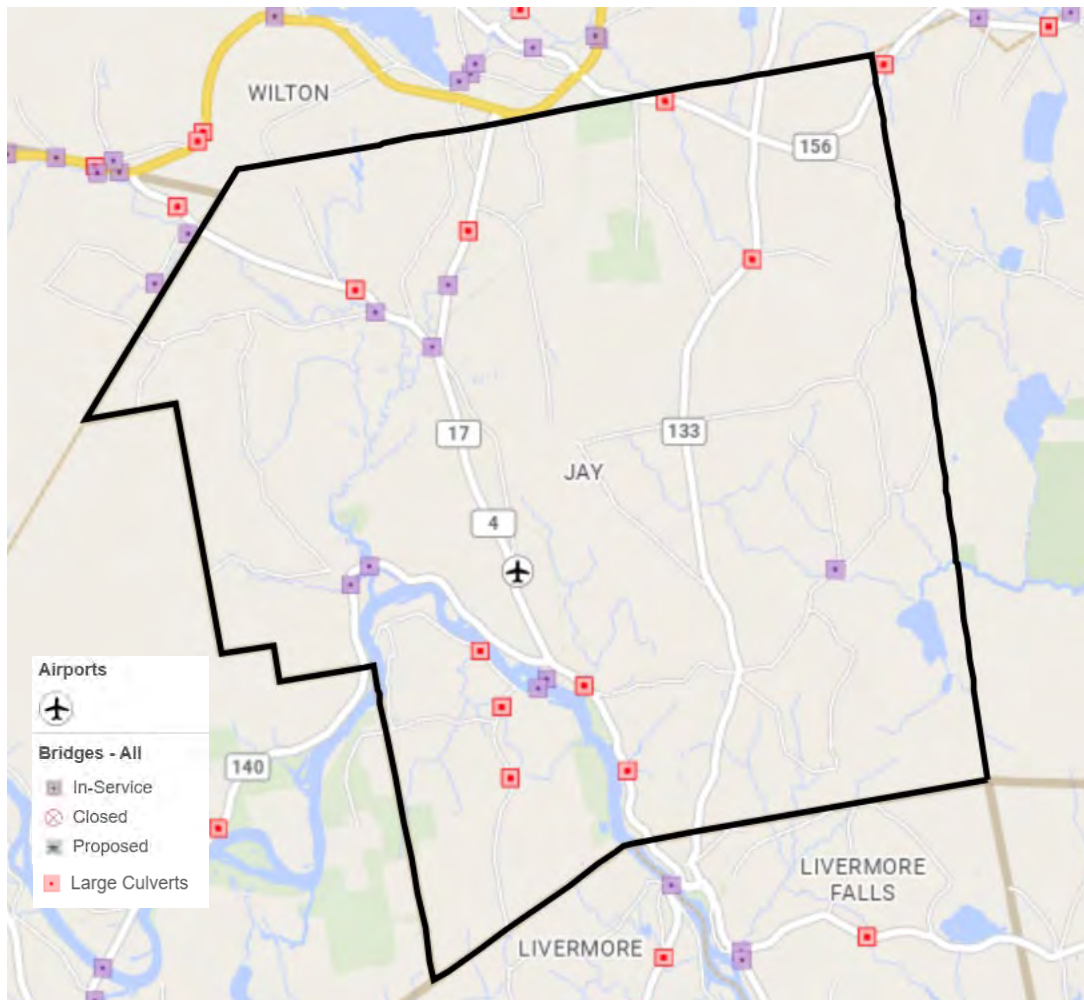


Source: MaineDOT Public Map Viewer

***NOTE: Roads shown in White are Rural Context Roads.***



## MAP 8: CULVERTS, BRIDGES & AIRPORTS IN JAY



Source: MaineDOT Public Map Viewer