

1976
Comprehensive Plan
Town of Windham

TOWN OF WINDHAM
COMPREHENSIVE PLAN - 1976

Windham Planning Board

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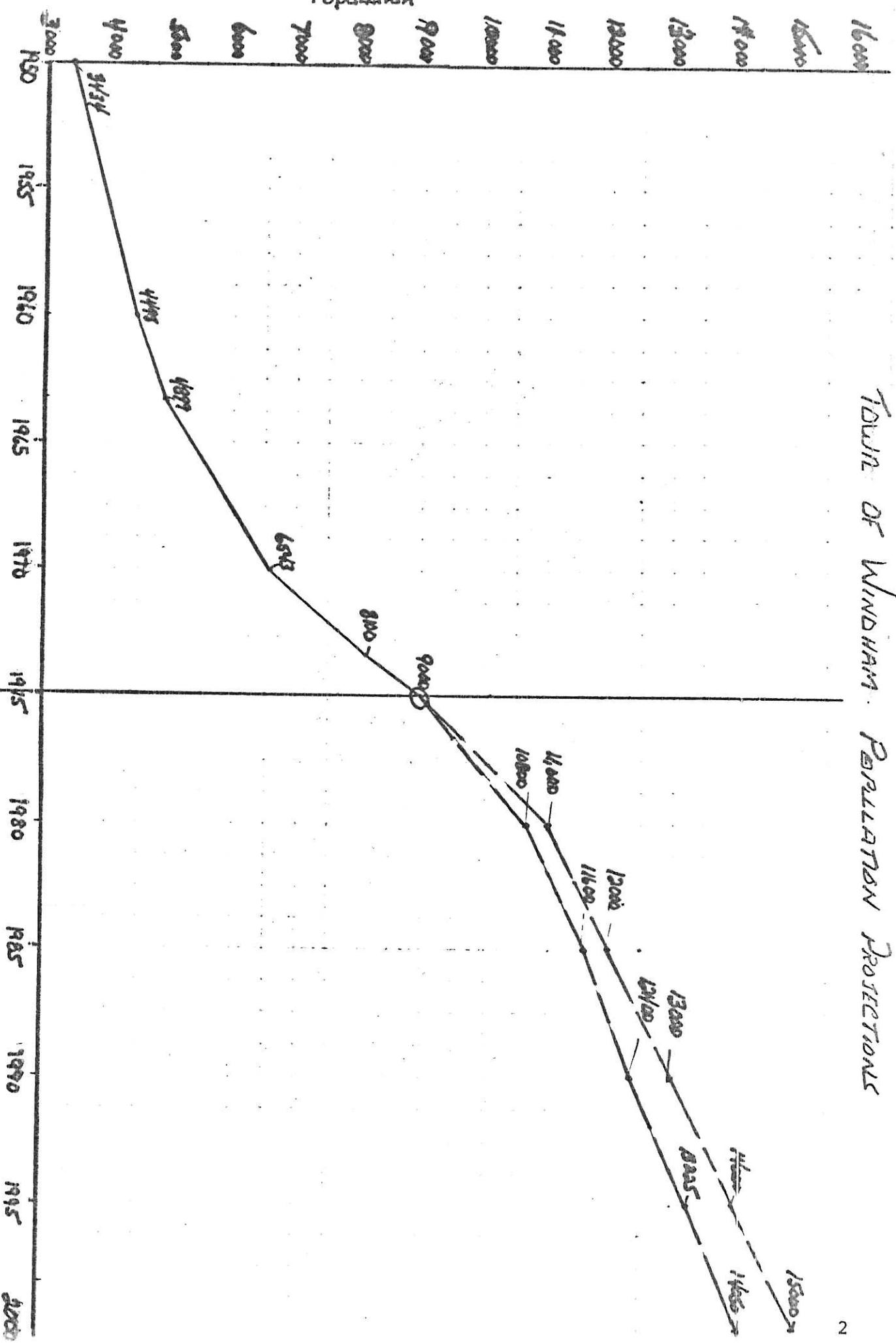
I. WINDHAM - IMPACT OF GROWTH

A. Population

In 1975 the population of Windham was estimated at 9,000 people. At the same time all of Cumberland County had a total population of 189,000, leaving Windham's percentage of Cumberland County's population at 4.8%. Between 1975 and the year 2000 it is assumed that the Greater Portland area will continue to be a growth center and that Windham will share not only in the average growth of the Greater Portland area but will continue to take a larger share of the overall population. It is estimated that between 1975 and the year 2000 Windham's percentage of the total population will increase from 4.8% to 5.7%. If the region grows at the rate anticipated the total population in Cumberland County in the year 2000 will be 261,150. Consequently, Windham could anticipate a population of 15,000 people based on that analysis. This represents a diminishing growth rate as compared to what has occurred since 1960. In 1960 the population was 4900; for the period of 1960 to 1975 the population has almost doubled. Although it will not double again theoretically in the next 25 years there still will be a significant influx of people to whom basic services must be provided.

This rapid growth has changed Windham, in a span of seven years from a rural community to a suburban community. Windham has a rich tradition of self-sufficiency and does not appear ready to accept the long established role of a suburban community. The intent of this comprehensive plan is to provide for the orderly growth of all segments of the community: single and multi-family housing, commerce, light industry and public/private recreation facilities.

TOWN OF WINDHAM POPULATION PROJECTIONS



and services. On one hand, Windham is a suburb of Portland; on the other it is the center and gateway to the lakes region and western mountains.

B. Demographic Data

The town of Windham has traditionally and will continue to represent a more cosmopolitan climate than is exhibited in other suburbs in the Greater Portland area. This has been viewed as a plus and future development should strive to maintain that flavor. Indications are that almost a clear majority of Windham residents have family incomes of between \$8000 and \$15,000. Additionally, 21% have incomes over \$15,000 and close to 30% have incomes of less than \$8000, indicating, only to a degree, Windham is a suburban community with professional business people from the Portland area. But moreover, Windham is also a traditional rural economy not blessed with the preponderance of upper income families found in other suburbs in the Greater Portland area. Education levels indicate that the majority of Windham residents have at least a high school education, with roughly 16% being college graduates. The community is a relatively new community and about 40 percent of the residents have lived here less than 5 years. On the other hand, there is still the stable population of about 22% who have lived here for over 20 years.

Windham continues to be predominately a single family residence community. Roughly 85% of the population reside in single family homes; another 10% are apartment dwellers; and less than 5% reside in mobile homes. The trend will probably continue toward a dependence on single family dwellings as the center cities of Portland and South Portland become more multi-family dwelling oriented. Windham and other communities in the area can anticipate a transfer of the family unit from the center city to the suburb; while at the same time, there is an influx

DEMOGRAPHIC DATA

FOR WINDHAM

1. FAMILY INCOME

Under 4000	11.5
4000 - 8000	18.5
8000 - 15000	48.8
Over 15000	<u>21.2</u>
	100%

4. Type of Residence

Single Family Home	84.7
APARTMENT	9.7
Mobile Home	4.2
Other	<u>1.4</u>
	100%

2. EDUCATION

Less than High School	23.3
HIGH SCHOOL GRAD	40.5
Post High School	19.7
College GRAD +	<u>16.7</u>
	100%

5. Household Size

1 Person	7.6
2 Person	30.3
3 Person	19.7
4 Person	19.7
5 or MORE	<u>22.7</u>
	100%

3. TIME IN Community

Less than one year	7
1-2 YEARS	16.8
3-5 YEARS	17.5
6-10 YEARS	18.2
11-20 YEARS	18.2
Over 20 YEARS	<u>22.3</u>
	100%

of single individuals into the center cities. This trend would indicate that the population will continue to increase and pressures will continue to exist on Windham's school system to educate the children that are part of the influx of single family residences.

C. School Enrollment

The Windham School System currently provides education for 2421 children from Kindergarten to 12th grade. It is anticipated that by 1978-79 the size of the school system will have increased by an additional 450 students or about 15%. The school system, as population trends indicate, has more than doubled from a 1960 census of 1180. This growth rate will partially stabilize in the near future as family size decreases and as the people who moved here in the late 60's and early 70's have their children complete the educational process. However, this does not negate the existing crises of available classroom space. Currently the Junior High School is in double session pending the completion of a new facility scheduled for occupancy in September 1977. However, problems will still exist at the High School level. Windham High School has a capacity of 560 students and by 1978-79 the projected enrollment will be 665. Further problems exist at the K-3 level which indicate that by 1977-78 existing facilities will be strained.

It is further interesting to note that Windham currently has the 6th largest school system in the Greater Portland area; already far ahead of the towns of Falmouth, Gorham, and Cape Elizabeth and closing in on the Scarborough school system. This indicates that Windham is a young population with many people moving into the community with school age children. For our relative

School Enrollment

	Kindergarten	GRADES 1-3	GRADES 4-6	GRADES 7-9	High School	TOTAL
1960-61	104	292	265	307	209	1181
1975-76	224	569	560	570	478	2421
1976-77	226	631	585	602	545	2589
1977-78	230	684	609	622	609	2754
1978-79	236	710	629	647	665	2887

	1975 POPULATION	1975 School Enrollment	RATIO
PORTLAND	65600	11564	5.67
S. PORTLAND	23200	5238	4.42
WESTBROOK	14760	3562	4.21
SCARBORO	10500	2557	4.10
WINDHAM	9000	2417	3.72
CAPE ENZABETH	8600	2180	3.94
GORHAM	10025	2016	4.97
FALMOUTH	6850	1655	4.14
YARMOUTH	5900	1316	4.48
FREEPORT	5700	1229	4.64

population, therefore, there is a higher percentage of school age children than other areas of the Greater Portland area, creating somewhat of an additional burden on the people.

D. Building Permit Activity

Dramatizing the tremendous increase in population has been the building permit activity within the town of Windham over the past 12 years. In that period, a total of 1303 housing units have been added to the housing stock, representing an average increase of over 100 units per year. The last 5 years has seen an even greater increase of new housing unit starts, averaging in excess of 165 units per year. This trend should stabilize and Windham can anticipate a housing unit supply increase of 90-120 a year through the rest of the 70's.

Over the past three years much of the housing development has through Farmer's Home subsidized housing programs. The impact of this program has probably peaked for the town of Windham. Consequently, future housing will be of more traditional financing system attracting the higher economic income bracket individuals. Not included in the number of housing units added has been a significant year round conversion of seasonal property. It is estimated that an additional 200-250 units have been converted in that same 12 year period.

On the other hand, commercial-industrial activity has lagged behind considerably in the comparative value generated to the community. Housing permit activity over the past 12 years has represented an increased valuation of the town of 17,340,000. During the same period, commercial-industrial development has added value of slightly over 2½ million or 12 percent of the value of single family homes. This places a tax burden on the community

in the single family homes generate school age children which, as a rule, cost the community more than the tax dollars generated. If commercial and industrial development is proceeding at the same rate as residential development than additional tax dollars are collected from the commercial/industrial properties to offset the burden incurred by predominate buildup of single family homes. The intent of this comprehensive plan is to recognize that the extent of commercial and industrial build-up must be increased to offset the additional cost incurred by the community with a predominate single family development pattern.

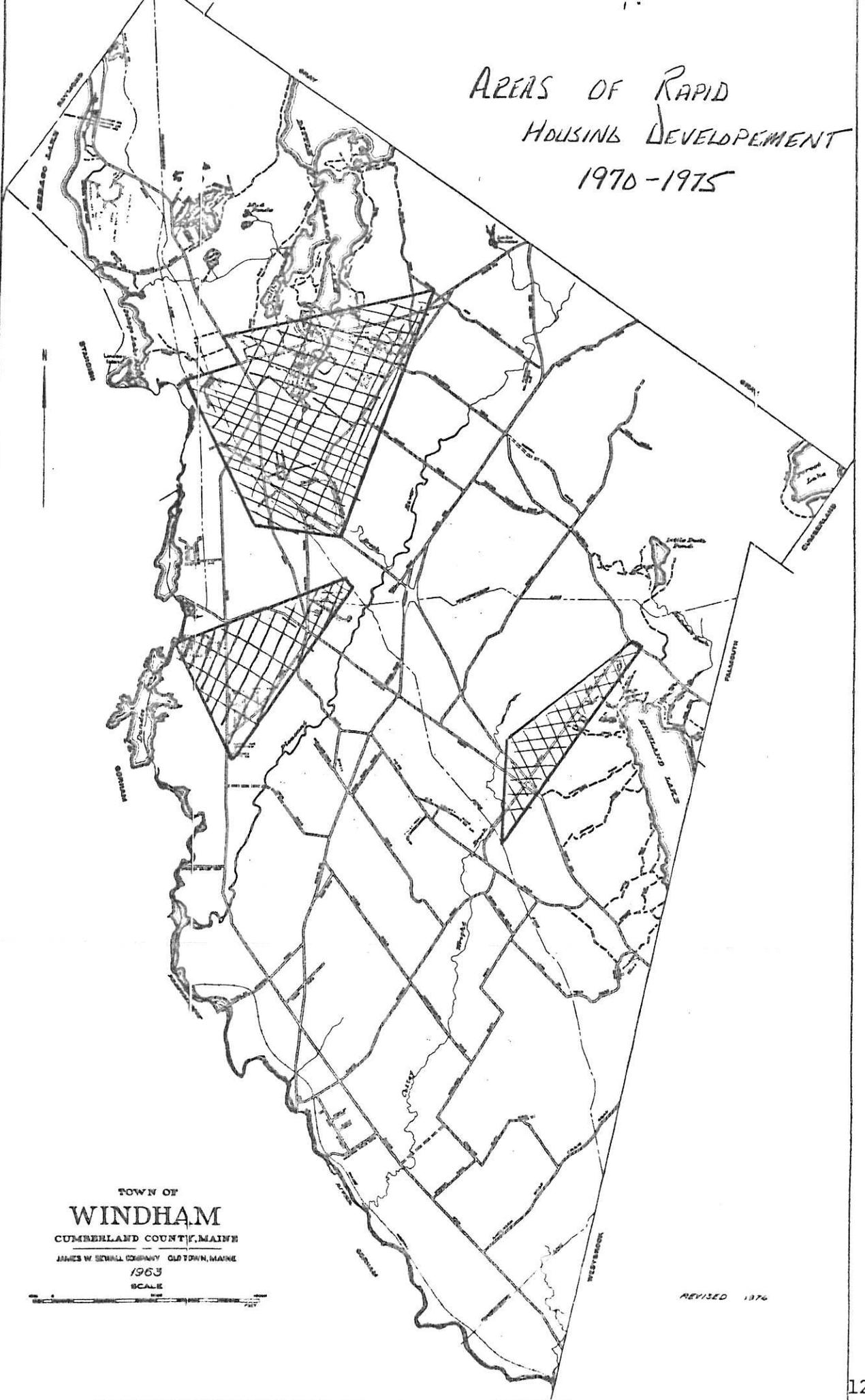
Furthermore, the influx of single family dwellings has been divided fifty/fifty between sub-divisions and developments on single plots of land. Developments on single plots of land tend to further the strip or urban sprawl development so noticeable in communities that have experienced growth prior to Windham. Further attempts should be made to increase the percentage of single family home development into sub-divisions as opposed to sprawling along existing roads. It is anticipated that as a community goal the ratio between houses in sub-divisions and outside sub-divisions should increase to 75% to 25% by 1985.

Building Permit Activity

Year

Year	No. of Units				Value in (000's)					
	Single Family Homes	Multi Family Units	Mobile Homes	Total Residential Units	Commercial & Industrial Units	Single Family Homes	Multi Family	Mobile Homes	Commercial & Industrial	
1964	53	8	-	61	6	518	56	-	42	610,000
1965	53	-	-	53	6	548	-	-	45	593,000
1966	41	-	-	41	13	442	-	-	127	529,000
1967	58	-	-	58	5	657	-	-	174	831,000
1968	65	-	-	65	2	786	-	-	17	803,000
1969	61	7	-	68	5	729	43	-	147	919,000
1970	66	6	-	72	16	849	52	-	438	1,339,000
1971	145	14	-	159	11	2400	128	-	465	2,933,000
1972	185	84	-	279	29	3167	783	-	683	4,633,000
1973	130	10	14	154	12	2867	81	120	212	3,280,000
1974	92	46	32	164	3	1995	530	201	72	2,798,000
1975	99	17	13	129	7	2386	127	99	215	2,827,000
	1048	186	59	1333	115	17346	1744	420	2577	22,135,000

AREAS OF RAPID
HOUSING DEVELOPEMENT
1970-1975



TOWN OF
WINDHAM
CUMBERLAND COUNTY, MAINE
JAMES W. SEWELL COMPANY, OLD TOWN, MAINE
1963
SCALE

REVISED 1976

II. TRANSPORTATION SYSTEM

A. Description of Windham Traffic

A discussion of the traffic flow patterns in the Town of Windham must begin with Rte 302. Rte 302 has taken on a dual function. Initially, it is the prime area for commercial development in the town of Windham serving the residents of Windham, Standish and Raymond. Secondly, it is a major throughfare from the turnpike into the Sebago Lake Region as well as the western mountains of Maine and Canada. Traffic patterns indicate that about 7000 cars pass through the exit of 302 into or out of Westbrook. In between those two points daily traffic volume fluctuates from a low of slightly less than 6000 cars immediately south of the rotary to a high of 12,000 in front of the North Windham Shopping Center. The problems of Rte 302 obviously center on the increased transient traffic as well as the increased strip development that has generated a poorly planned increasing traffic volume.

Serving as the second major route of the town of Windham is Rte 202 which travels west to east bisecting the town in half. Average daily traffic counts on Rte 202 are between 4000 and 5000 cars. To a lesser but more rapidly increasing degree Route 115 also serves as a major artery. As traffic congestion continues to grow on Rte 202 more and more cars are utilizing Rte 115 and the Gray exit on the turnpike as a means of travel.

Furthermore, as the congestion of Rte 302 continues to plague the community, two secondary arteries are becoming utilized beyond their current capacity. The first of these is the Falmouth Road. Between 1965 and 1974 the traffic volume has doubled and is now approaching 2000 cars a day. To an even greater

degree then the Falmouth Road, the River Road has assumed a secondary arterial function. its traffic volumes in some locations have increased close to 400% in the last ten years. This road is now handling in the vicinity of 5000 cars aday.

The combination of these five routes provide the major arteries in the town of Windham. Collector street indentification has remained relatively the same since the 1965 comprehensive plan. The Chute Road and the Albion Road continue to serve as collectors for east/west traffic in the southern part of town. The Park Road, Ward Road and Varney Mill Road continue to be east/west collectors for the northern part of town. North/south secondary collectors are the Pope Road and the Windham Center Road. Of these roads, the Albion Road and the Varney Mill Road have increased beyond the expectations of the 1965 comprehensive plan. Single family housing has been concentrated on these roads, either in the form of sub-division or as single lots.

B. Proposed Street Classification Plan

Prioritizing this category would reveal the following:

1. Primary Arterial-Urban Area

1. Rte 302; intersection with River Road to Whites Bridge Road.
2. Rte 302; intersection of Page Road to River Road.
3. Rte 202; intersection of Pope Road to the Rotary.
4. Rte 302; intersection Rotary to Page Road.
5. Rte 115; intersection of Rte 302 to Sandbar Road.
6. Rte 35; intersection of Rte 302 to entrance of proposed shopping center.

2. Primary Arterial-Rural Area

1. Rte 302; Westbrook line to rotary. (This road is presently sufficient).
2. Rte 302; intersection of Whites Bridge Road to Raymond line. (This road is presently sufficient)
3. Rte 202; Gambo Road to Pope Road (This road is presently sufficient).
4. Rte 202; intersection rotary to Gray line (This road is presently sufficient).
5. Falmouth Road; Falmouth town line to Rte 202.
6. River Road (All with immediate attention to vicinity of Pleasant River Bridge).
7. Falmouth Road; intersection of Rte 202 to Varney Mill Road.

3. Secondary Collector-Urban Area

1. Rte 115; Sandbar Road to Smith Road.
2. Rte 202; Gorham line to River Road.
3. Falmouth Road; intersection of Rte 115 to Varney Mill Road.
4. Varney Mill Road; intersection of Falmouth Road to Rte 302.
5. Albion Road; Falmouth Road to Rte 302.
6. Rte 202; River Road to Gambo Road.
7. Varney Mill and Smith Roads; Falmouth line to Rte 115.

4. Secondary Collector-Rural Area

Would include the Following roads not listed by priority.

Whites Bridge Road

Ward Road

Windham Center Road

Park Road

Pope Road

Albion Road; intersection of Rte 302 to Pope Road

Gambo Road

Chute Road

C. Problem Areas

Relying on statistics of the Department of Transportation the primary arteries within the town of Windham can be analyzed for their degree of critical problems. Critical Rate Factors have been determined by the Federal Highway Safety Administration based on the following table:

Score of 1.00 - 1.50 "serious"

1.51 - 2.0 "critical"

2.0 or greater "immediate attention"

Analysis indicates that all of Rte 302 has a Critical Rate Factor of 1.53, indicating that far too many accidents are occurring; such that immediate action is indicated on the part of the town, the state, and the federal government. The problem tends to peak in the North Windham area with a concentration of road sections having Critical Rate Factors in excess of 2.0 and two intersections having Critical Rate Factors above 1.59. Plans are currently being developed to submit to the state for road improvements on Rte 302.

Isolated intersections also were noted by the Federal Highway Safety Administration. The intersection of the Falmouth Road and Rte 202 has a critical factor of 3.54. The intersection of River Road and Rte 202 has a critical factor of 1.92. The intersection of Rte 115 and Falmouth Road has a critical factor of 1.77. Improved street lighting and a blinker at the intersection of the Falmouth Road and Rte 202 have been accomplished since the publication of the Critical Rate Factor information.

Progress and development should proceed slowly and deliberately along Rte 302 until such time as significant road improvements can be made to lower the Critical Rate Factor to a negligible amount. Until that time all development along Rte 302 must be seriously reviewed by municipal officials to determine what degree that development will aggravate an already critical situation.

These same statements relative to Rte 302 can also be made on the River Road. Unfortunately, Critical Rate Factors are not available for the River Road as it is not yet included in the Federal Aid System and therefore not subject to their analysis. However, the town, in 1975, did request a change in status to incorporate the River Road into the Federal Aid System. Notwithstanding, information available lends itself to a critical traffic situation on the River Road. The priority areas are immediately adjacent to the Pleasant River Bridge, the intersection of the Anderson Road, the intersection of River Road and Rte 202, and the intersection of River Road and Rte 302 and extending down to the Page Road. Developments along the River Road, until substantial repairs have been affected, should be reviewed by municipal officials to determine its impact on an aggravated situation.

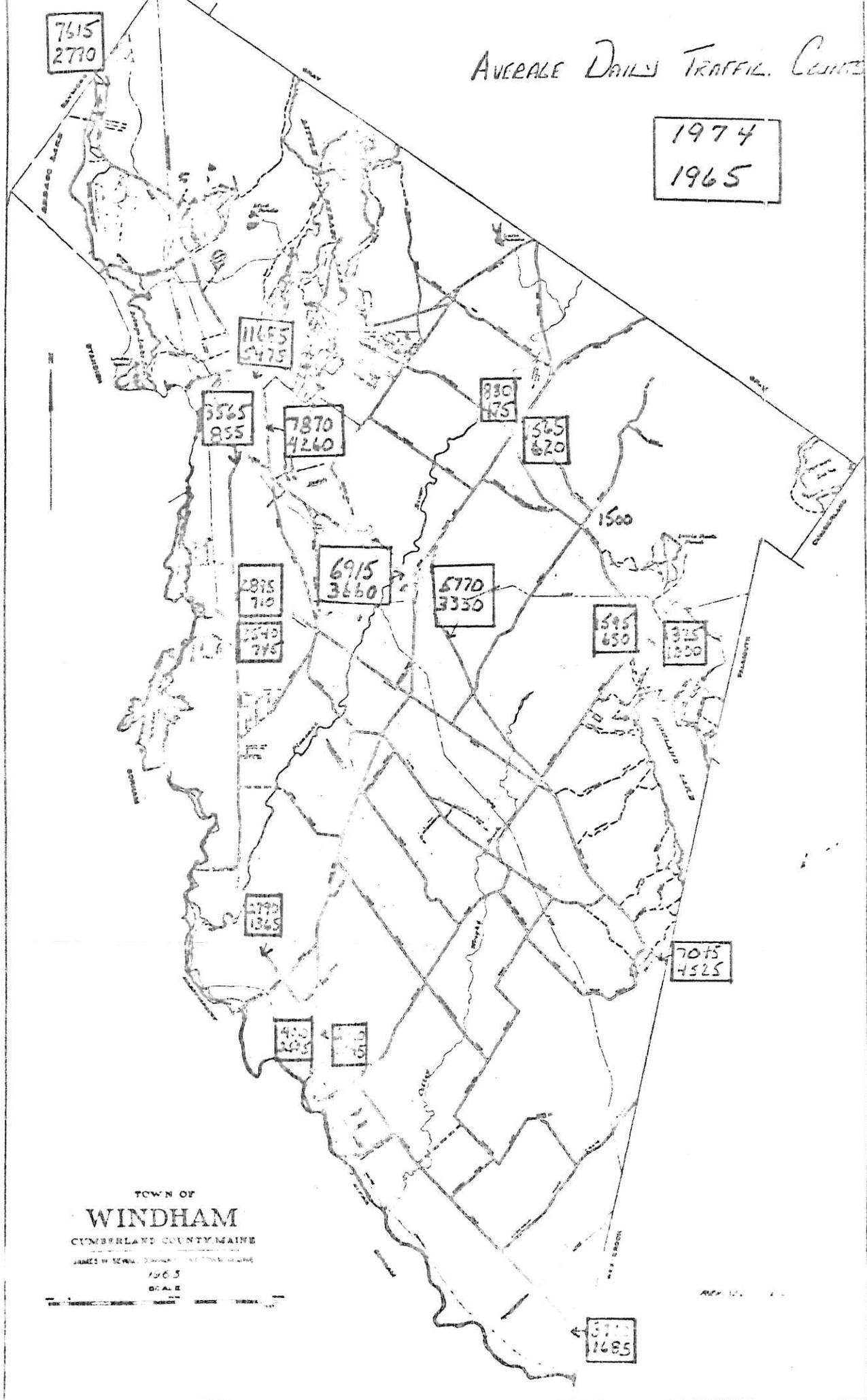
The Falmouth Road from Rte 115 to Varney Mill Road and the Varney Mill Road from the Falmouth Road west to Rte 302 are also inadequate to handle the current traffic volumes. Rte 202 in the vicinity of Windham Center is a problem in that school system development has increased local traffic and pedestrian traffic to the point where the road no longer serves as a primary arterial in an outlying area. This problem should be addressed in the immediate future with the expansion of the school complex.

D. Sidewalks/Bikeways

One problem associated with the conversion of a rural community to a suburban community is that the development of sidewalks tend to lag behind overall development. Consequently, roads that were rural are now built-up to the point where the need for consideration of sidewalks and, in some instances, bikeways is indicated. Enclosed in the comprehensive plan is the proposed sidewalk/bikeway program for the town.

AVERAGE DAILY TRAFFIC COUNTS

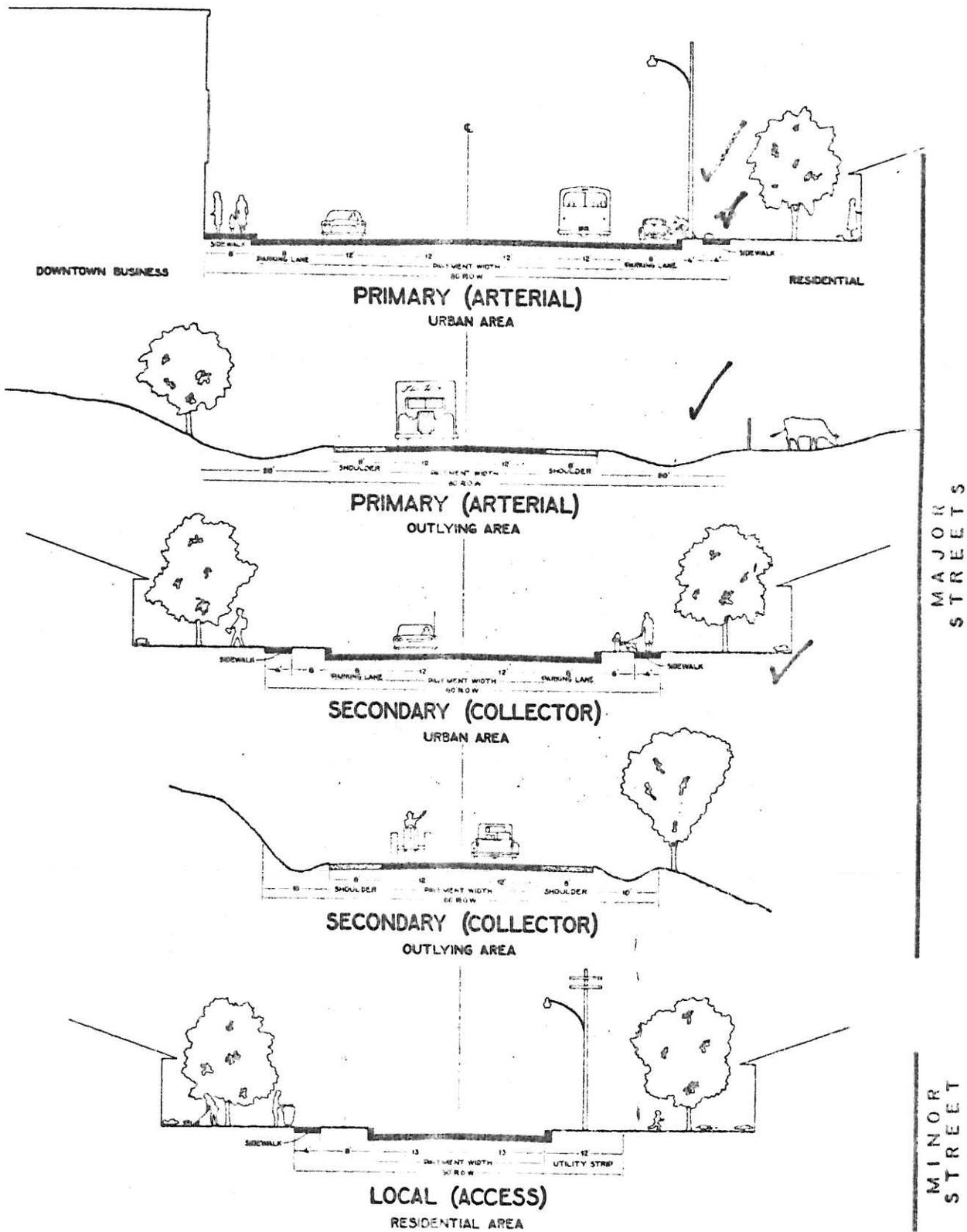
1974
1965



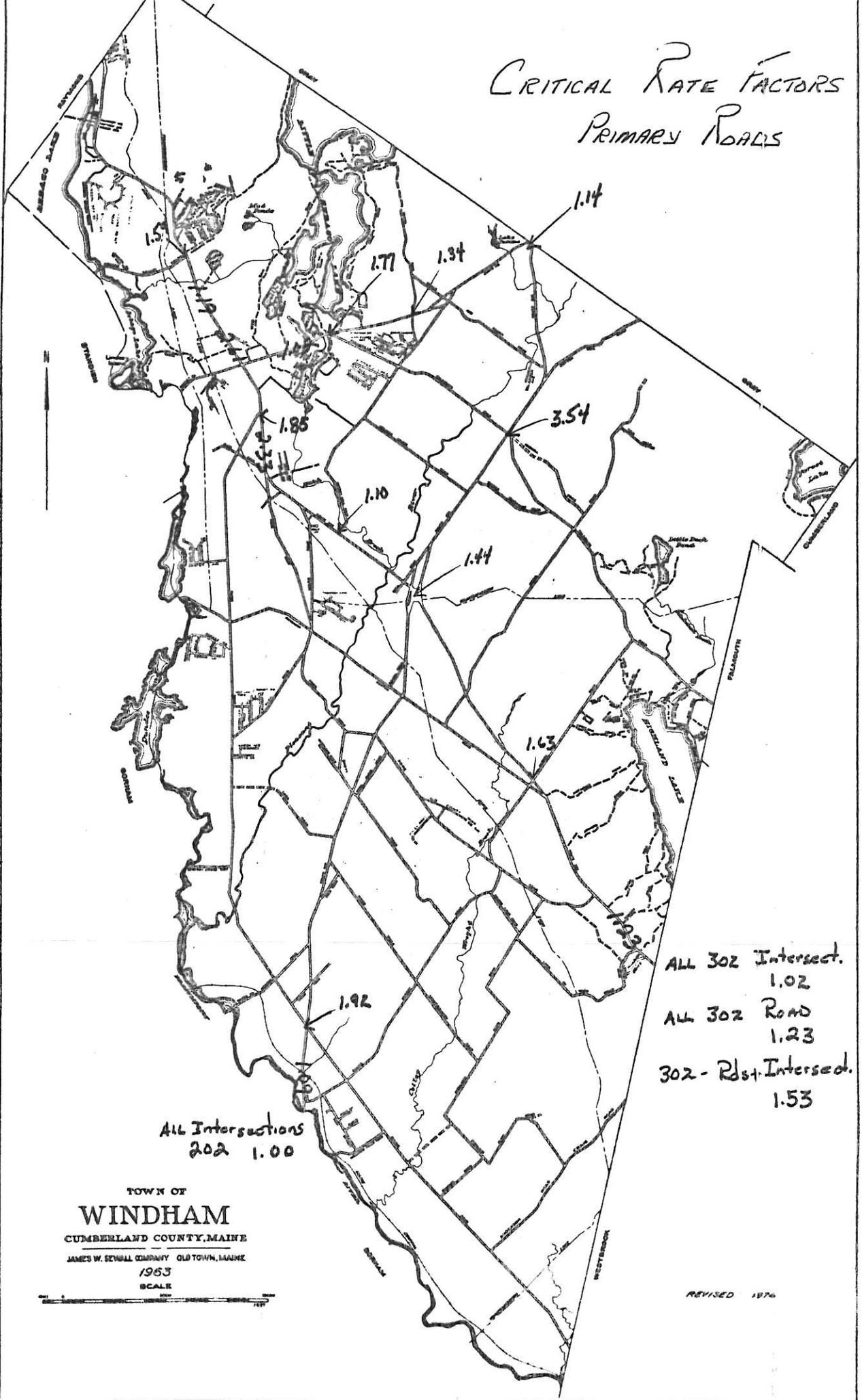
TOWN OF
WINDHAM
CUMBERLAND COUNTY, MAINE

JAMES H. SEWELL, ENGINEER, ONE TOWN SQUARE
1965
SCALE

MINIMUM REQUIREMENTS FOR STREETS



CRITICAL RATE FACTORS PRIMARY ROADS



All Intersections
202 1.00

ALL 302 Intersect.
1.02
ALL 302 Road
1.23
302 - Rdst. Intersect.
1.53

TOWN OF
WINDHAM
CUMBERLAND COUNTY, MAINE

JAMES W. SEWELL COMPANY OLD TOWN, MAINE
1963
SCALE



REVISED 1976

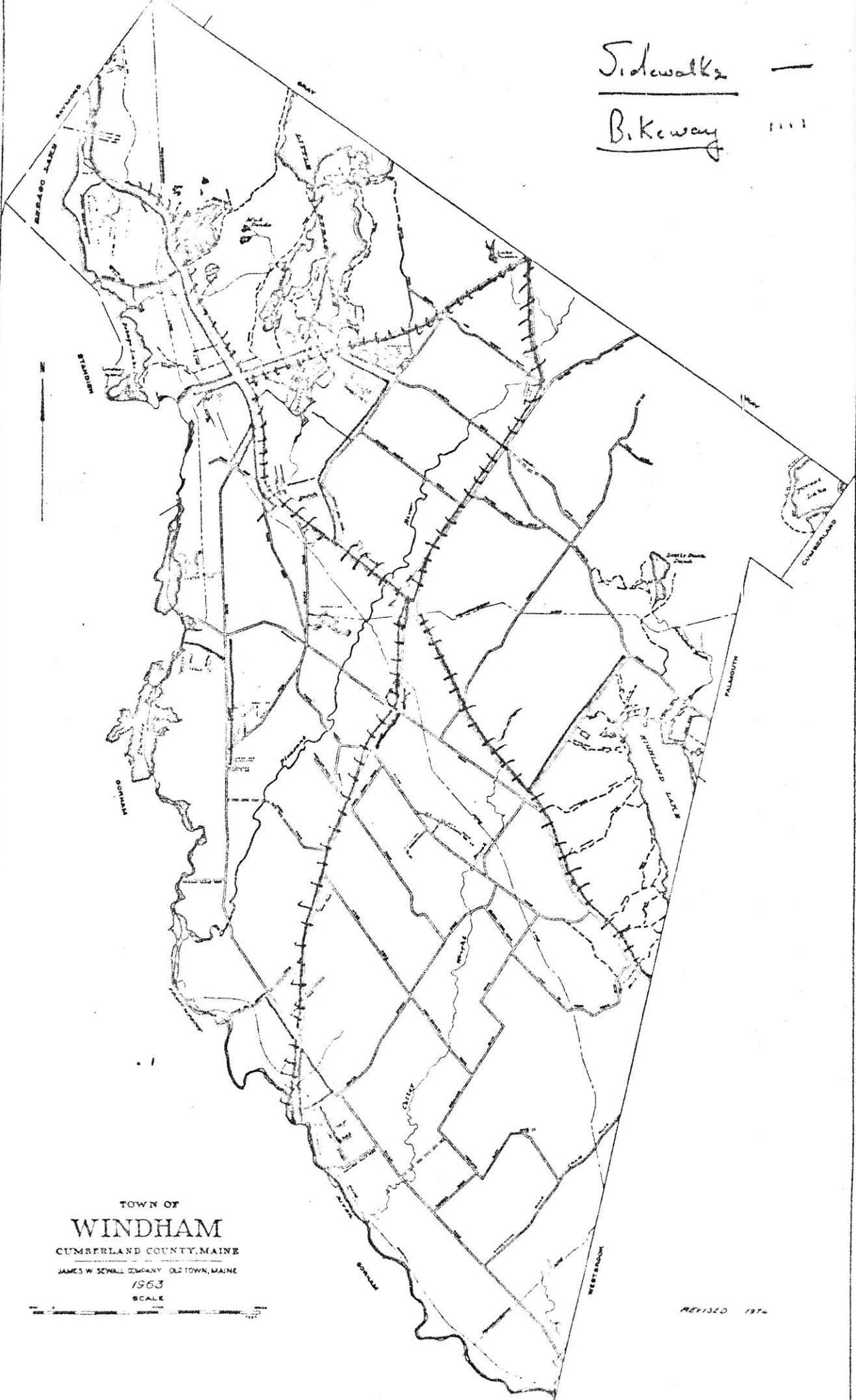
Critical Rate Factors

Major Arteries

<u>Intersections</u>		<u>Roads</u>	<u>Roads & Intersections</u>	
202/Falmouth	3.54	302 Shopping Center	2.61	302 1.53
202/River Rd.	1.92	302 Pipe Line Rd.	2.33	
302/River Rd.	1.85	All 302	1.23	
115/Falmouth	1.77	302 Westbrook	1.23	
302/Albion	1.63	302 NSC	1.19	
302/Whites Bridge	1.59	202 So. Windham	1.09	
302/202	1.44	115 No. Windham	1.02	
115/Smith	1.34			
115/202	1.14			
302/Varney Mill Rd	1.10			
All Intersections 302	1.02			
All Intersections 202	1.00			

Sidewalks —

Bikeway - - - -



TOWN OF
WINDHAM
 CUMBERLAND COUNTY, MAINE

JAMES W. SEWALL COMPANY, OLD TOWN, MAINE
 1963
 SCALE



REVISED 1976

III. PUBLIC UTILITIES

A. Water

The late 1960's and early 1970's saw a significant increase in the availability of public water to many areas within the town of Windham. No other suburban community in the Greater Portland area has expanded its water system to the degree as has been done in Windham. The expansion of these mains has also led to a burdensome financial obligation on the part of the community. In the foreseeable future the town of Windham will be paying more to the Portland Water District than any other town or city out of tax dollars for water services. Consequently, additional expansion of the system is not anticipated in the near future. The only conditions upon which additional extensions should be anticipated is if the proposals were financed privately or if a significant public health hazard were unquestionably documented. It is recommended that the town study, with the Portland Water District, the possibility of financing additional water mains through special assessments against the properties benefited by the extensions. This would be a consideration particularly for extending the water main from where it ends on Rte 302 to the Raymond line.

B. Sewer

Although the town of Windham has no municipal sewers outside of several small pipes in the South Windham area, the development of treatment capability is progressing. The current status of that progress is that the facility planning is being accomplished in the Little Falls/South Windham area. This study will analyze not only the immediate area, but will also study the problems around the Highland Lake area and the potential for connecting the Highland Lake area with treatment capability in the Little Falls/South Windham area. The impact of sewers must be analyzed from its developmental impact potential. Construction

of treatment capability in the Little Falls/South Windham area should be completed by 1981.

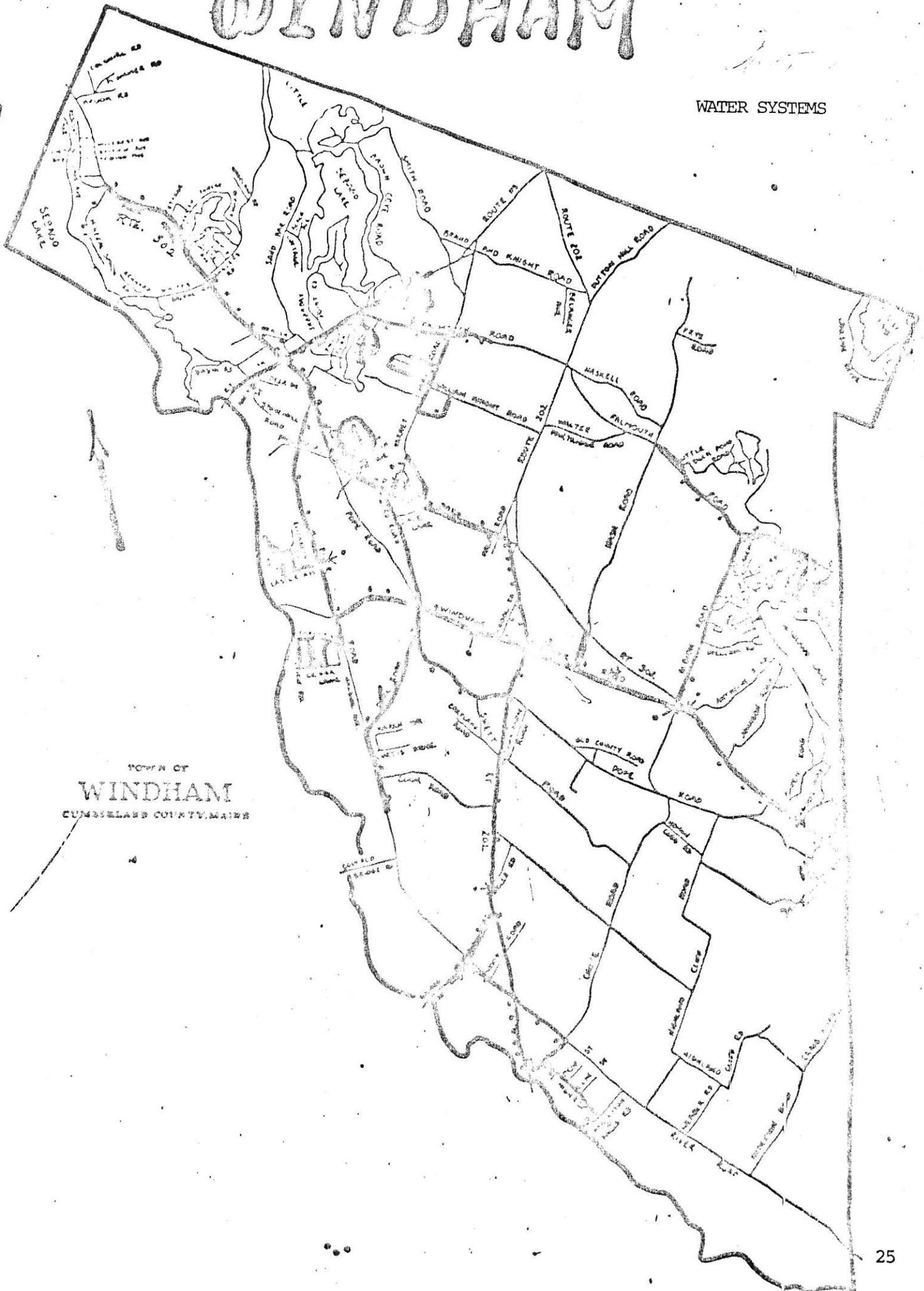
The same facilities plan is also analyzing the potential alternatives for the disposal of septic waste which, for the rest of this century, will be the primary method of disposal for the majority of Windham residents.

C. Solid Waste Disposal

The contract the town has with the Idsom Corp. for the environmentally safe disposal of solid waste through incineration realistically addresses itself to the long-term needs of the community. Assuming that the lease and agreement with the Idsom corp. are maintained, no immediate problems exist in terms of capacity of the waste disposal system.

WINDHAM

WATER SYSTEMS



TOWN OF
WINDHAM
CUNSELEARD COUNTY, VERMONT

IV. COMMUNITY FACILITIES AND CITIZEN ATTITUDES

1. Town Facilities

Town facilities are primarily concentrated around the Windham Center area. Included are the Town Office building, the School Administration building, Windham Public Library, Friends School which is the location of the Dispatch Office, the Town Garage and as more recent proposals have indicated a desire to provide community center space, the older sections of the former High School Building. Presently these services are fragmented and distributed to a degree that makes little economic sense. Duplication of services and poor communications are the result of this type of fragmentation. The town office building is currently inadequate to handle the needs of a community of 9,000 people. Continued growth will place a greater need on the part of the community to consider alternative municipal administration facilities. The building has historic significant but lacks a second means of egress, accessibility to the handicapped, an employee lounge area, conference room space and is currently over-crowded. Consideration should be given by the end of the 1970's to provide for either the expansion of the existing facilities or alternative space in another location.

The same problems that confront the town office building are equally present when discussing the school administration building. Additional space requirements will be necessary before 1980 to address the expanding administrative needs of the school department. It is advisable to consider the combination of the town office and the school administration facilities to share in office space and various supplies and materials. Photo copy needs, computer needs, and conference needs among others could all be mutually shared by the two agencies to gain the maximum

affect from those services.

The town garage, located on the Town Farm Road, is a facility that has outgrown its capacity. The building is a wooden frame structure that lacks a water supply and a septic system. The available amount of space for equipment needs is inadequate. Consideration should be given in the next several years to providing alternative facilities to house the public works equipment. At the same time new facilities are considered for the public works garage, consideration should be given to consolidating the maintenance function with the school bus department so that the facility might ultimately serve the purpose of a centralized facility for public works, school busses, and other town equipment. This proposal is similar to the one mentioned in the 1965 comprehensive plan.

The Windham Public Library is a relatively new building and within the last several years the growth pressures have led to the Trustees to consider additional expansion. The building is a modern and attractive building and is suitable for expansion without relocating the library from its present location.

The presently condemned portions of the old Junior High School are currently being analyzed for potential use as a community center. The gymnasium could serve the multiple purposes of providing large open space meeting facilities as well as recreational activities for Windham residents in both athletic and non-athletic programs. The center section of the Old Junior High School could serve the purpose of providing meeting room and public space for a variety of activities within the community. The potential does exist that the second floor of the old Junior High School could be adopted to office space by either the town or school or both.

2. Outdoor & Open Space Facilities

The major outdoor recreational facility owned and operated by the town of Windham is Dundee Park located on Dundee Pond. This facility does provide swimming and bathing activities for Windham residents. There are some picnic facilities available and some consideration has been given to a small meeting room open year round in the future.

The town of Windham currently has no public access to either Sebago Lake or Little Sebago Lake or Highland Lake. As recreation needs continue to expand the town will have to address itself to this need in responding to public demand.

Outdoor recreation facilities are currently limited. Current recreational facilities are those made available by the school department or facilities that the town has generated on school property.

Provisions for open space have currently not been made in the Town's sub-division ordinance. The need to set aside land for the use by all and to prevent unsuitable land from being developed are of paramount concern. The town should develop a comprehensive open space plan by 1980 and incorporate that into then existing land use ordinances.

3. School Facilities

With the inclusion of the new facility for grades 7-9 some pressures will be taken from school building needs. However, additional facilities will be or are necessary for the high school and the elementary schools. With the moratorium on new construction imposed by the state until July 1977 the earliest the new facility could be constructed and available would be 1981.

4. Community Attitudes

In the winter and spring of 1976 two town committees, operating independently of each other, conducted citizen attitude surveys into the perceived needs of the community. The central theme of the two surveys indicated a desire for a comprehensive development plan, provisions for additional recreational facilities, improved police protection as well as an increase in the number of employment opportunities available in the town of Windham.

Human Services Questionnaire - Winter 1976

Indication of Respondent Satisfaction with Services

Which Exist in Windham

Service	Satisfied		Not Satisfied		Don't Know		Total No.
	No.	%	No.	%	No.	%	
Availability of Housing Loans	48	33.3	25	17.4	71	49.3	144
Availability of Home Improvement Loans	43	29.9	18	12.5	82	56.9	143
Availability of Reasonably Priced Rental Housing	28	19.4	45	31.3	71	49.3	144
Local Rescue Service	123	85.4	2	1.4	18	12.5	143
Availability of Doctors	46	31.9	75	52.1	22	15.3	143
Availability of Home Health Service	28	19.4	15	10.4	101	70.1	144
Nursing Home Facilities	59	41.0	19	13.2	66	45.8	144
Availability of Dental Services	33	22.9	60	41.7	50	34.7	143
Availability of Drug and Alcohol Abuse Prevention Programs	22	15.3	39	27.1	83	57.6	144
Availability of Mental Health Counseling	16	11.1	28	19.4	98	68.1	142
Local Welfare Services	34	23.6	21	14.6	86	59.7	141
Local Elementary Schools	99	68.8	20	13.9	24	16.7	143
Local Junior High	59	41.0	45	31.3	39	27.1	143
Local High School	74	51.4	31	21.5	37	25.7	142
Local Fire Protection	106	73.6	23	16.0	15	10.4	144
Local Police Protection	57	39.6	70	48.6	16	11.1	143
Local Town Government	73	50.7	30	28.8	40	27.8	144
Day Care Services for Children	28	19.4	20	13.9	96	66.7	144
Local Recreational Facilities	49	34.0	62	43.1	31	21.5	142
Local Recreational Activities	43	29.9	61	42.4	37	25.7	141
Variety of Materials in Local Library	92	63.9	11	7.6	41	28.5	144
Hours of Availability of Library	76	52.8	20	13.9	47	32.6	143
Availability of Public Meeting Places	71	49.3	41	28.5	32	22.2	144
Programs for Handicapped	17	11.8	25	17.4	102	70.8	144
Availability of Employment Opportunities	20	13.9	78	54.2	46	31.9	144
Public Access to Lakes	63	43.8	56	38.9	25	17.4	144
Availability of Public Transportation	16	11.1	106	73.6	22	15.3	144
Availability of Youth Counseling Services	17	11.8	41	28.5	86	59.7	144
Availability of Senior Citizen Services	69	47.9	19	13.2	55	38.2	143
Availability of Senior Citizen Housing	56	38.9	41	28.5	46	31.9	143
Variety of Shopping Facilities in Windham	114	79.2	28	19.4	2	1.4	144

COMMITTEE ON WINDHAM'S FUTURE

PUBLIC QUESTIONNAIRE

	<u>Yes</u>	<u>No</u>	
1.	85%	15%	Do you own your home?
2.	15%	85%	Do you rent your home?
Are you satisfied with Windham's:			
3.	96%	4%	Rescue Unit
4.	91%	9%	Fire Department
5.	78%	22%	Snow Plowing
6.	72%	28%	Shopping Area
7.	69%	31%	Are the property Real Estate Taxes fair?
8.	65%	35%	Water Lines
9.	63%	37%	Proposed Zoning
10.	59%	41%	School System
11.	54%	46%	Roadways
12.	51%	49%	Would you use a public Bus Service to Portland?
13.	51%	49%	School Administration
14.	47%	53%	Police Department
15.	38%	62%	Recreation Department
16.	29%	71%	Do you attend Town Council Meetings?
17.	20%	80%	Sewer Lines
18.	19%	81%	Recreation Facility

V. SOILS TYPES

The identification and classification of soils types in any community is an important step in the preparation of a Comprehensive Plan. The characteristics and properties of soils and the sub-surface conditions of the ground are points of vital information necessary to establishing proper uses of the land and also in making sound decisions regarding development potential.

A soils classification study compares the suitability of different types of soil as a source of topsoil, sand, gravel and material required for the fill in road construction. The characteristics of different soils types establish their suitability for the construction and location of highways, reservoirs, and embankments. Different soils possess varying characteristics regarding the requirements for agricultural drainage, a very important item in rural areas, which rarely possess an elaborate or, more frequently, no sewage disposal system at all, are the characteristics of different soils which establish their suitability for the provision of sewage filter fields. This information is vital in the establishment of residential areas in a community like Windham which possesses no community wide sewage disposal system.

Information and data gathered in a report like this, therefore, can be of great value in establishing residential, commercial, and industrial areas. It may serve as a guide in determining the suitability of areas for differing types of drainage or sewage disposal and in locating different types of building construction.

The following is an inventory of the locations and types of soils found in the Town of Windham. The data is based upon information compiled from the records of the U.S. Soil Conservation Service.

TABLE 1
SOIL CLASSIFICATION

<u>Soil Type</u>	<u>Map Code</u>
Rough Stony Land	R
Merrimac Fine Sandy Loam	50
Muck and Peat	Mp
Gloucester Very Stony Sandy Loam	15
Gloucester Sandy Loam	14
Charlton Loam	34
Elmwood and Swanton Fine Sandy Loam	61/63
Belgrade Loam	01
Melrose Fine Sandy Loam	60
Biddeford Silt Loam	67
Scantic Silt Loam	66

Routh Stony Land (R)

This type of land is characteristic of hilly, rocky areas and is a predominant condition existing in the northwestern portion of Windham in the vicinity of the high lands around Little Duck Pond, and stretching in a northerly direction to the Town line and thence westerly across to Route 202. A characteristic of the land in this particular location is the steep and difficult topography and its generally broken nature. In the troughs formed between the high elevations in this area there are several large deposits of Gloucester Very Stony Sandy Loam which has different characteristics from the rough stony condition and of the surrounding area, and is generally considered to be good both for building purposes and drainage. Generally the northeastern portion of the town, in the location mentioned above, is the area where this rough stony condition prevails. There are, however, a number of isolated small pockets of the same condition existing throughout the southerly portion of the community. In all of these areas it could be expected that grading and land preparation would be difficult and probably expensive, although here and there the conditions might vary.

Reference to the map will show that these isolated pockets of loam occur generally in the vicinity of Jones Hill, Milliken Hill, Small Hill, and Canada Hill, all of which are located in the southeast portion of the Town and adjacent to the Westbrook line. A further substantial area of rough stony conditions exists on the southerly side of Route 302 in the triangle of land formed by 302, Albion Road and Pope Road. The condition is fairly well centered in this area, the boundaries being of more suitable soil condition for building purposes. A further smaller outcropping of the condition exists on the Nash Road just above the intersection with Route 302.

Merrimac Fine Sandy Loam (50)

This soil type is rated as being good as a source of topsoil, sand, gravel and road fill. The soil type has no limitations regarding highway location. It is not, however, suitable for the construction of reservoirs or embankments. Special agricultural drainage is not needed and there appears to be no limitations on irrigation. It is rated as good for the provision of seage filter fields and also good for low building foundations.

Merrimac Fine Sandy Loam in any quantity appears to be exclusive to those portions of Windham located north of the line of the Pleasant River. The condition predominates over large areas around North Windham. It stretches for a considerable distance above North Windham on either side of Route 302 and also southerly of North Windham along the line of 302 to the approximate location of the Ward Road. Reference to the map will show that the condition prevails entirely around the Collins Pond area and around the southerly shore and easterly shore of Hunger Bay as far as Hall Point. The same condition prevails around the entire area of Pettingill pond and between the Pond and Little Sebago. The only break in this very extensive pattern is to the west of Hunger Bay and in the immediate vicinity of Chaffin Pond where a large area of swampy condition

exists.

A further extensive pattern of Merrimac Fine Sandy Loam covers the entire area of Windham Hill. Reference to a map will show that this stretches about the axis of the Park Road and Ward Road through Windham Hill and follows almost identically the topographic pattern of the hill area.

A similar condition also exists to the west of the River Road and covers the entire area of Dundee Hill.

There are only two known isolated pockets of this Merrimac Fine Sandy Loam existing below the Pleasant River. The first is in the vicinity of Newhall where there is a gravel working. This is located just southerly of the confluence of the Pleasant and Presumpscot Rivers and is in the area generally contained by the Maine Central Railroad right-of-way, the Newhall Road and River Road. The second deposit exists in the low lying area between Canada Hill and Milliken Hill and stretches in a north-westerly direction along the axis of Land of Nod Road and extends beyond that point to the Hemon Cobb Road where it joins with Chute Road.

Muck and Peat (Mp)

Reference was made to the location of a large swampy area in the vicinity of Chaffin Pond in North Windham. A similar condition to that of swampland is that generally classified as muck and peat. In the entire area of Windham there have been identified only three known locations where this condition exists. Each consist of quite a small deposit. The first one is in the adjacent area to the northeast bank of Chaffin Pond. The second deposit is located to the west of Route 302 just below North Windham and is contained in a low-lying area generally framed by the River Road, Route 302 and the cemetery across from the Arlington School. The third deposit known to exist is in the low-lying swampy area at the northern tip of Highland Lake between the shores of the lake and the Falmouth Road. Evidence of this

condition is the fact that this is about the only shore area of Highland Lake within the town limits of Windham which has not been developed for lake-side residential use. The area is clearly unsuitable for construction purposes.

Gloucester Very Stony Sandy Loam (15)

The suitability of this type of soil deposit is considered to be fair to poor on stony areas as a source of topsoil. It is considered to be good as a source of sand and material for road fill but poor as a source of gravel. There are no limitations regarding the location of highways. The type of soil, however is rated as poor both for resevoir and embankment work. As far as agricultural drainage is concerned none is required in areas where this condition prevails. The water holding capacity of the material is rated as low and as far as irrigation is concerned frequent application is requiried. In the case of waterways it is rated as fair although erosion is a problem. This type of soil is rated as good for the provision of sewage filter fields and also good for the construction of low building foundations.

There are only three areas in the community of Windham where deposits of this type of soil are known to exist. The first area is that mentioned in the first paragraph dealing with rough stony land. In the valleys formed by the high topography in the northeastern part of Town above Little Duck Pond are to be found substantial deposits of this type of soil. A further substantial deposit exists between the Presumpscot River and the River Road and stretches from a point just below Route 115 in North Windham southerly along the line of the Presumpscot River to Great Falls. A substantial deposit also exists on the easterly side of the Colley Wright Brook and generally in the angles of the intersections of Highland Cliff Road and Hemon Cobb Road, and Chute, Pope and Albion roads.

Gloucester Sandy Loam (14)

The same properties noted for Gloucester Very Stony Sandy Loam in the above paragraph exist for this type of soil. This soil type is a dominant form of deposit in the area of the Town lying below the line of the Pleasant River. In the plain contained by the highlands of Baker Mountain and Libby Hill, the Presumpscot River, Highland Lake and Route 302 this is a prevailing type of soil condition. Further substantial deposits of this soil type exist on the east side of Black Brook. The area stretches generally in a southerly direction from the Windham Center Road along the line of Black Brook southerly to South Windham and is contained on the easterly side by the line of Chute Road. Further lesser and more scattered deposits of the condition exist generally in the low-lying areas to the south, west and east of Canada Hill, Small Hill and Milliken Hill.

Charlton Loam (34)

This type of soil is rated as good and fair to poor on stony places as a source of topsoil. It is also considered to be good as a source of road fill. It is not, however, suitable as a source of sand or gravel. For the location and construction of highways, this soil type offers no limitations. It is considered to be fair for construction of reservoirs although it is noted that treatment might be needed. It is good for embankment work. As far as agricultural purposes are concerned drainage is not required in this soil type and for irrigation purposes the water holding capacity is moderate. For the construction of diversions it is noted that erosion is the only limitation and the same reservation is made regarding the construction of waterways. It is fairly well suited for the provision of sewage filter fields and is well suited for the construction of low building foundations.

As can be seen from the map, four major deposits of Charlton Loam exist in Windham. The first substantial deposit exists in the immediate vicinity of Windham Center. The Center being the mid-point of the deposit. Further substantial deposits

extend from a point below Windham Center along the axis of Route 202 all the way down to Newhall where it ends abruptly at the line of Wood Road.

Deposits of this soil occur again in South Windham and are located in two places, the first being in South Windham itself generally between the Maine Central Railroad right-of-way and the River Road and contained to the north and south by Chute Road and Mallison Falls Road. A further substantial deposit is located in the Anderson Hill vicinity and lies southerly of the cemetery on Anderson Hill and stretches towards the line of the Maine Central Railroad and the Presumpscot River. The deposit also spreads northerly above the River Road for a short distance.

Elmwood and Swanton Fine Sandy Loam (61/63)

This grade of soil is considered suitable as a source of topsoil and good deposits can be expected to clay layer. It is not considered suitable as a source of sand or gravel and is only rated as fair source of supply for road fill. It may only be considered as fair to the clay layer and generally is poor below either that layer or below 30" from the surface. As far as suitability of this type of soil for the location and construction of highways, it is susceptible to high water table and is considered unstable in frost conditions. For construction of reservoirs and farm ponds it is considered generally to be good but because of the permeability of the material some seepage might occur. For embankment purposes it is stable when compacted. For agricultural drainage purposes, because of the seasonal high water table in this type of soil, ditch banks are generally considered to be unstable in this material. There is an erosion problem in open drains. As far as irrigation is concerned the properties are rated as moderate, and some careful management is required.

This type of soil is not considered suitable or at best poorly suited for the construction of sewage filter fields. Similarly, because of the high water table characteristics, it is poorly suited for low building foundations.

This type of soil is characteristic of the deposits in river valleys. It is not surprising, therefore, that the entire pattern of deposits is co-terminous with the alignment of all of the water courses and rivers in the Town of Windham. As can be seen from the map the pattern does break up the community in a northeasterly-southwesterly direction, substantial deposits being located in the beds and surrounding valleys of the Pleasant River, the Black Brook colley Wright Brook and the Inkhorn Brook. With the exception of those found along the course of the Pleasant River the greatest concentration of deposits occurs along the Presumpscot River in the general vicinity of South Windham, conditions here being considered of poor sub-surface quality.

Belgrade Loam (01)

Belgrade Loam may be rated as a poor to fair type of soil and possesses characteristics assumed to be generally similar to the Elmwood and Swanton categories described above. A number of relatively small deposits of this type of soil are located on the western boundaries of the Town close to the Presumpscot River.

The first of these occurs in the general vicinity of Great Falls. The second is on the eastern bank of the Presumpscot River located at and below the confluence of the Pleasant River with the Presumpscot River. Two further deposits are located in the South Windham vicinity. The larger of the two being within the property of the Maine State Reformatory and the smaller being located northerly of the intersection of the River Road and Chute Road.

Melrose Fine Sandy Loam (60)

Melrose Fine Sandy Loam is considered good as a source of topsoil and fair as a material for road fill except where clay conditions exist. It is not considered

suitable as a source of either sand or gravel deposits. For the location of highways or highway construction it is considered susceptible to frost because of the plastic substrata condition. For the construction of reservoirs it is rated as fair to good. It has permeable surface and slowly permeable substrata. For embankment purposes it is considered to be fair when mixed. For the purposes of agricultural drainage none is considered necessary and it is good in terms of agricultural irrigation. There appear to be no limitations generally except those of possible erosion in diversion work. The same would apply to waterways.

This type of soil is rated as fair for the provision of sewage filter fields. It is slowly permeable in clay. As a material for supporting low building foundations it is rated as poor.

The instances of deposit of this material in Windham are both limited and small in size. The largest deposit in the community exists in the extreme southerly corner of Windham between the River Road and the Maine Central Railroad. Further small isolated deposits of this material exist between the Maine Central Railroad and the River Road just to the south of the Maine State Reformatory. A further deposit is situated at the southern tip of Windham Hill and located to the east of the intersection of the River Road and Park Road. A small deposit is located on Route 302 at the Westbrook-Windham line. This is a deposit which covers a small area and tapers off to either side of Route 302. A further deposit of some significance is located at the northern tip of Highland Lake and straddles the area formerly mentioned which contained a small pocket of muck and peat. This condition is again reflected by the absence of any build-up of property in this particular location.

Biddeford Silt Loam (67)

This material is not considered suitable as a source of topsoil, sand or gravel and is rated as poor material for road fill purposes. In addition to this for the purposes of highway location the material is susceptible to frost and does possess

high water table. It is generally rated as good for reservoir areas and for farm purposes but for embankment construction it is rated as unstable since it needs additional coarse material. For agricultural purposes, irrigation, diversion and waterway requirements are not needed. In terms of agricultural drainage it possesses very slow permeability qualities and seasonal high water table.

For sewage filter field construction the material does have very slow permeability and high water table and, therefore, could give rise to problems. The high water table and poor bearing qualities render the material poor as a low building foundation support.

Deposits of this material in Windham are generally few and far between, the locations being small and scattered. The largest deposit exists in the vicinity of the Maine State Reformatory on either side of the River Road. Other isolated locations have been identified upon the accompanying map. No dominant trend or pattern appears to exist. Isolated instances, however could give rise to particular problems because of the generally poor characteristics outlined above.

Scantic Silt Loam (66)

This material is considered fair as a source of topsoil supply but is generally rated as poor as a means of furnishing road fill. It is not considered suitable at all as the source of sand or gravel deposits. For purposes of highway location the material does possess a high water table which is subject to frost action. It is plastic and, therefore, cuts are unstable. Where farm ponds or reservoirs or embankments are contemplated the material is slowly permeable and has poor stability.

The material is not considered suitable at all in areas where sewage filter fields are contemplated. It is likewise poorly suited, because of its high water table, to low building foundations. Only two areas in Windham have been identified as possessing this type of deposit. Both are associated with the heads of streams

The first one being located at the head of a tributary feeding the Pleasant River and is situated at the toe of the slope of Baker Mountain and Libby Hill and is generally in the location of the intersection of the Nash Road and Falmouth Road commonly known as Ireland Corner. The second location is situated southeasterly of Windham Center and consists of the tributaries forming the head of the Colley Wright Brook. The deposits straddle Route 302 and the Windham Center Road and are located in the gullies of the tributaries to the brook.

VI. COMPREHENSIVE DEVELOPMENT PLAN

A. North Windham Area

It has long been recognized that the commercial center of the Town of Windham lies along Route 302 in the North Windham area. The town has experienced some strip development along Route 302 to the point that the road in North Windham area has become the downtown section of Windham. This area serves a rapidly growing population both in Windham and the surrounding communities as well as servicing a heavy summer transient trade.

For the purpose of this plan it is recommended that a commercial district along Route 302 extend from the intersection of the Page Road and northerly past Pettingill Pond. Furthermore, it is recommended that sufficient depth be established so that off-street commercial development can occur.

The North Windham area around Little Sebago Lake as well as the Varney Mill Road, extending down to Route 302 has become the residential section of town. The heaviest density of people reside in this area and its residential character has been unequivocally established. Recognizing the exceptional soils and access to schools and shopping centers, this area should serve as a prime residential section of town. Density of approximately two lots per acre is acceptable.

In North Windham, from the White's Bridge Road to the Raymond line, there is located a newer area of residential development. The soils are good, but not of the quality in the previously mentioned residential district. Therefore, it is recommended that this area be considered a residential district with lot sizes half again as large as in the other residential district.

The area of Mt. Hunger is a potential residential district. However, in the absence of any municipal services, it is recommended that this area be preserved for future consideration.

The east shore of Sebago Lake west of the Smith Road has some development pressure and soils that could handle a density of approximately 1 housing unit per acre. East of the Smith Road the soils deteriorate rapidly.

B. East Windham Area

The area roughly bounded by just south of the Varney Mill Road and Route 302 is the primary farming area of the community. Soils are not particularly good for the handling of septic waste. Therefore, it is recommended that the general purpose of this plan would be to maintain the essential farming characteristic and large lot residential units of the area. The primary exception to this would be in the vicinity of the Albion Road where soils have improved somewhat. In this area municipal water is available and a density of one house lot per acre could be accommodated.

It is further recommended that an additional commercial district be established in the vicinity of Foster's Corner and extending up Route 302 on the southerly side to the Varney Mill Road. This area conceivably could be developed in depth either commercially or as light industry. Soils would be adequate for large systems and the location is excellent. This area also has municipal water.

C. Windham Center Area

The area comprising Windham Center extending over Park Road to the River Road and down to the Presumpscot River, then extending northerly along the River Road also takes in Windham Hill which is another area of residential development. However, at the same time, particularly along the River Road, there are some agricultural activities. Outside of Windham Hill, this area represents an area in transition from predominantly farm use to a mixed farm/residential use. Therefore, it is recommended that this district recognize both the farming characteristics as well as the residential characteristics of the area. Recommended lot size would be in the vicinity of one unit per acre.

D. Route 302 - The Albion Road to the Westbrook Line

This area is also experiencing a fair amount of strip commercial development along Route 302. Recognizing the basic commercial characteristics and its potential, it is recommended that this area be considered as a commercial district allowing some depth to encourage off-street development.

E. South/West Windham Area

The land in an area formed by Route 302, Windham Center Road, and Route 202 has generally the same characteristics as East Windham. Soils are marginal and there is no heavy concentration of development. It is recommended that this area be considered a farm district with a housing density of approximately one unit per two acres.

F. South Windham Village

South Windham Village has a variety of residential, commercial and industrial uses and these should be reflected in a land use ordinance. A residential district should extend up Route 202 to include both the Wood Road and the Gambo Road. A residential district should also extend down into the Mallison Falls area.

North of South Windham Village along the Railroad tracks on both sides of the Gambo Road there is located a prime potential industrial area. It is further recommended that this industrial district extend northeasterly past the River Road extending up to the Cook Road as an area of future industrial use.