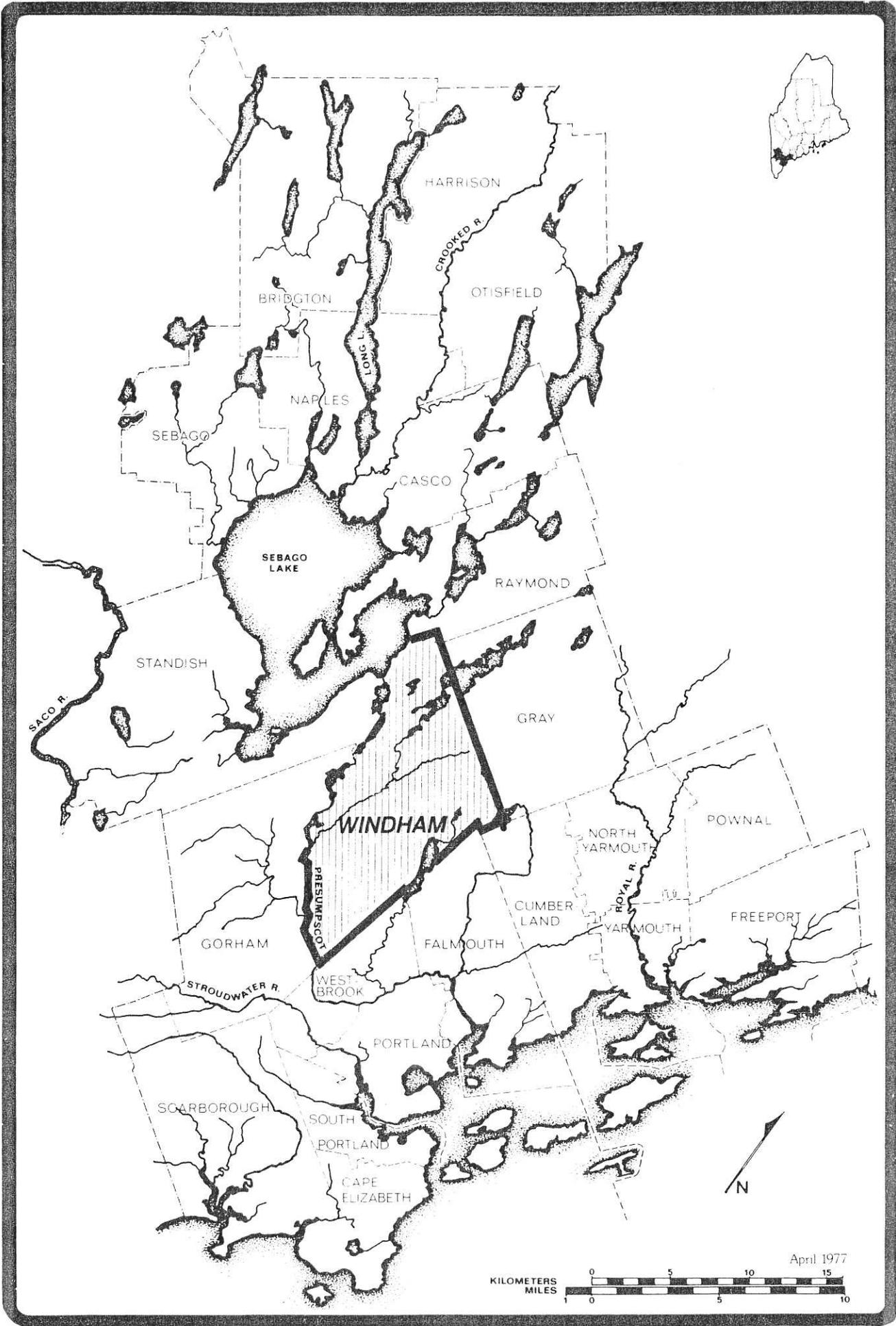


WINDHAM

COMPREHENSIVE PLAN
1985





1985
COMPREHENSIVE PLAN
TOWN OF WINDHAM

Windham Comprehensive Plan Committee

David Tobin, Chairman
Paul Adams
Betty Barto
Norman Belanger
William Chipman
John Gillespie
Harold Leighton
Fred Panico
Lincoln Partridge
Gary Winship

Mark Green, Town Manager
Jacqueline Hewett, Town Planner

Report and Maps prepared by Greater Portland Council of Governments

William G. Carroll, Senior Planner
Keith Peterson, Cartographer

TABLE OF CONTENTS

	Page
Introduction	
I. Background Data.....	1
II. Physical Features.....	9
III. Goals.....	12
IV. Transportation.....	14
V. Housing.....	20
VI. Economic Development.....	24
VII. Recreation.....	29
VIII. Sewers and Solid Waste Disposal.....	33
IX. Municipal Facilities.....	36
X. Farmland.....	47
XI. Historic Preservation.....	50
XII. Land Use.....	53

INTRODUCTION

The 1985 Comprehensive Plan has been prepared by the Windham Comprehensive Plan Committee as a guide for the Town's development over the next five to ten years. This plan replaces the last comprehensive plan which was prepared in 1976.

The Comprehensive Plan has several purposes:

- To provide a sound and reasonable basis for the development of local zoning, fulfilling the requirements of State law (30 MRS §4962);
- To provide a guide (direction) for the Town administration in making capital improvements and regulatory decisions;
- To coordinate the goals and policies among different issues and programs, such as transportation, housing, economic development, and environmental protection;
- To create a forum for consideration of the long-range issues of the Town's development, (considering the various points-of-view and interests), and to move towards a consensus on a growth policy for the Town.

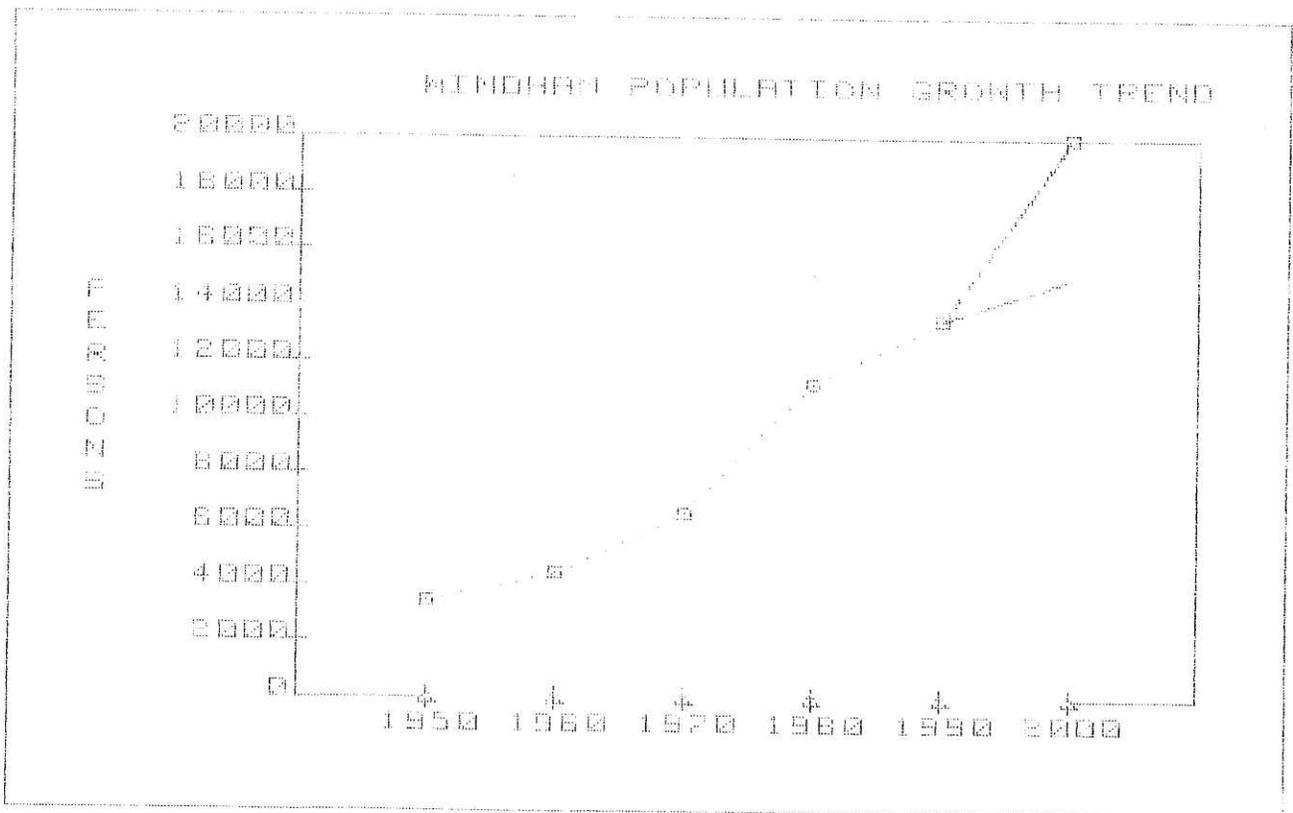
This 1985 Comprehensive Plan is proposed as part of an ongoing process of town planning. The plan should be reviewed periodically, data should be updated, and policies and strategies should be revised as appropriate.

I. BACKGROUND

1. GENERAL:

The 1980 U.S. Census counted 11,282 persons in Windham, showing an increase of 4689 persons - 71% - since 1970. This increase was the largest of any municipality in the State during that period. The tables on the following pages show the characteristics of the population of Windham, the trends, and how Windham compares with the Portland region as a whole. The following table shows the historical growth of the town:

1850	.....	2380
1900	.....	1929
1950	.....	3434
1960	.....	4498
1970	.....	6593
1980	.....	11282
1984	.....	12136 (estimate)

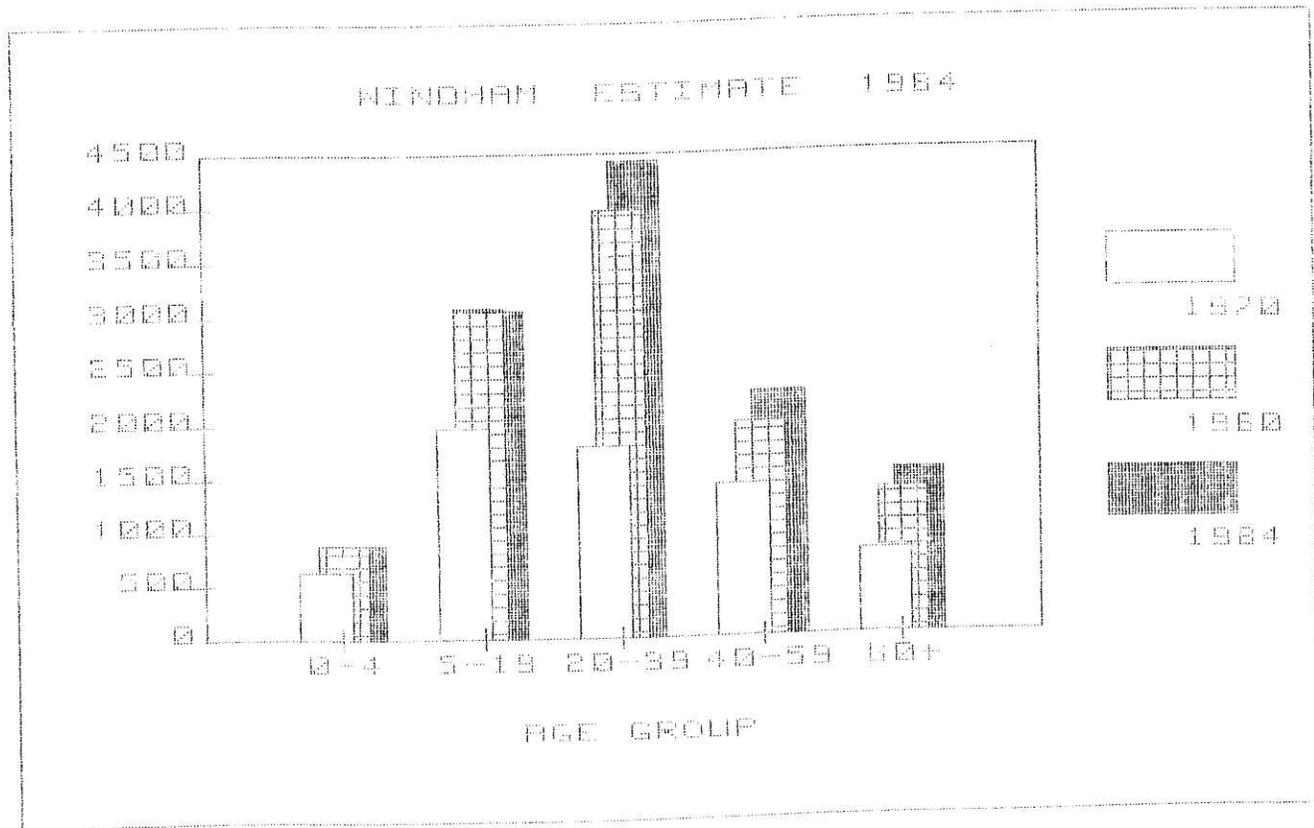


2. AGE DISTRIBUTION AND PROJECTIONS:

The following table and graph show the distribution of the population by age group from 1970 to 1980, and includes the 1984 estimates of population. The 1984 estimates are based on birth records and building permits. It is interesting to note the trends in particular age groups which will have implications in planning for community facilities and services, such as the 5-19 (school age) bracket and the elderly bracket.

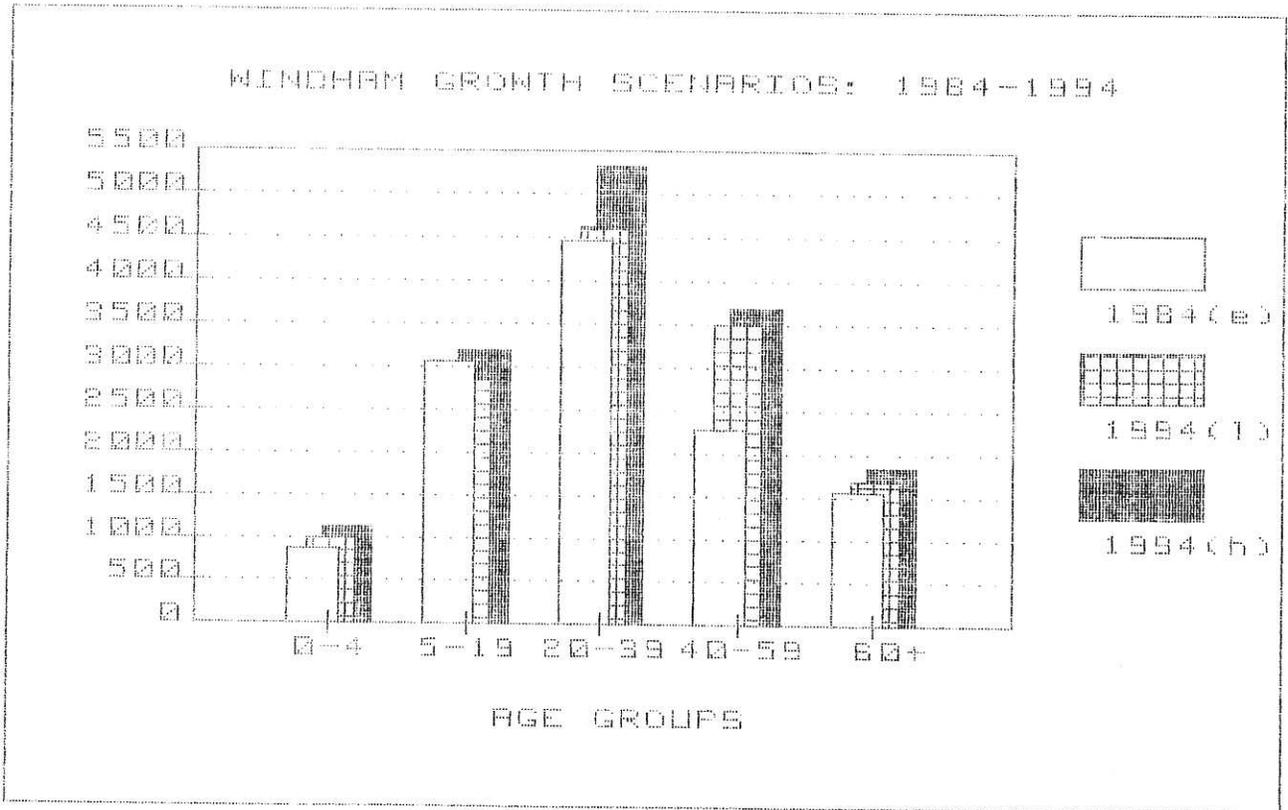
The following page shows alternative 10-year population projections, based on the 1984 estimates and a variety of assumptions.

WINDHAM AGE GROUP	POPULATION ESTIMATE 1984					TOTAL
	0-4	5-19	20-39	40-59	60+	
1970	620	1972	1788	1436	777	6593
1980	876	3080	3968	2010	1348	11282
1984	867	3044	4424	2264	1536	12136



WINDHAM POPULATION PROJECTIONS: 1984-1994

<u>AGE GROUP></u>	<u>0-4</u>	<u>5-19</u>	<u>20-39</u>	<u>40-59</u>	<u>60+</u>	<u>TOTAL</u>
1984(e)	865	3071	4480	2275	1548	12240
1994(n)	960	2706	4327	3418	1610	13021
1994(l)	1005	2855	4618	3494	1676	13648
1994(m)	1058	3027	4959	3583	1753	14380
1994(h)	1110	3199	5301	3673	1831	15114



GROWTH ASSUMPTIONS:

- (n)...Assumes no net in-migration
- (l)...Assumes low net in-migration of 60 persons per year.
- (m)...Assumes moderate in-migration of 130 persons per year.
- (h)...Assumes high in-migration of 200 persons per year.

ANNUAL HOUSING GROWTH

- 30 dwelling units
- 50 dwelling units
- 75 dwelling units
- 120 dwelling units

3. HOUSEHOLD CHARACTERISTICS (1980 Census):

Total Households:	3578	
Owner-occupied	2934 (82%)	--- (61% in Portland region)
Renter-occupied	644 (18%)	--- (39% in Portland region)
1-person households	527	
2-person households	1124	
3+ person households	1927	

Average household size: 2.97 persons (3.40 persons in 1970)

4. FAMILY STATUS: (1980 U.S. Census)

Total households:	3578
Families:	2913
W/children <18 years	1671
Female householder	277
(w/children <18 years)	(189)

5. MOBILITY CHARACTERISTICS: (1980 U.S. Census)

Of the 10,358 persons over the age of 5 in 1980 ...

5,970 lived in the same house in 1975

733 lived in Portland

2,206 lived elsewhere in Portland area (incl. Windham)

1,406 lived outside the Portland area

46 lived abroad

6. LABOR FORCE CHARACTERISTICS: (1980 Census)

Total Labor Force in 1980: 5286 persons

64% of population 16 years and older (58% in 1970)

Total Female Labor Force: 2273 persons

53% of women 16 years and older (42% in 1970)

Job Type:

Managerial, professional	900 (20%)
Technical, sales, adminis. support	1398 (31%)
Service	705 (16%)
Farming, forestry, fishing	47 (1%)
Precision production, craft, repair	992 (22%)
Operators, fabricators, laborers	458 (10%)

7. COMMUTING CHARACTERISTICS: (1980 Census)

4584 persons drive to work
 225 walk
 181 work at home

	(1970)
1500 persons work in Portland	(864)
1100 persons work in Windham	(N/A)
700 persons work in Westbrook	(144)
280 persons work in South Portland	(100)
130 persons work in Gorham	(N/A)
500 persons work outside of the Ptld. area	(1223)

8. DISABILITIES (1980 Census)

482 persons (16 - 64 years) have a work disability

55 persons (16 - 64 years) have a public transportation disability

118 elderly persons have a public transportation disability

9. Employment Located in Town: 1980 (By Industry)

	<u>Windham</u>	<u>(%)</u>	<u>County</u>	<u>(%)</u>
Farming, forestry, fishing, mining	17	(.7%)	773	(.8%)
Construction	115	(4.5%)	5,302	(5.4%)
Manufacturing	146	(5.8%)	18,092	(18.3%)
Transport/public utilities	58	(2.3%)	6,788	(6.9%)
Wholesale Trade	70	(2.8%)	7,031	(7.1%)
Retail Trade	989	(38.2%)	7,756	(7.9%)
Services	846	(33.5%)	29,699	(30.1%)
Public Administration	22	(.9%)	3,391	(3.4%)
	<u>2,529</u>	<u>(100.0%)</u>	<u>98,697</u>	<u>(100.0%)</u>

10. INCOME CHARACTERISTICS:

In 1979, the median household income was \$17,268
(12% higher than the regional median)

In 1969, the median household income was \$9,923
(4% higher than the regional median)

Of 3538 households reporting in 1980, the household
income was distributed as follows:

Less than \$5,000	276 households
\$5,000 - 7,499	215
\$7,500 - 9,999	241
\$10,000 - 14,999	734
\$15,000 - 19,999	658
\$20,000 - 24,999	582
\$25,000 - 34,999	594
\$35,000 - 49,999	165
\$50,000 & over	73

11. POVERTY STATUS: (1980 U.S. Census)

In 1979, there were 168 families below the poverty level
(5.8% of all families -- in 1969 it was 6.9%)

- 137 families had children under 18 years
- 61 had female householder with no husband present
- 12 had an elderly householder

In 1979, there were 843 persons below the poverty level
(8% of the total population - 10% for the whole region)

- 356 were under 18 years
- 91 were over 65 years

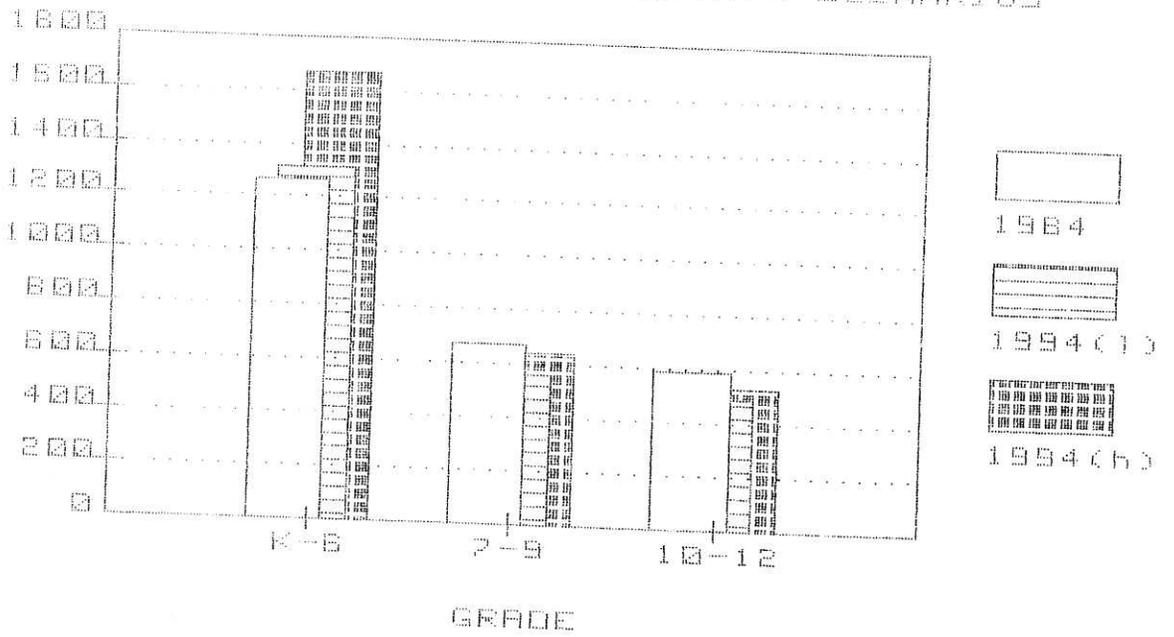
12. ELDERLY: (1980 U.S. Census)

Persons age 65 years and over ... 931 (517 in 1970)

Living in households 823 (191 living alone)
Living in group quarters..... 108

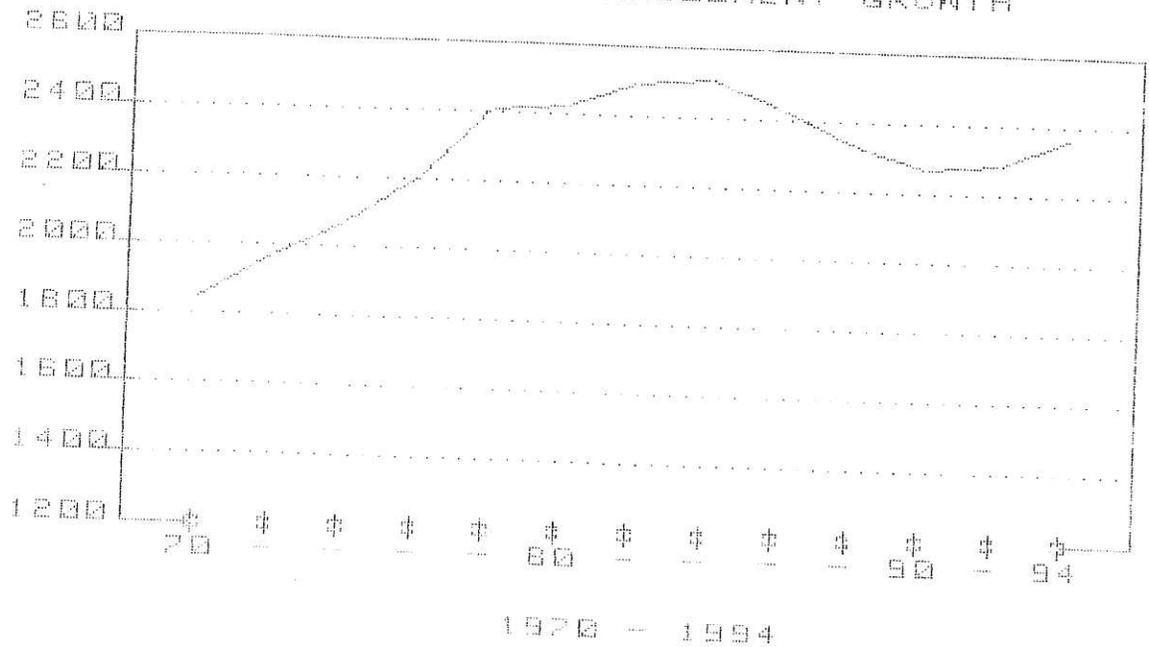
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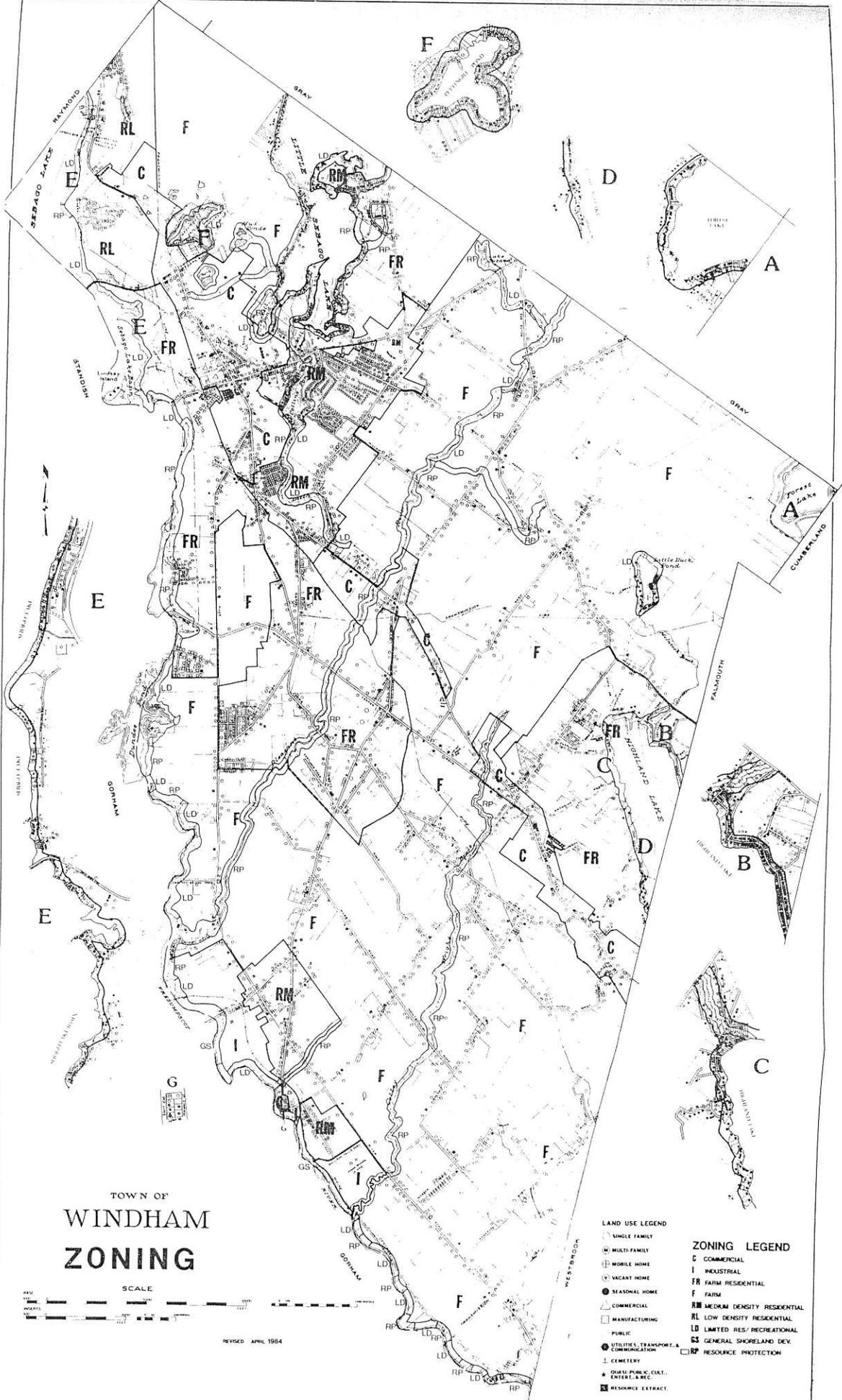
WINDHAM ENROLLMENT GROWTH SCENARIOS



	K-6	7-9	10-12	TOTAL
1984	1257	666	587	2510
1994 (l)	1311	561	487	2359
1994 (h)	1666	643	525	2834

WINDHAM ENROLLMENT GROWTH





TOWN OF
WINDHAM
ZONING



REVISED APRIL 1984

- LAND USE LEGEND**
- SINGLE FAMILY
 - ⊗ MULTI-FAMILY
 - ⊕ MOBILE HOME
 - ⊖ VACANT HOME
 - SEASONAL HOME
 - △ COMMERCIAL
 - MANUFACTURING
 - PUBLIC
 - UTILITIES, TRANSPORT, & COMMUNICATION
 - ⊕ CEMETERY
 - ▲ QUARRY, PUBLIC, CLAY, GLENN, & B.C.C.
 - RESOURCE EXTRACT
- ZONING LEGEND**
- C COMMERCIAL
 - I INDUSTRIAL
 - FR FARM RESIDENTIAL
 - F FARM
 - RM MEDIUM DENSITY RESIDENTIAL
 - RL LOW DENSITY RESIDENTIAL
 - LD LIMITED RES/RECREATIONAL
 - GS GENERAL SHORELAND DEV.
 - RP RESOURCE PROTECTION

II. PHYSICAL FEATURES

PHYSICAL FEATURES

The physical features section describes physical characteristics of the town which can pose significant limitations on development. In some cases, these physical features can be mitigated by engineering and architectural design. The physical limitations which they pose should be viewed in terms of providing open space and helping support the natural systems which help protect water quality. Protection of wetlands, flood plains, steeply sloped areas and aquifer recharge areas can help ensure that costly engineering solutions to potential storm drainage and water quality problems are avoided.

Topography and Slope

Topographic slopes are a significant natural feature which must be addressed as a characteristic which is significant with respect to development patterns. A detailed slope map showing the whole town of Windham at 1" = 1000' is available in the Town Office. This map breaks slopes into five different categories: 0-3%, 3-8%, 8-15%, 15-25%, and 25% and greater. Steeply sloped areas (slopes which are generally 15% or greater) usually present particular engineering problems associated with development, soil erosion, and storm water runoff. The development of housing and roads are made more difficult on steep slopes and the potential for soil erosion and increased storm water runoff is significant. At the other end of the spectrum, relative very flat areas (0-3% slopes) offer some potential problem for ponding and flooding. If these areas are developed, particular attention should be paid to drainage and grading to prevent drainage problems. In reviewing the Windham slope map, the most significant category in terms of total acreage is the 0-3% slope. Generally speaking, Windham is relatively flat with some significantly sloped areas along the Pleasant and Presumpscot Rivers, and in the area of Abram Mountain, Libby Hill, Atherton Hill, Baker Mountain, Freeman Hill and Canada Hill. Those consistently flat parts of the community occur along North Windham stretching up into the areas on both sides of Little Sebago Lake.

Aquifers

An aquifer is an underground formation which contains a large volume of water capable of being extracted by wells. Aquifers are capable of yielding an excess of 50 gallons of water per minute as compared to normal ground water yields of 3-5 gallons per minute. These formations may consist of unconsolidated rocks such as limestone or basalt but in our region they are more likely to commonly consist of unconsolidated gravels and sand. The value of aquifers is most important to people who draw their water supplies from wells tapping these formations. Aquifers provide an outstanding source of both public and private water supplies

if their water quality and quantity are protected. In addition, aquifers play an important role in maintaining water levels because they absorb water during periods of high flow and gradually release it during dry periods. The accompanying map entitled "Sand and Gravel Aquifers" shows the major aquifers in Windham are located in the northwest section of the community almost centered on North Windham. The aquifer map is broken down into two categories - those yielding 10-50 gallons per minute and those yielding 50 gallons per minute or more. Further investigation regarding the impact of development on aquifers may be warranted in Windham since the major aquifers are located in the areas of most intense development.

Floodplains

A floodplain is the land adjacent to a river or stream or other body of water which either has been or is likely to be covered by flood water during periods of heavy rain or snow melt. A flood plain acts as a natural safety valve which accommodates excess natural runoff which can occur during extreme rainfalls. The primary objective of controlling floodplain land use is to curb property damage. Land use practices significantly affect the ability of a floodplain to accommodate flood water. When a floodplain system is interfered with, major property damage, erosion, or loss of life may occur. The Town of Windham is in the final stage of the U.S. Department of Housing and Urban Development flood insurance program. The Department of Housing and Urban Development prepared maps detailing the floodplains throughout the Town of Windham. This program allows owners of buildings in the floodplain to obtain subsidized flood insurance. The major floodplains are located along the Presumpscot River and Pleasant River.

Soils

Soil characteristics can present one of the most significant limitations to development in the community. A soils survey completed by the United States Department of Agriculture, Soil Conservation Service has been completed for Windham. This is a part of the soil survey which was completed for all of Cumberland County. The 1" = 1000' map showing all the soil types is available at the Town Office. A map has been prepared showing the severe limitations for underground sewage disposal. This map indicates that a majority of the land in Windham has severe limitations for underground sewage disposal. However, because of the general nature of the soils description, it is often possible with on-site soils investigations to find acceptable areas within areas generally designated as having a severe limitation. It is recommended that the medium intensity soils survey prepared by the Soil Conservation Service be used as a general guide in development review. But, more intensive on-site soils investigation is recommended for reviewing individual development proposals.



SAND & GRAVEL AQUIFERS
 TOWN OF
WINDHAM

 10 TO 50 G.P.M.
 50 OR MORE

SCALE

 REVISED: 1981, 1984

SOURCE: MAINE GEOLOGICAL SURVEY

III. GOALS

OVERALL PLAN GOALS

TRANSPORTATION: To provide for safe, efficient, and convenient vehicular movement within and through the Town.

HOUSING: To maintain an adequate and diverse supply of housing that is safe, sound, healthful, and affordable.

ECONOMIC DEVELOPMENT: To provide for expanded and diversified employment opportunities, consistent with the need to protect the environment and aesthetic qualities of the Town.

COMMERCIAL SERVICES: To provide for adequate and conveniently located commercial services.

RECREATION: To provide adequate public open space, and outdoor and indoor recreation facilities and programs, to meet the existing and future needs of the Town.

NATURAL RESOURCES: To protect and preserve valuable natural areas for their ecological value and for public enjoyment.

FARMLAND: To protect the rural-agricultural character of the undeveloped portions of the Town, and to encourage the continued profitable operation of farms in the Town.

HISTORIC PRESERVATION: To cultivate an understanding of Windham's history and an appreciation of its architectural heritage through the preservation of historic buildings and districts.

MUNICIPAL FACILITIES: To provide for adequate and cost-effective municipal facilities and services to meet the needs of a growing and changing population.

IV. TRANSPORTATION

TRANSPORTATION

POLICIES

- Route 302 is considered the primary arterial for the Town and the highest priority is given to the continued upgrading of its physical condition by the State. Roadside development should be regulated to preserve its utility as a major thoroughfare.
- Work should continue on the upgrading of the townwide roadway network, and development is discouraged on roadways which lack adequate capacity.
- Route 302 should remain the main thoroughfare and primary access for the North Windham commercial area; but alternate access to, and passage around, this area is desirable in order to relieve congestion, to improve local access, and to provide alternative routes for emergency vehicles.
- Bicycling and walking safety should be improved through a continued program of improving roadway widths and shoulder conditions.
- New town streets which are approved through the subdivision review process should be planned for possible expansion and interconnection with other town streets.
- Expansion and continued development of year-round housing and commercial uses on private substandard roads is discouraged, and the improvement of existing longer dead-end private roads is encouraged to improve emergency access.
- The abandonment of the Maine Central Railroad line through Windham is discouraged.

FINDINGS

Roadway Network: The overall roadway network in Windham provides a high degree of convenience and accessibility. This convenience is due to the interconnection between the main arterials (Route 302, Route 202, Route 115, Falmouth Road, and River Road). The value of this interconnection is that it provides alternative routes to avoid temporary congestion and for emergency vehicle access. Also, ready access is provided to and from all adjacent towns, and to the Maine Turnpike via Route 202.

There is one weak point in the Town's roadway network that should be addressed as part of its long-range planning efforts. That is that there are no alternative routes around the Route 302/115 intersection. This convergence of north/south traffic at Boody's Corner is one of the primary causes of the emergence of the area as a commercial center, but will pose increasing problems as traffic levels increase with population growth and business expansion. Increased traffic congestion at this location will lead to more accidents, more delays for through traffic, and less convenience for shoppers.

In consideration of the increased traffic that will result from residential growth, business growth, and greater through traffic, there is an evident need to provide some convenient alternative routes to service local traffic and to provide for emergency access. However, Route 302 should remain the primary arterial in order to not detract from the commercial viability of the area.

Roadway Capacity: Roadway capacity is determined by the physical layout of the road, the speed limit, and the level of traffic. This rating can be changed through a change in the speed limit or physical improvements to the road, and it is an important factor in evaluating the impact of individual developments. There is a strong need to develop a rating system for all Town roads to guide the Planning Board in its approval processes, and to guide the Town in developing the roadway improvement plan.

The major concern for roadway capacity is Route 302. As the primary arterial for Windham, the level of service of Route 302 will continue to decline with the dual impacts of traffic growth and roadside development growth. This will lead to a need for road widening, decreasing the speed limit, and adding more traffic signals; and these measures will all be costly and detract from the convenience of the road. The Town needs to carefully control roadside development on Route 302, and balance the need to protect its integrity as a primary arterial with the need to utilize its economic potential.

Traffic Safety: Accident records show that the highest accident locations in Town are on Route 302, particularly in North Windham, and at the intersection of Route 202 and River Road. The Route 202/River Road intersection is currently programmed for preconstruction engineering by the State to eliminate safety problems. The North Windham segment of 302 has recently been improved and the segment from River Road to Route 202 is programmed for improvements. While improvement of State roads is a State responsibility, the Town should advocate strongly for high prioritization of these projects. Local efforts should be directed to controlling roadside development and careful evaluation of the traffic impact of new development.

Local Streets: The local street system is constantly expanding in conjunction with subdivision approval by the Planning Board. Past development patterns show a tendency for subdivision street systems to be self-contained without consideration of future development that may take place on adjacent properties. The Planning Board should take these factors into consideration when reviewing subdivision street layouts.

Private Roads: Windham has approximately 30 miles of private roads - almost one-quarter of the total road length in the Town. Most private roads are narrow and unpaved and were constructed as access roads to camps; although some more recent residential developments have elected to keep their streets private while building them to Town standards.

The primary problem with private roads is that many are now experiencing heavier year-round use due to the conversion of camps to year-round houses. While maintenance of these roads is a private concern, the Town is obligated to provide certain services such as fire, police and rescue, and also it is currently the Town's policy to plow the snow from most private roads.

The longer roads which provide access to most of the lakes and which have a significant number of year-round houses, present a serious public safety problem because they are dead end roads. There is a need for some improvement of the condition of these roads and some greater accessibility to these areas.

There also needs to be a more clear policy on the extension and new construction of private roads, along with more restrictive regulation of the development on existing roads, to prevent any further deterioration of the situation.

Transit: Commuter bus service is currently provided by the Regional Transportation Program (RTP) with two trips each way daily to Portland via Westbrook. Vermont Transit passes through Windham on Route 302 with one trip daily, but has no stops in Town. Also, RTP provides special transportation services to the elderly and handicapped.

There is no evident need for an expansion of these services but, because RTP receives financial assistance from the Town, the use of these services should be monitored to determine if continued or expanded support would be appropriate.

Rail: Maine Central Railroad' Mountain Division passes through Windham as it goes from Portland to St. Johnsbury, Vermont. One business in Windham currently depends on this rail service for the movement of liquid propane. MCRR plans to abandon the portion of this line that runs from Steep Falls (Standish) to Vermont. This may be the first step in the abandonment of the entire line, which should concern the Town. Maintenance of rail access may be important for future economic growth potential in South Windham. The Town should encourage the appropriate State authorities to carefully consider the local economic impact before approving any rail line abandonment, and to consider the future economic viability of the railroad with continued increasing fuel costs.

Bikeways/Walkways: There are not currently any formal bikeways or walkways in the town, and there are very few areas where road widths or shoulder conditions provide for safe bicycling or walking. As part of the roadway improvement plan, the Town should consider improving road widths, shoulder conditions, and in some locations separated bikeways/walkways, to develop a safe bicycling and walking network between dense residential areas and key recreational and commercial destinations.

IMPLEMENTATION STRATEGY

Facilities:

The maintenance and upgrading of roadways in the Town is an on-going process, and the planning and programming of those improvements should be updated annually. This Comprehensive Plan does not propose to address all of the specific road improvements which are immediately needed but points to longer-term improvement which should be given high priority in annual programming by the Town and by the State:

- The Town should monitor State planning and funding proposals to encourage the continued upgrading of Route 302 from River Road south to the Westbrook line.
- The Town should improve the conditions for bicycling safety, and should place high priority on the construction of independent bikeways in the high density areas of North Windham along Route 115.
- The Town should begin an annual program of upgrading certain private roads, which because of length and the number of year-round houses, pose a public safety problem.
- The town should work with the State to upgrade River Road as a minor arterial through widening and improving sight distances.

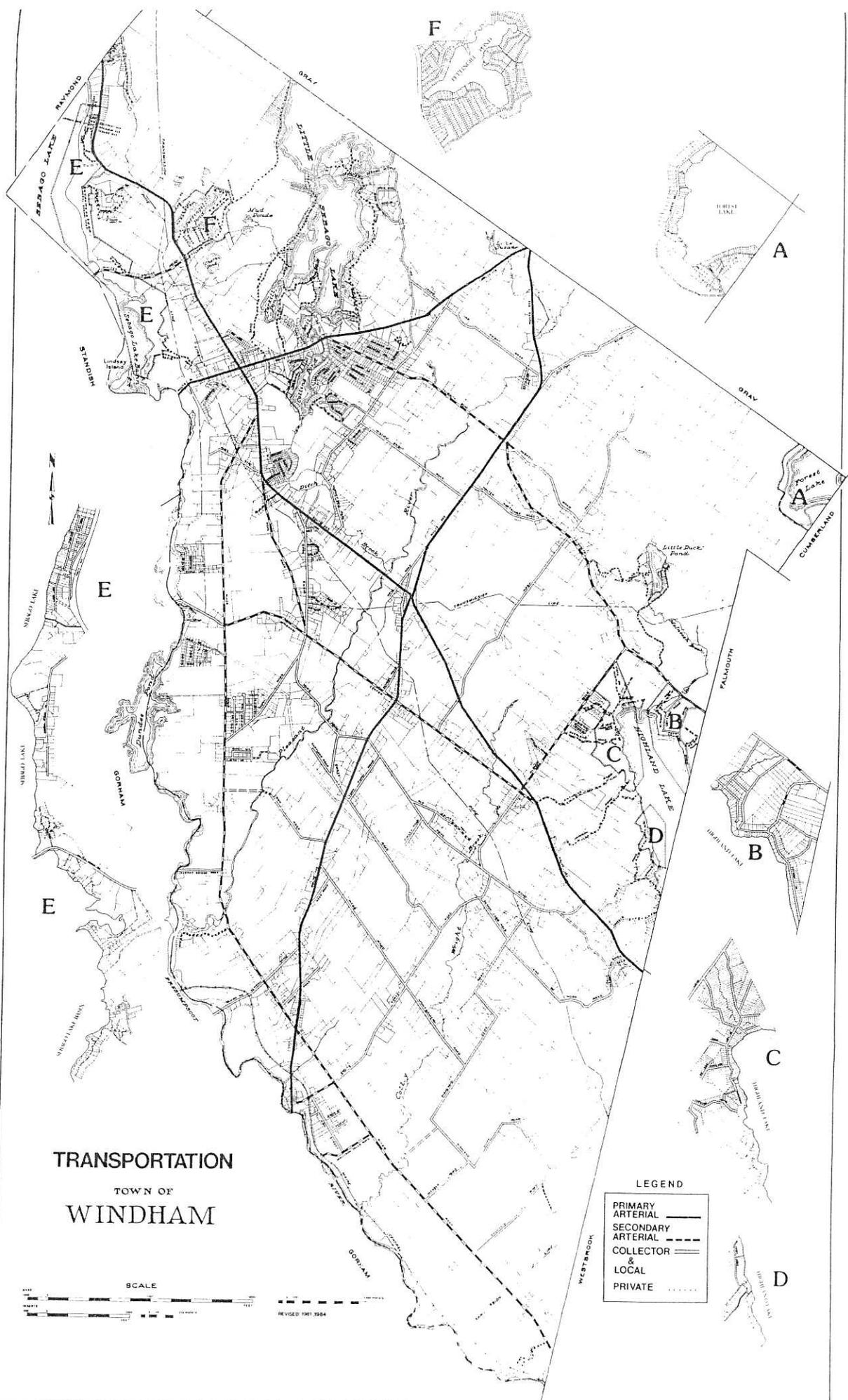
Regulations:

- The Town should revise the zoning on Route 302 to provide better controls on roadside development. These restrictions should include road frontage requirements and other performance standards for commercial uses, incentives to consolidate road entrances for residential uses, limiting residential uses in commercial zones, and a better definition of commercial zones as far as permitted uses and locations.
- Zoning district standards and location, as well as subdivision standards should be keyed to the capacity of local streets and collectors.
- Multifamily and commercial development should be discouraged on unimproved public and unapproved private ways.

Planning and Study:

- The Town should prepare a comprehensive evaluation of roadway conditions and capacity to serve as the basis for the roadway improvement plan as well as for evaluating development impacts.
- The Town should prepare a town-wide bikeway/walkway plan.

- The Town should begin an feasibility study of developing alternative access routes around the North Windham commercial area, and should form an Access Study Committee.
- The Town should continue to monitor use of commuter buses.
- The Town should conduct a study to determine the ownership status of private and public roads.



TRANSPORTATION
TOWN OF
WINDHAM

LEGEND

PRIMARY ARTERIAL	———
SECONDARY ARTERIAL	- - - - -
COLLECTOR & LOCAL	—————
PRIVATE	.....

SCALE
REVISED 1967-1968

V. HOUSING

HOUSING

POLICIES

- Housing growth should be regulated through a growth control program that provides for the future needs of Windham residents and provides for a fair share of regional growth;
- Housing growth should be located consistent with the land use policy and plan to minimize municipal service costs, and to protect the rural character and commercial land base;
- Provision should be made for the safe and healthful construction and location of new housing units, conversion of seasonal homes, rehabilitation of existing substandard units, and cluster housing.
- Provisions should be made for the location of manufactured housing consistent with State law, and in locations that provide for neighborhood compatibility.

FINDINGS

General: Over the past 20 years the housing stock of Windham has expanded parallel to the population growth. In the period 1970 to 1980 alone, there were over 1600 new housing units added - a growth rate of almost 60% - representing more than 10% of the new housing units in the Portland region. This explosion of housing was a response to a variety of market forces, including land cost, buyers' preference for a rural environment, and proximity to expanding employment opportunities in North Windham. A large proportion of this growth has occurred in the Commercial and Farm zones.

Existing Policies: There are not currently any policies or plans relating directly to housing in the Town, although Windham did participate in a multi-town housing rehabilitation program which provided grants to lower income families.

Housing Quality: Because of rapid growth in housing over the past two decades, a large proportion of Windham's housing stock is built to modern standards and in relatively good condition. However, experience with the housing rehabilitation program, 1980 Census data, and field observations all indicate that there are many substandard houses in the Town. There is a need for a thorough survey of housing conditions to determine the extent of substandard housing, and the need for assistance such as the State Community Development Program.

Multifamily Housing: Between 1970 and 1980 the number of multifamily housing units grew by 342 to a total of 508 units - 20% of the total housing units. Many of these multifamily units are being located in the rural areas of the Town. This trend is posing problems for the Town by diffusing the demand for municipal services over a larger geographical area, and by changing the essential rural character of these areas.

Zoning standards need to be modified to direct multifamily development to areas of the Town that are currently developing and are in closer proximity to commercial and municipal services.

Manufactured Housing: Windham currently has 150 mobile home units, most of which were located in the town between 1970 and 1980 according to State Planning Office records. While newer mobile homes are built to structure and design standards that are similar to site built housing, they possess a different character from site-built housing. Manufactured housing represents concerns to homeowners regarding compatibility with existing housing and neighborhood character, and the effect on property values.

Current zoning restrictions on manufactured housing are inconsistent, and they are relatively permissive when compared to adjacent communities and to the requirements of State law. Of particular concern is the provision for mobile home parks in the Farm district which allows one unit per 10,000 square feet of lot area, while 80,000 square foot lots are required for site-built or independent manufactured housing units.

Seasonal Houses: Numerous seasonal houses surround Windham's lakes and ponds, and these houses are increasingly being converted to year round use. The 1970 Census counted 841 seasonal houses, and the 1980 Census counted 738, representing 103 conversions; other methods of accounting indicate upwards of 300 conversions during that period. The problems stemming from these conversions are, first, that these houses usually lack heating and plumbing systems for year round use and, second, these houses are usually located on private substandard roads which were not constructed for heavy year-round use. The most critical of these problems is the failure of septic systems, and in many cases the absence of septic systems. Although the Town currently monitors conversions to ensure adequacy of septic systems, there are many incidents of system failure or direct discharge to lakes and ponds.

These locations need to be more carefully evaluated to determine cause and to examine possible solutions.

IMPLEMENTATION STRATEGY

Revisions to Zoning Ordinance:

- ° Multifamily housing should be permitted only in the Medium Density Residential district.
- ° Specific development standards should be added for multifamily housing and planned unit developments.
- ° Provisions for clustered single family housing subdivisions should be added.

- Manufactured housing regulations should be revised to be consistent with State law and to prohibit mobile home parks.
- Residential development should be prohibited in commercial zones, except that apartments should be allowed on the second floor of commercial buildings.

Planning and Study:

- The scope of the problem of inadequate septic systems in seasonal home conversion areas should be studied to determine possible actions to correct these conditions;
- A more detailed study of housing conditions should be made to determine the extent of substandard housing and possible actions to be taken.
- The feasibility of creating a provision in the Land Use Ordinance which would allow for congregate housing related to health care should be studied.
- Lot sizes in the Land Use Ordinance should be evaluated to determine the potential impact of reducing housing densities.

VI. ECONOMIC DEVELOPMENT

POLICIES

- The Town should encourage commercial development that will improve the level of local service and contribute to the tax base, but should ensure that any such development will, to the maximum extent possible, be consistent with the rural-residential character of the Town, and will not adversely affect traffic safety, environmental quality, or the character of residential neighborhoods.
- The Town should consider North Windham as the primary commercial development area in the Town. Appropriate regulations and capital improvement should be pursued to encourage lateral expansion of the existing commercial area, and to improve traffic safety and visual appeal.
- The Town should continue to pursue industrial development for the existing industrial-zoned area of South Windham, and ensure through adequate zoning provisions that there will be enough industrial land for the next 15 years.



FINDINGS

General: Economic activity in Windham is heavily concentrated in retail trade and services. The largest proportion of employment growth over the past twenty years has been strongest in these sectors, and there has been a decline in the manufacturing and agricultural sectors. Windham can be seen primarily as a retail service center.

Economic activity in Windham is part of the economy of the Portland region. Only 20% of working people in Windham work in town, and those people account for only one-half of the jobs located in the Town. Also, in the retail sector, approximately half of total sales can be attributed to out-of-town residents.

In this setting, the Town can be seen as both subject to the economic fluctuations of the region as well as one of the influencing factors in regional growth. The Town cannot pursue a comprehensive economic development policy on its own, but needs to act in cooperation with other towns through regional organizations.

Economic growth benefits the Town by providing jobs for Windham residents as well as convenient services, and it strengthens the tax base. The tax benefits are extremely important to a town such as Windham where rapid residential growth has placed great demand on municipal services such as the schools, recreation, and road maintenance.

In Windham, for instance, approximately 15% of the tax base is nonresidential, compared with 50% in Portland, and 60% in Yarmouth. An expansion of commercial and industrial development can contribute significantly to municipal revenues without placing the same level of demand on services that residential development does.

North Windham: The most dominant feature of economic growth in Windham over the past 20 years has been the expansion of the North Windham commercial center. There have been numerous benefits to this growth: an expansion of the non-residential tax base, employment opportunities for Windham residents, and improved services for Windham residents.

North Windham should be seen as an asset to the Town. The existing commercial area and surrounding area should be protected as an economic resource and developed to the maximum benefit of the town.

The North Windham commercial area has become one of the major retail service centers in the Portland area. Approximately 50% of the sales in this area can be attributed to out-of-town residents, defining a service area that includes Gray, Raymond, Casco, Naples, Sebago, and Standish.

The problems of development of the North Windham area are that rapid and dense growth along Route 302 has created high traffic delays and a high accident rate. This traffic inconvenience affects not only local residents and through traffic, but threatens the future viability of the area as a major service center.

In order to both protect the commercial viability of the area and to improve traffic flow, this commercial area should be encouraged to expand perpendicular to Route 302, and a system of alternative access streets should be developed (as opposed to a bypass).

Route 302: Outside of the North Windham area, there is sporadic commercial development along Route 302 from Westbrook to Raymond. While Route 302 can be seen as an economic asset to the Town, uncontrolled development as such will lead to increased traffic delays and accidents, will diminish its value as a major arterial, and will detract from the scenic qualities of the Town.

The zoning along Route 302 needs to be adjusted to provide more specific standards for lot frontage, setbacks, and required sight distances.

Industry: Industry played an important role in the early settlement of Windham with the use of the numerous falls of the Presumpscot River for mills and with the Cumberland and Oxford Canal. However, industry never flourished and over the past 20 years the level of industrial employment has been declining.

An industrial development strategy for the town should be two-pronged. First, the Town should prepare to absorb some of the natural growth that is being generated in the Portland area by providing appropriate locations for that growth and by setting development standards that will protect residential neighborhoods, the environment, and traffic safety. Second, the Town needs to take a proactive stand to solicit the type of industrial development it would like to have in Town, and to provide appropriate incentives such as the development of an industrial park.

The existing industrial zones in South Windham are the most appropriate location for future industrial growth. This area presently has a semi-industrial character, there is an active rail line, and it offers the best access to the turnpike interchange in Westbrook. However, measures should be taken to provide for buffering any development from the Presumpscot River to protect the natural environment and recreational value of the river.

Zoning: The current zoning provisions consist of a commercial district (C) and an industrial district (I). The commercial district presents problems because it lumps all commercial uses together and allows residential uses as a permitted use. The commercial district(s) should serve the purpose of reserving appropriate areas of the Town for future commercial growth; residential uses should not be allowed to usurp land so reserved.

In a town with rapid commercial growth it is advisable to separate 'lighter' commercial uses (local service, retail, offices) from more intensive uses (wholesale, gas stations, drive-in restaurants).

IMPLEMENTATION STRATEGY

Regulations:

- The commercial zone in North Windham should be redrawn to reflect a policy of encouraging lateral expansion of that commercial area.
- The zoning ordinance should be amended to provide for separate and distinct types of commercial districts, one for more intensive regional retail services and one for less intensive local services and wholesale activity.
- The commercial district(s) should be amended to limit residential uses as a permitted use.
- A design review ordinance should be added to the Land Use Ordinances to provide for aesthetic compatibility and to encourage a vital business climate in the commercial districts.
- The zoning on Route 302 should be modified to restrict more intensive (traffic-generating) uses, and to establish an overlay zone with performance standards relating to frontage, sight distances, setbacks, signage, visual impact, and other factors.

Planning and Study:

- The Windham Economic Development Committee should be encouraged and directed to pursue clean and compatible industrial development for the industrial zones in the Town.
- The Town should pursue an analysis of alternative local access to, and around, the North Windham commercial area.
- The Town should consider investigating the possibility of a shared Industrial Park with an adjoining community.

VII. RECREATION

RECREATION

POLICIES

- The provision of public open space, access to lakes and rivers, and active recreational facilities should be encouraged when considering requests for rezoning, site plan approval, or subdivision approval for new residential development.
- Intense development in natural areas which presently or potentially have recreational value to the people of the Town is discouraged.
- The improvement of local and state roadways to allow safe bicycling is encouraged as part of an ongoing local roadway improvement program, and through its review of the State Traffic Improvement Program.
- Investment in the expansion of recreational facilities should be made a regular component of the Town's Capital Improvements Program, and should be based on the recommendations of the Recreation Committee and Environmental Improvement Committee.

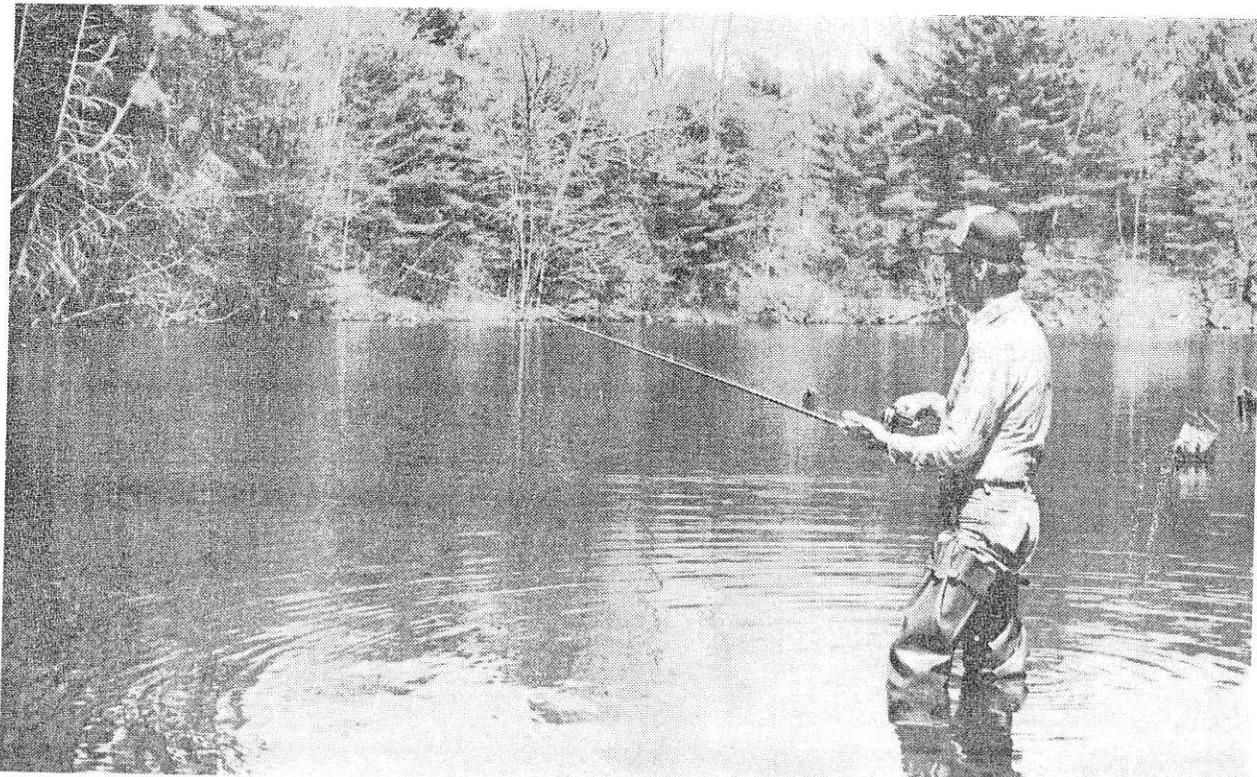
FINDINGS

- Overall Supply: Rapid population growth over the past 20 years has left the Town with a significant deficit in recreational areas and facilities when measured in terms of national standards. Those standards suggest that a Town the size of Windham should have approximately 90 acres of recreational area available now, and as much as 120 acres by 1990 with continued population growth. Windham currently has 50 acres of recreational land available including the school facilities. These standards also show a deficit in nearly all types of recreational facilities including baseball fields, basketball courts, tennis courts, and ice skating areas. This report also finds a need for additional indoor recreation facilities, including a swimming pool and gymnasium.
- Types of Parks: With the exception of Dundee Park, all of Windham's recreational facilities are school facilities. The Town needs a diversity of recreational facilities to meet the needs of a diverse population; for young and old, and for passive as well as active recreational use. In particular the Town needs additional recreational area for passive use such as picnicking, hiking, and nature appreciation and would benefit by a central 'Town Park' which could host special events.

Bicycling has increased in popularity, yet the Town lacks a formal bikeway and the pavement width on most roads does not provide adequate space for both vehicles and bicycles. The Town needs to expand the potential for safe bicycling through the creation of independent bikeways at selected locations, as well as through the expansion of pavement width as part of the long-term roadway improvement program.

- Location of Parks: Most of the active recreational facilities are located at the High School/Junior High School property in Windham Center. Although the centralization of recreational areas facilitates security and maintenance, there is a need for more convenient location of recreation facilities closer to population concentrations in North Windham and South Windham. Particularly, there is a need for neighborhood parks in the denser subdivisions, including playgrounds, ballfields, basketball and tennis courts.
- Resources: Windham has an abundance of natural recreational resources including the Presumpscot River, Sebago Lake, Little Sebago Lake, and several other smaller lakes and ponds. However, Dundee Park offers the only formal public access to any of these areas. The highest priority should be given to creating access - parks, picnic areas, beaches, and boat ramps - to these areas. Boat launches should be cautiously evaluated on the smaller lakes and ponds where additional motorized boat traffic could degrade both the environmental and recreational quality of those areas.

There are also numerous inland natural areas that offer possible opportunities for hiking trails and nature areas, particularly in northern and eastern Windham. Further study should be made of suitable locations, possibly through the reactivation of the Environmental Improvement Committee, and the identification of priorities for acquisition, and development protection.



IMPLEMENTATION STRATEGY

Regulations:

- The Town should adopt zoning provisions which would allow clustered residential development, where the purpose is to preserve valuable natural area or provide common open space and recreation areas.
- Large traffic-generating commercial recreation facilities should be discouraged.

Facilities and Improvements

- Public access to Sebago Lake, Little Sebago Lake and additional access to the Presumpscot River should be provided through purchase, lease, or the acquisition of rights-of-way;
- The use of Dundee Park as a passive recreational area should be expanded;
- Additional ballfields, basketball courts, and tennis courts should be developed, with careful consideration given to the possibility of locating those facilities close to population concentrations, rather than on the High School and Junior High properties;
- The Town should develop a bikeway/walkway on a separated right-of-way from the intersection of Routes 115/302 south towards River Road and east towards Falmouth Road;
- The Town should provide expanded indoor recreation facilities for community-wide use, including a swimming pool.

Planning and Study:

- The Town should conduct a community attitude survey to determine preferences and demand for particular recreational facilities and locations;
- The Town should reactivate the Environmental Improvement Committee and direct it to prepare an inventory of natural areas worthy of protection, and to suggest priorities and techniques for accomplishing that protection.

VIII. SEWERS and SOLID
WASTE DISPOSAL

SEWERS

POLICIES

- The Town should prohibit development at densities and locations which may not adequately accommodate disposal of septic wastes, to avoid the future necessity of providing public sewers.
- The Town should examine alternative small-scale wastewater disposal solutions at local problem areas near Highland Lake and South Windham Village.

FINDINGS

Sewers: A 1977 study by the Council of Governments of water quality and sewer alternatives for the Town of Windham examined the North Windham, South Windham, and Highland Lake areas. In all three areas, the cost of conveyance to a wastewater treatment plant was not felt to be justified by the severity of water pollution in these areas. However, the problems of septic waste pollution remain in South Windham and Highland Lake. The Town needs to examine smaller-scale alternative solutions for these problem areas.

The Highland Lake area is troubled by failing septic systems which has resulted from the extensive conversion of seasonal houses to year-round use. The Town needs to actively monitor the situation at Highland Lake and identify the number and exact locations of failing septic systems, and the financial ability of the homeowners to correct these problems. Depending on the results of this monitoring, the Town should consider stronger code enforcement and/or a State Community Development grant to assist households in need.

The South Windham problem is caused by common sewer lines which discharge untreated sewage into the Presumpscot River. The ownership and responsibility for these sewers is undetermined. This situation affects the marketability of houses in the village and diminishes the recreational value of the river. A recent community plan and survey identified the sewer situation as the biggest problem, and recommended to both the Town of Windham and Gorham that its solution be given the highest priority.

Solid Waste: The Town's incinerator and landfill are nearing the end of their useful lives. The Town is currently cooperating with other Portland-area towns to support the design of a regional electricity-generating incinerator through the Council of Governments and Regional Waste Systems. In the event of the successful implementation of this proposal, the Town's solid waste disposal needs can be accommodated for the foreseeable future. However, the Town will still need to locate and maintain a landfill and recycling station for the disposal of brush, appliances, and other materials which would be more conveniently disposed of locally.

IMPLEMENTATION STRATEGY

Regulations:

- Zoning densities and district locations should reflect the need to prevent individual and cumulative problems of private septic systems to avoid groundwater contamination and the future need for public sewer systems.

Planning and Study:

- The Town should begin an analysis of the feasibility, cost and funding alternatives of a small-scale wastewater treatment system for South Windham Village.
- The Town should begin monitoring problem areas in the Highland Lake area and evaluating alternative wastewater treatment solutions.
- The Town should begin to identify possible locations for a future landfill site.

IX. MUNICIPAL FACILITIES

MUNICIPAL FACILITIES

POLICIES

- The Town will strive for the continued upgrading and expansion of municipal facilities and services to meet the existing and future needs of a rapidly growing population.
- New or relocated town facilities should be located in coordination with the land use plan to achieve the most cost-effective location and efficient provision of services.

FINDINGS

I. ADMINISTRATION

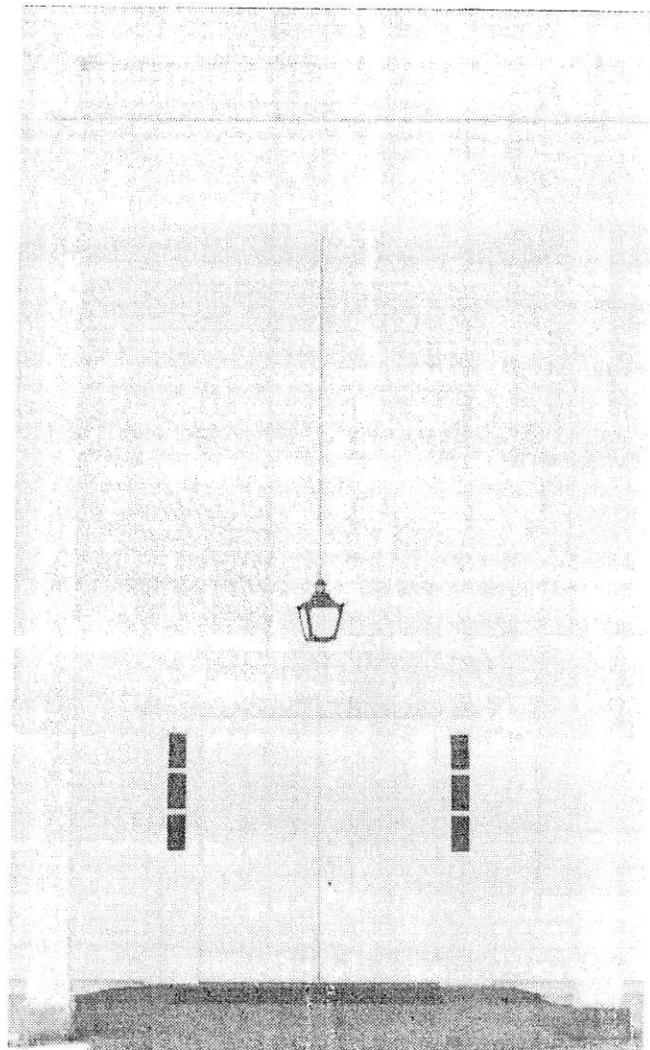
The Town administrative functions are centered in the Community Center building. The building was rehabilitated and converted to this use in 1980, and includes offices, public meeting rooms, document storage, and a basketball court.

Offices:

Administration offices include the Town Manager, Town Clerk, Assessor, Code Enforcement/Planning, Adult Education, and the Welfare Director. The existing office space is being used to capacity, but there are no immediate needs for staff expansion. Continued population growth over the next ten years may create a need for minor staff expansion of 1-3 persons, particularly for secretarial support staff, and this can be accommodated only through conversion of one of the small meeting rooms. No other office functions could be accommodated without sacrificing public meeting space.

Meeting Space:

The Community Center includes the Council Chambers (capacity 40-50 persons), three small meeting rooms, and the gymnasium (capacity 150-200 persons). The small meeting rooms meet existing needs adequately, and the Council Chamber meets most needs adequately; although larger meetings such as the annual Town Meeting and public hearings require a larger space.



Storage:

Considerable storage space is required for the various records, applications, licenses, receipts, plans, and minutes that must be retained by the Town. The recently improved storage vault in the basement meets existing and anticipated needs for record storage, and humidity conditions and fireproofing are adequate. Expanded computerization may decrease storage space in the future. No improvement or expansion is needed, although the Town may consider coordinating the storage and indexing of archival material with the Windham Historical Society.

II. PUBLIC WORKS

The Public Works Department is located in the new public works garage on Windham Center Road. The Department's responsibilities include maintenance and plowing of Town roads, maintenance of all Town vehicles, maintenance of all Town buildings and property (including cemeteries), and maintenance and operation of the incinerator and landfill.

Staff Space: The Public Works Department has 18 full-time employees and 4 part-time employees. Of the 18 full-time employees, 5 are located at the incinerator. Growth of the Town's population and level of services over the next ten years will probably result in only a small increase in the Department's staff of 2 to 4 persons, unless there is a significant increase in municipal property or Town roads. There are no existing or foreseeable needs for expansion to accommodate staff.

Equipment Space: The Public Works Department has the following stock of equipment:

- 7 Dump trucks
- 2 Pick-up trucks
- 1 Loader
- 1 Backhoe
- 1 Grader
- 1 Utility truck



Growth over the next ten years will probably require the addition of 2-3 vehicles. These additions will exceed the winter storage capacity of the Public Works garage.

Miscellaneous Storage: In addition to the new Public Works garage, the Department uses the storage building adjacent to the Community Center and the old public works garage on Town Farm Road for storage of miscellaneous equipment and supplies. The storage building is shared with other departments and has limited capacity. The old public works garage is inconveniently located and not secure.

III. LIBRARY

The Windham Public Library is contained in the library building on Windham Center Road. The library has a full-time staff of 4 persons and 10 volunteers. There are approximately 25,000 volumes available and a total floor area of approximately 5,500 square feet on two floors (combining shelf space, reader space, staff work space, and storage).

State and national library standards recommend 3 volumes and .7 square feet of floor area per person in the Town. When the library was built in 1971, it satisfied these standards, with the Town population at 6,600 persons. The population has soared, however, to approximately 12,300 and may grow to 15,000 by 1995. The following table shows the existing and projected needs for library space.

	<u>Recommended Standard</u>	<u>Existing</u>	<u>Current (Deficit)</u>	<u>1995 (Deficit)</u>
Volumes	30-35,000	25,000	(5,000-10,000)	(10,000-15,000)
Tot.Floor Area	8,500s.f.	5,500s.f.	(3,000s.f.)	(5,000s.f.)



The immediate needs are for more shelf space and reader space (tables and chairs), but any plans for expansion should include the following important needs:

- Storage space
- Staff/office space
- Audio-visual room
- Small meeting room
- Access for the handicapped

IV. FIRE/RESCUE

The Windham Fire Department has three stations. The Fire Chief's office and dispatcher are located at the Public Safety Office on Route 202.

° North Windham Station - Route 302

- 2 Pumpers
- 1 Tank truck
- 1 Tractor trailer
- 2 Rescue Units

This station was constructed in 1975, has meeting space, and capacity for one additional vehicle.

° South Windham Station - Route 202

- 3 pumpers (one from Gorham)
- 1 Forestry unit

This station is shared with Gorham. There is no formal meeting space and no space for any additional vehicles.

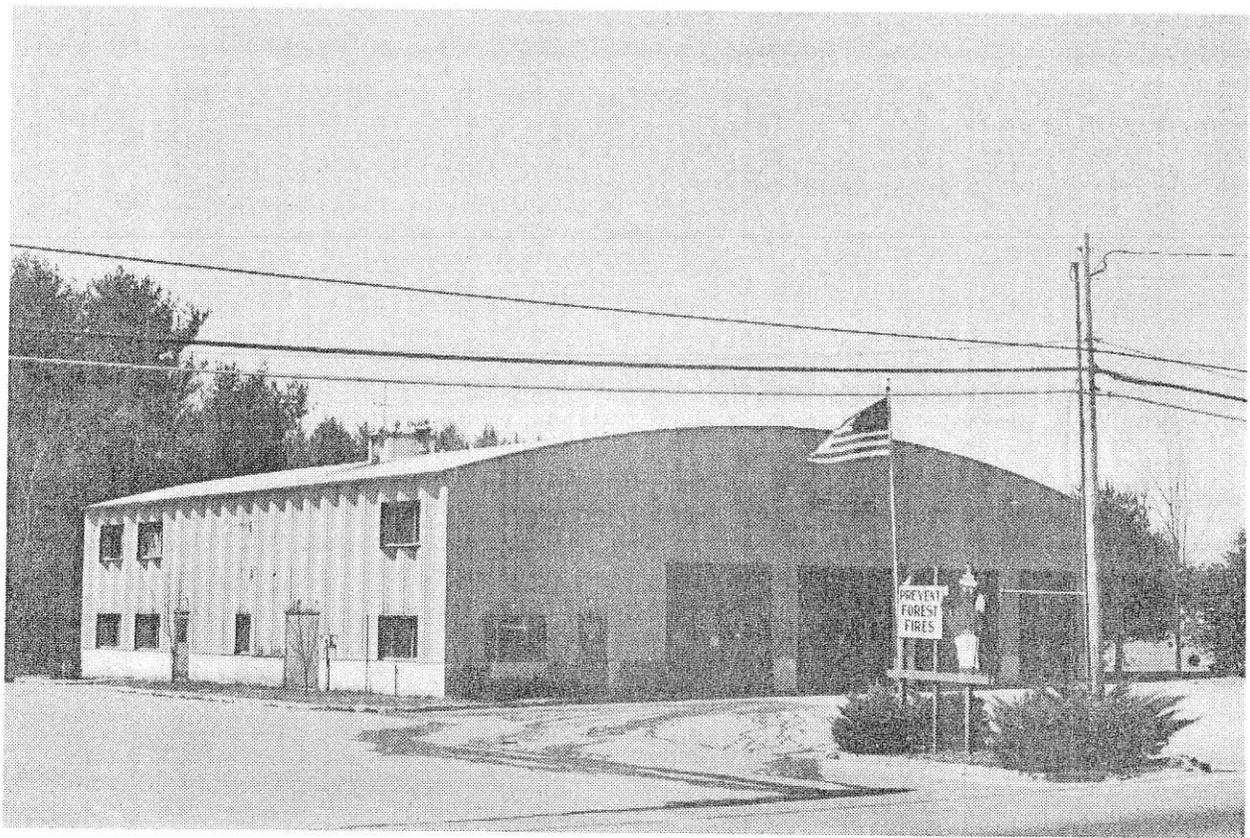
° East Windham - Falmouth Road

This is an older building with one door and two trucks. There is no meeting space.

Additional service is provided to the Route 302/southern Windham area by the Westbrook station at Prides Corner, and to the Forest Lake area by the Cumberland Station on Blackstrap Road.

The immediate needs of the department are for one additional pumper and a ladder truck. Also, the East Windham station is outdated and should be replaced. The best service would be provided by locating the pumper at the East Windham station, and insurance standards recommend that a ladder truck be located at South Windham (because of older buildings, concentration of buildings, and the Correctional Facility).

The adequacy of fire and rescue service is also measured in terms of the response distance from existing stations. Standards are suggested by insurance companies, and range from 4 miles for rural areas, to two miles for suburban areas or areas with multifamily housing. Nearly all of Windham is within 4 miles of a fire station; the 2-mile and 3-mile service areas are shown on the accompanying map.



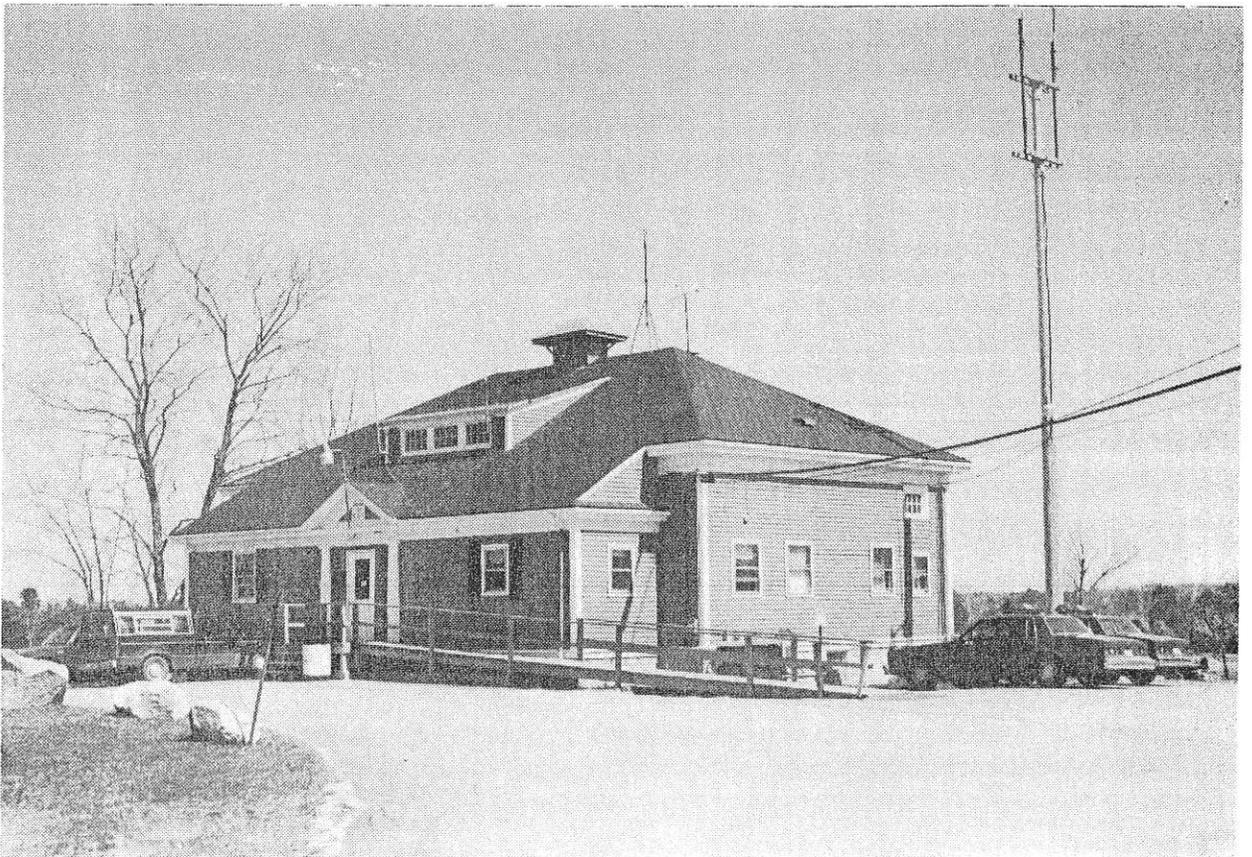
V. POLICE

The Windham Police Department operates out of the Public Safety Building on Route 302. There are 12 persons on the Police Department staff, plus a part-time secretary and a part-time canine control officer. The Department has five cars.

The Public Safety Building also houses the dispatcher, and has offices for the part-time Fire Chief and part-time civil defense director.

The Police Department has expanded from 4 to 12 officers over the past 10 years in response to the growing population and increased traffic generated by the North Windham commercial center. The Department sees a need to move from a standard of 1 officer per 1,000 population to 1.5 per 1,000, considering summer peak population, seasonal traffic, and the North Windham commercial growth. Continued growth of the resident population and North Windham over the next ten years will require an expansion of the Police Department staff of 4-6 patrol officers and 1-2 administrative staff, plus 2-3 additional vehicles.

The Public Safety building cannot accommodate this level of growth without renovation and expansion. Over the next ten years the Police Department will be requiring additional space for vehicle storage administration, a small meeting/briefing room, a locker room and kitchenette for the patrolmen; and a storage room for evidence, records, stolen property, and photographic evidence processing.

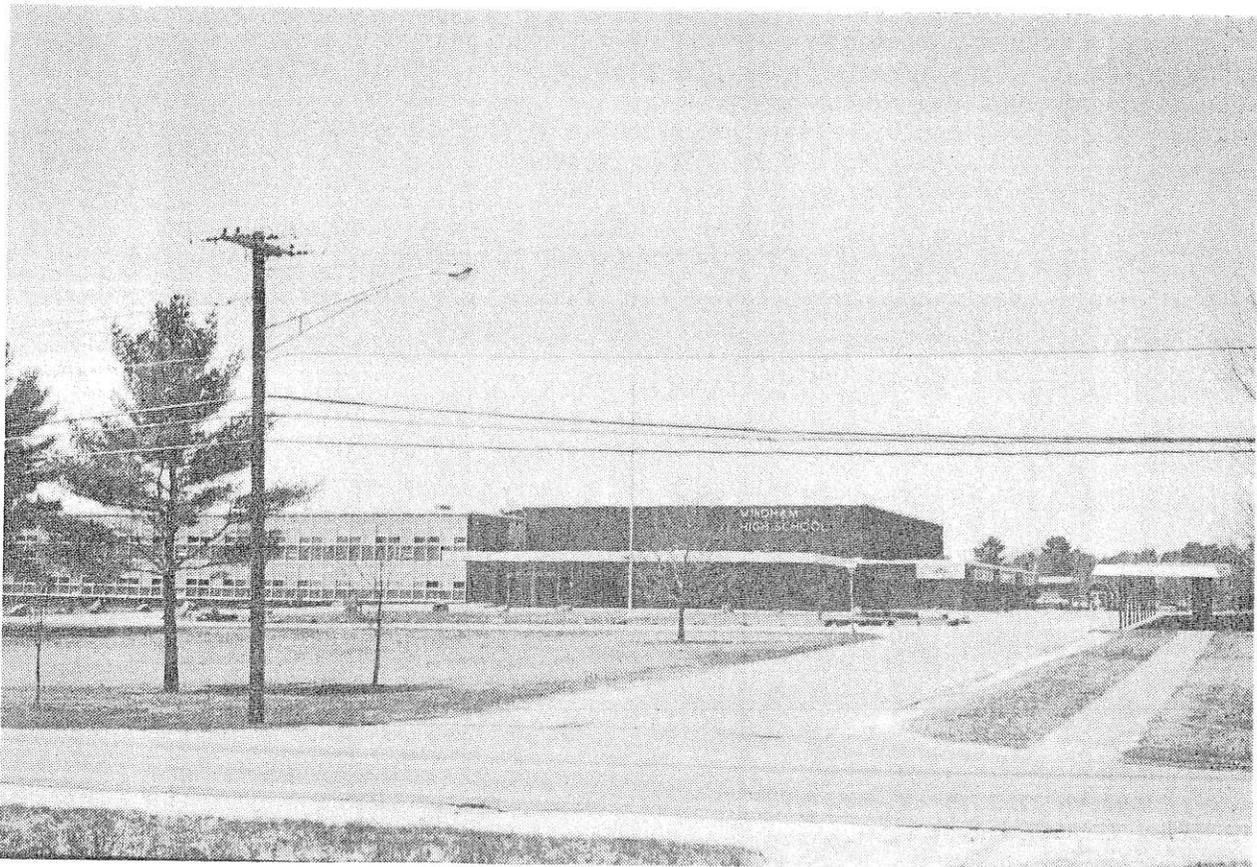


VI. SCHOOL DEPARTMENT

School Department needs are being analyzed independently by a subcommittee of the School Committee and their conclusions should be incorporated into this plan. There are several apparent facility needs which should be coordinated with the Town's facility planning and may influence the Town's planning.

The first of these is the possible need for a new elementary school to accommodate projected growth in elementary school enrollment over the next 10 years. Other enhancements of school facilities that may be needed are a pool, an auditorium, and more outdoor playing fields.

19.26



PROPERTY ASSESSMENT:

Community Center Building: Formerly the High School building, the main building has recently been renovated for use as the Town Office and Council Chambers. There are no immediate needs for improvement or expansion of the main building. The attached kindergarten building may become available for use if the School Department constructs new elementary school space. There is a need for more parking space.

Public Works Garage: This building has no immediate need for improvement or expansion. Bank stabilization is required on the site. Future growth in equipment and vehicles may create a need for expansion of the building to accommodate winter storage of vehicles.

Public Safety Building: This building is a converted school building and, while structurally sound, it is in need of improvement to better accommodate the various departments which use it. These improvements include an employee locker room and kitchenette, space for storage of stolen property and evidence, and space for photographic evidence processing. Future growth in police personnel and vehicles may call for expansion of the building or relocation.

Library: Current building is in good physical condition, but is too small to meet the needs of the Town's current population. Considering the probability of continued population growth, the Town should begin considering an expansion of the building that would increase floor space from 50% to 100%.

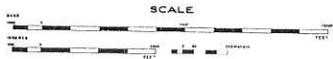
Incinerator: With the probability of Town participation in a regional electricity-generating incinerator, the incinerator will become superfluous, but the building may be suitable for use as a baler/transfer facility. If the Town doesn't participate in the regional project, the incinerator will require major overhaul or replacement in the future, and a new landfill site will be required.

Historical Society (Old Town Office Building): This building is an historical landmark and should be preserved. It accommodates its current use by the Historical Society without any major problems, and no changes are anticipated.

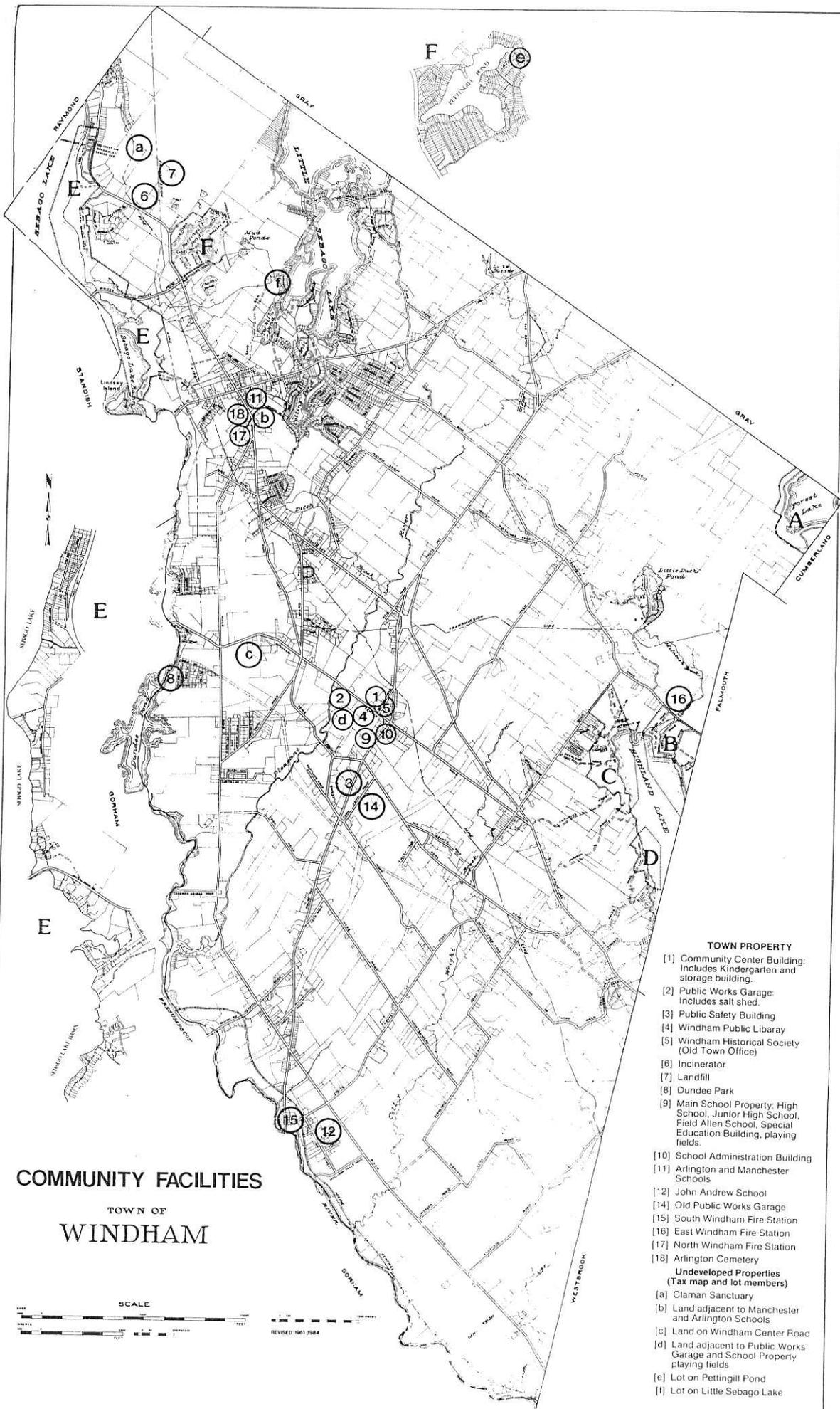
COMMUNITY FACILITIES

TOWN OF

WINDHAM



REVISED: 1961/2004

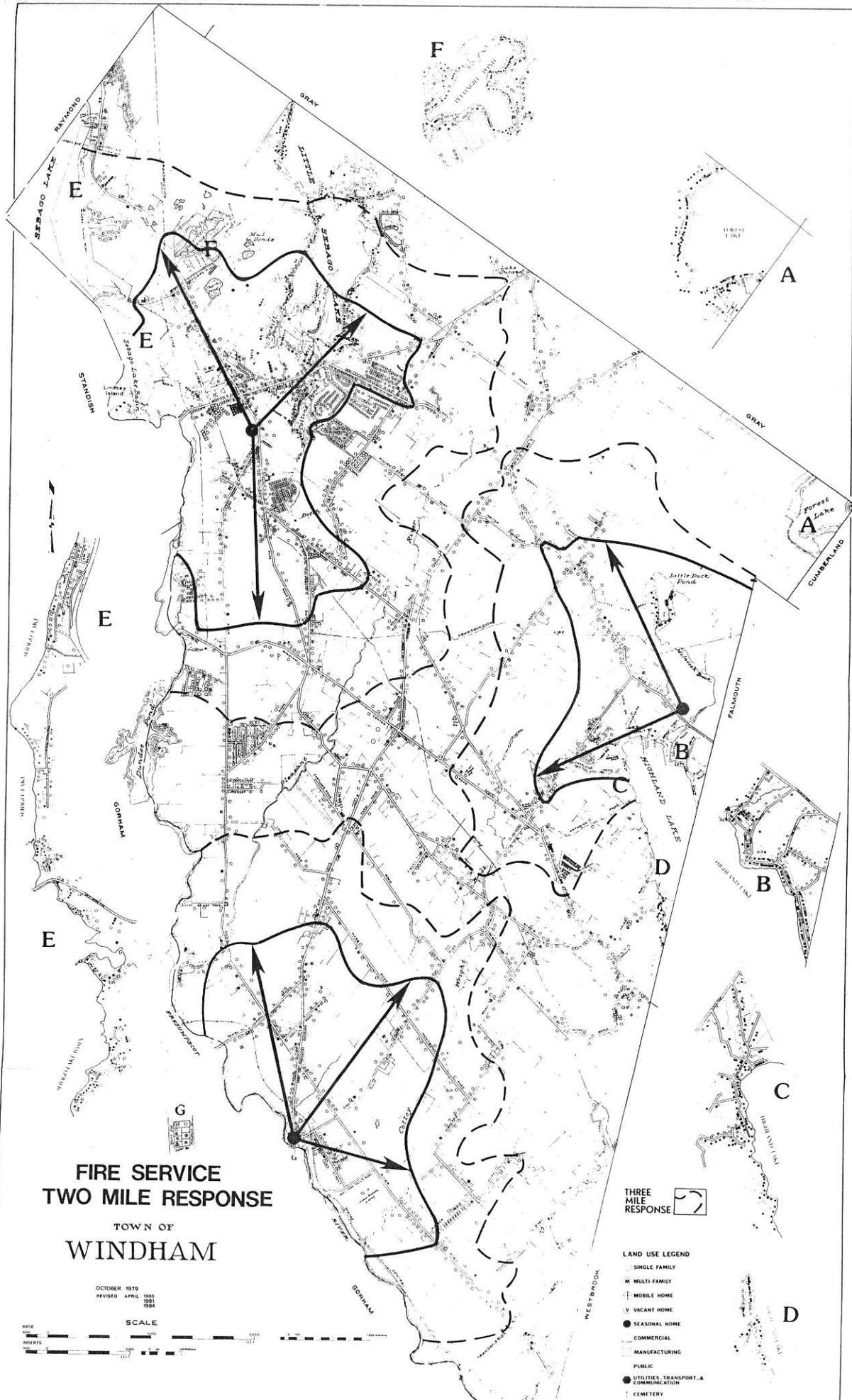


TOWN PROPERTY

- [1] Community Center Building; Includes Kindergarten and storage building.
- [2] Public Works Garage; Includes salt shed.
- [3] Public Safety Building
- [4] Windham Public Library
- [5] Windham Historical Society (Old Town Office)
- [6] Incinerator
- [7] Landfill
- [8] Dundee Park
- [9] Main School Property; High School, Junior High School, Field Allen School, Special Education Building, playing fields.
- [10] School Administration Building
- [11] Arlington and Manchester Schools
- [12] John Andrew School
- [14] Old Public Works Garage
- [15] South Windham Fire Station
- [16] East Windham Fire Station
- [17] North Windham Fire Station
- [18] Arlington Cemetery

Undeveloped Properties (Tax map and lot members)

- [a] Claman Sanctuary
- [b] Land adjacent to Manchester and Arlington Schools
- [c] Land on Windham Center Road
- [d] Land adjacent to Public Works Garage and School Property playing fields.
- [e] Lot on Pettingill Pond
- [f] Lot on Little Sebago Lake



**FIRE SERVICE
TWO MILE RESPONSE**
TOWN OF
WINDHAM

OCTOBER 1979
REVISED APRIL 1980
1981
1984

SCALE



THREE MILE RESPONSE

- LAND USE LEGEND**
- SINGLE FAMILY
 - MULTI-FAMILY
 - MOBILE HOME
 - ∇ VACANT HOME
 - SEASONAL HOME
 - COMMERCIAL
 - MANUFACTURING
 - PUBLIC
 - UTILITIES, TRANSPORT, & COMMUNICATION
 - CEMETERY
 - OTHER (PUMP, POND, etc.)

East Windham Fire Station: This building is old, too small to accommodate its current use, and poorly located to serve the growing areas of the Town. Upon construction of a centralized public safety facility, the future use of this station should be re-evaluated.

Old Public Works Building: This building is old, is in poor structural condition, and is poorly located to be of convenience to the Department. The building should be retained for miscellaneous storage, but should be disposed of when the current Public Works garage is expanded.

Dundee Park: Dundee Park is the only municipal recreation area aside from school department property, and includes a swimming beach, picnic area, and parking. The analysis of recreational needs shows a serious need for more recreational land and facilities, and there is apparently place for expansion at Dundee Park. The Town should consider developing Dundee Park into a multi-purpose park that includes active recreational facilities such as playing fields and tennis courts.



IMPLEMENTATION STRATEGY

- The School Department will need to expand or construct a new building to accommodate elementary school enrollment growth; these plans should include space for the kindergarten. The Town should plan to use the vacated kindergarten space for small meeting rooms, and the existing small meeting rooms on the second floor can be used to accommodate future office space needs of the Town administration.
- The Town should begin planning an expansion of the public works garage, and should dispose of the old garage on Town Farm Road. The expansion would accommodate future maintenance and storage needs for new vehicles, and would allow greater efficiency through the consolidation of all equipment and materials.
- The Town should begin to examine alternatives for the expansion of the library in the existing site.
- The Town should begin to examine the design and location of a new public safety building in the Windham Center area. This building could consolidate expanded space for the police department, the dispatcher, offices for the fire chief and civil defense director, a rescue unit, and 2-3 fire trucks.
- The Town and School should work together to develop an expansion plan for both Town and School facility needs.



X. FARMLAND

POLICIES

- ° The prevention of development of prime agricultural land, the preservation of the viability of agricultural activity, and the preservation of the rural-agricultural character of undeveloped portions of the Town is encouraged.

FINDINGS

A 1982 study of farmland by the Maine State Planning Office showed approximately 4,300 acres of farmland (cropland and pasture) in the Town of Windham, representing 15% of the total land area. Twenty years earlier there were approximately 5200 acres of farmland, representing 18% of the total land area. Surprisingly, of the total loss of farmland acreage, only 35% was due to residential development and almost 60% was due to reforestation.

Concern for the preservation of farmland has three primary components: avoiding land use conflicts between farming activity and suburban residential development, preventing the unnecessary permanent pre-emption of farmland for urban uses, and allowing farmers a reasonable ability to market portions of their property for residential development.

There can be serious conflicts between farming and residential developments, especially where there is frequent use of farm machinery or spreading of fertilizers, insecticide or manure. Zoning districts should be delineated to preserve the primacy of farming in areas of concentration and to avoid conflicting uses. Current zoning permits single-family residences on two-acre lots, multifamily housing, and mobile home parks in the Farm (F) District. These provisions should be modified to prevent intensive residential development.

Large-scale conversion of farms to residential subdivisions is common and profitable in rural-suburban areas because the land has already been cleared and also because the soils usually are good for septic systems. The problem is that once this good farmland is developed or built upon, it is forever lost to farming. This is a major issue on the State and national level, and the federal Farmlands Protection Policy Act was enacted in response. On the local level, the Town provides differential property tax assessment for farmland through the Farm and Open Space Tax law.

The Town needs to take further steps to discourage the development of prime farmland. First, the Town should work with the Soil Conservation District to identify and evaluate prime farmland through the U.S. Department of Agriculture's Land Evaluation and Site Assessment (CESA) system. Second, the Town should enact lower density zoning in agricultural areas, and strongly discourage development of "prime" farmlands through cluster development.

Finally, it should be recognized that the enactment of more restrictive zoning in suburbanizing farming areas may deprive farmers of some property value and the marketability of this property for residential use. In some cases, this marketability may be necessary to maintain profitable operation of the farm. In the interest of maintaining an equitable distribution of development value for property in Windham, the Town should consider a 'transfer of development rights' program (TDR). There are different ways to structure such a program, but in essence it would allow a farmer to trade or sell the 'development rights' on prime farmland. A farmer would thus be permitted to achieve a return on the increasing property values in a suburban area without sacrificing the agricultural use of the land.

IMPLEMENTATION STRATEGY

Regulations:

- The zoning ordinance should be revised to prohibit multifamily and mobile home parks in the Farm district;
- Provisions for clustered single-family residential development should be added to the zoning ordinance.
- Lower densities for single-family houses should be considered for the Farm district, to discourage residential development.

Planning:

- The Town should work with the Soil Conservation District to identify and evaluate prime farmland, using the Land Evaluation and Site Assessment (LESA) system.
- The Town should examine alternative programs such as transfer of development rights as a method of preserving farmland.

HISTORIC
XI. PRESERVATION

HISTORIC PRESERVATION

POLICIES

- The Town encourages and supports the preservation of historic buildings and encourages the maintenance of the character of historical districts.

FINDINGS

Windham was settled in 1737 and was one of the earliest Towns to be incorporated in the State (then Massachusetts) in 1762. Many houses and public buildings remain, and reflect the Town's growth during the late 18th and 19th centuries. The Parson Smith House on River Road is a splendid example of the Town's earlier history and has been preserved through the Society for the Preservation of New England Antiquities.

Other houses and buildings in private ownership are found throughout the Town and have been documented by the Windham Historical Society and Greater Portland Landmarks. Before the Town pursues any further efforts to encourage or require preservation of historic buildings, a thorough historic sites survey should be completed. Such a survey would not only locate all buildings of historic interest and determine the date of construction, but would evaluate the historical and architectural significance of the buildings.

Through this survey the Town can excite an interest in historic preservation, and provide background information to property owners who are interested in rehabilitating and restoring their houses. The survey would also provide a basis for development standards and design guidelines in historic districts such as Windham Hill and South Windham Village and Windham Center Road.

Presently, the only incentive for historic preservation is federal tax credits for the rehabilitation of historic buildings for commercial use. The designation of historic districts by the Town could support that incentive.

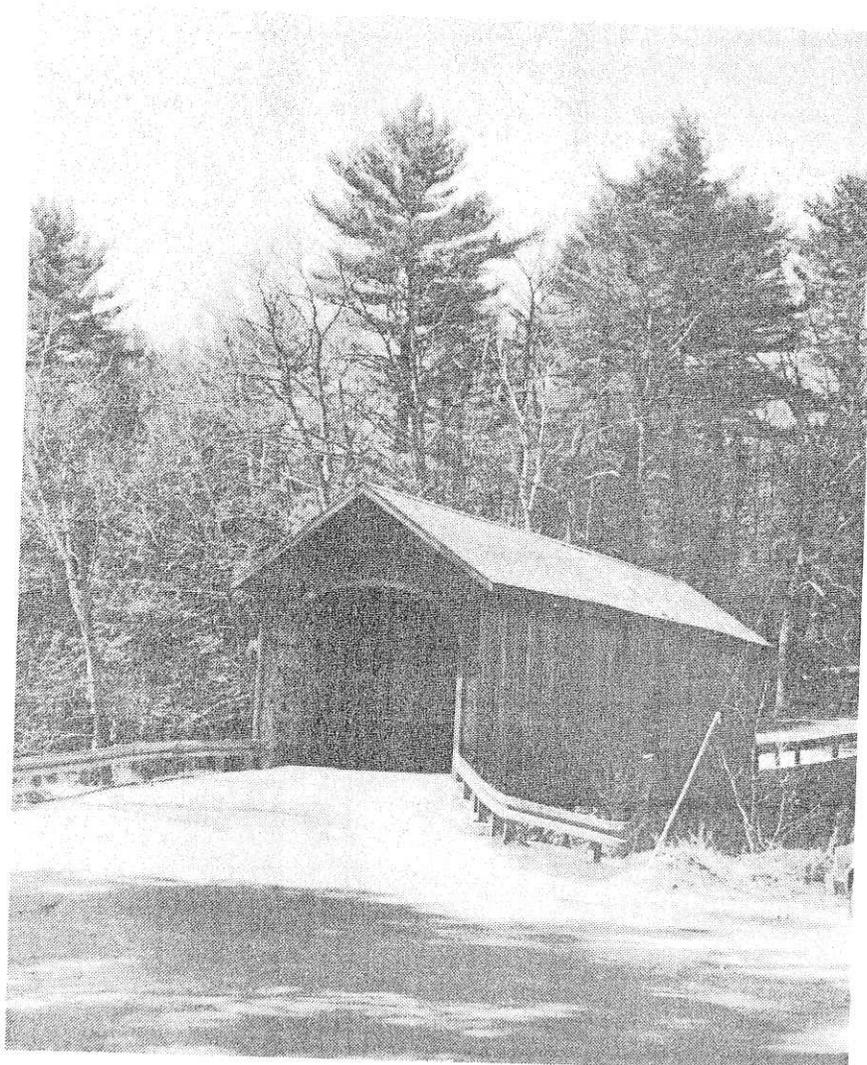
IMPLEMENTATION STRATEGY

Regulations:

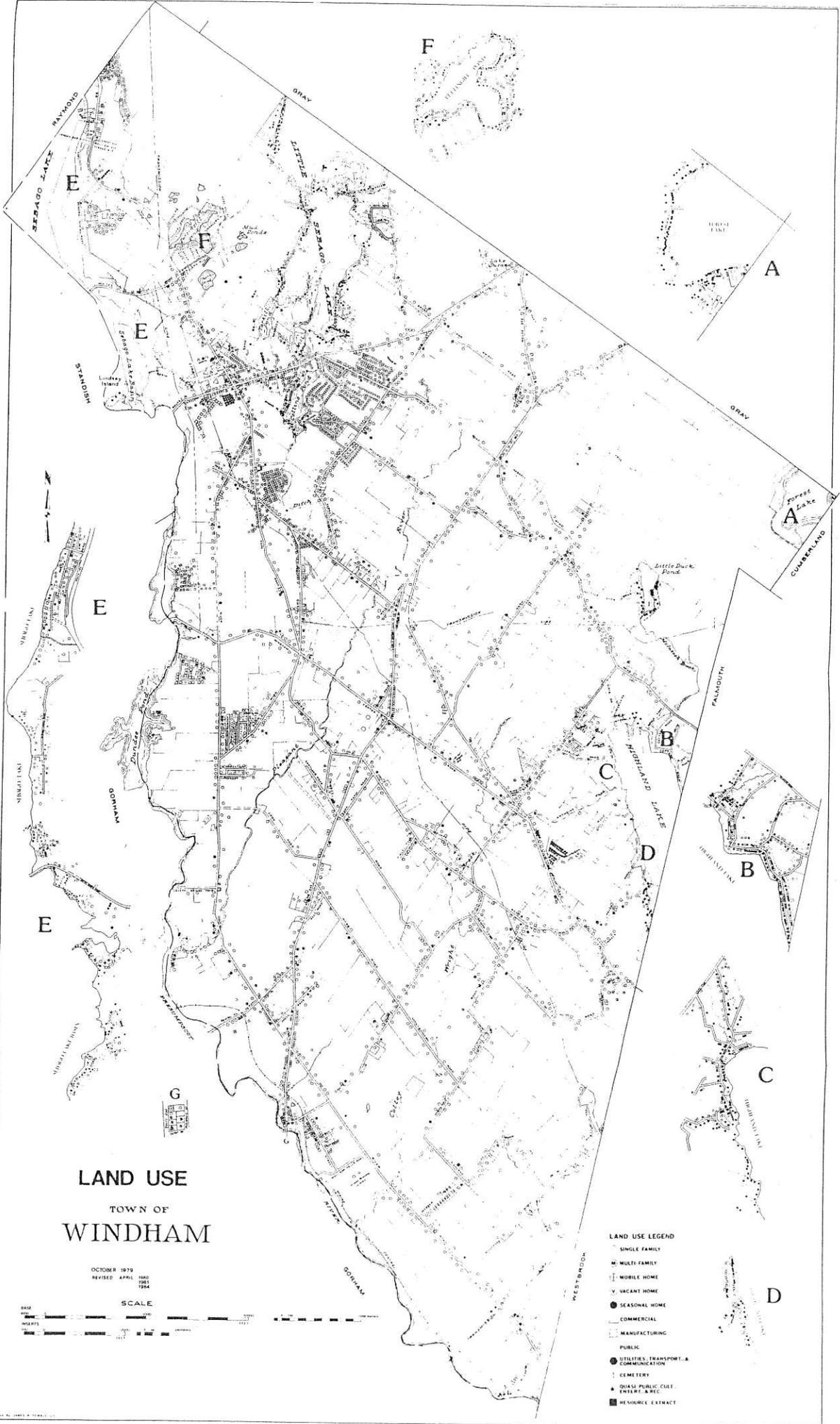
- The zoning ordinance should be amended to include a performance or overlay district for historic areas to encourage architecturally compatible rehabilitation and construction and to discourage demolition of historic buildings.

Study:

- A historic sites survey should be conducted in cooperation with the Windham Historical Society, Greater Portland Landmarks, and the Maine Historic Preservation Commission.



XII. LAND USE



LAND USE

TOWN OF WINDHAM

OCTOBER 1979
REVISED APRIL 1981
1981
1984

SCALE



LAND USE LEGEND

- SINGLE FAMILY
- MULTI FAMILY
- ◇ MOBILE HOME
- ▽ VACANT HOME
- SEASONAL HOME
- COMMERCIAL
- MANUFACTURING
- PUBLIC
- UTILITIES, TRANSPORT, & COMMUNICATION
- CEMETERY
- QUASI PUBLIC CULT. ENTERT. & REC.
- RESOURCE EXTRACT

LAND USE

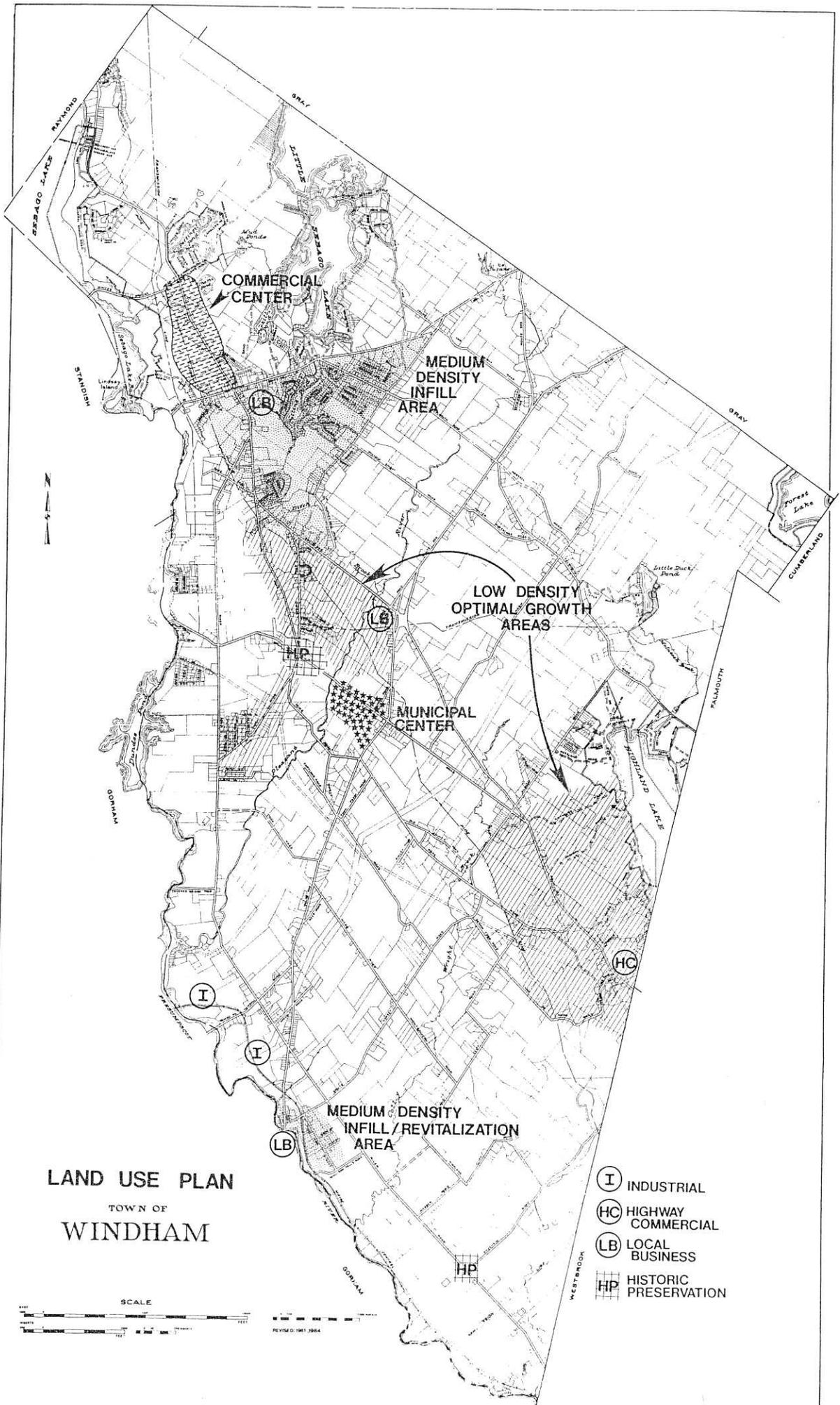
POLICIES

- Future residential growth should be directed to areas closer to municipal and commercial services, and to infill existing developed areas;
- Intensive development should be discouraged in the rural and agricultural areas of the Town;
- The commercial area of North Windham should be protected as a regional commercial center, and provision should be made for moderate lateral expansion;
- Historic buildings and districts should be protected;
- The revitalization of South Windham village should be encouraged, with emphasis on improving the water quality and recreational potential of the river, and on protecting the historic character of the village;
- The quality of surface and groundwater resources should be protected through encouraging development in areas with optimal soil capability for septic systems;
- Multifamily housing should be directed to areas close to municipal and commercial services;
- The viability of Route 302 as the major arterial in the Town should be protected by controlling roadside development which would decrease traffic safety and convenience, and which would detract from the scenic qualities of the road;
- Future development should be encouraged closer to higher capacity arterial roads;
- Shoreland and wetland areas should be protected from development which would deteriorate their ecological and scenic values.

IMPLEMENTATION STRATEGY

- The zoning ordinance should be revised to provide for three residential zones to be located consistent with adopted land use policy:
 - (1) Medium density: provides for infill and moderate expansion in underdeveloped areas close to services and major roads - single family and multifamily permitted;
 - (2) Low density: provides for low density expansion in underdeveloped areas close to services and major roads - single family only;

- (3) Very low density: protects underdeveloped, unserved, and agricultural areas of the Town; single-family only; density incentives to encourage clustering to protect open space and farm land;
- ° The zoning ordinance should be revised to divide commercial uses into three districts with strict development standards to provide for more control of commercial development and compatibility of uses:
 - (1) Local commercial: limited retail and office uses;
 - (2) Community commercial: shopping centers, restaurants;
 - (3) Highway commercial: warehouse, gas stations and auto repair, light manufacturing;
- ° The zoning ordinance should be revised to include overlay districts which provide specific development standards for critical areas including:
 - Route 302 frontage area
 - Shoreline areas
 - Historic areas
 - Agricultural areas
 - Aquifer recharge areas
- ° The Land Conservation section of the zoning ordinance should be retained as a growth control technique. It should be revised to create a yearly acreage limit.
- ° Provisions should be added to the zoning ordinance which allow clustering of single-lot subdivisions on smaller lots consistent with a policy of preserving useable open space and farmland;
- ° Definitions and standards should be added for planned unit development multi-family housing types including garden apartments and attached single-family structures;
- ° A provision should be added to the land use ordinance which requires that roads and all undevelopable land areas be subtracted from the gross development area before calculating the permissible density for multifamily and clustered single family developments and subdivisions.
- ° Provisions should be added to the zoning ordinance to prevent filling or other destruction of designated valuable wetland areas;
- ° Provisions should be added to the zoning ordinance to benefit farmers and preserve farmland, consistent with the land use plan, such as transferrable development rights.



LAND USE PLAN
 TOWN OF
WINDHAM



- I** INDUSTRIAL
- HC** HIGHWAY COMMERCIAL
- LB** LOCAL BUSINESS
- HP** HISTORIC PRESERVATION